

NATIONAL REPORT ON THE STATUS OF SHELTERS FOR URBAN HOMELESS

August, 2014



An urban homeless shelter in Lucknow, Uttar Pradesh

SUPREME COURT COMMISSIONERS' OFFICE

Preface and Acknowledgements

As part of the Supreme Court-directed monitoring process, two years ago (in 2012), the Office of Commissioners of the Supreme Court in writ petition 196/2001 had submitted the *Second National Report on the Status of Shelters for Urban Homeless* to bring to the notice of the Honourable Supreme Court, the conditions of urban homeless persons in India, and the conditions of shelters for urban homeless persons in different states of India. This report outlined the large gaps in fulfilment of Supreme Court's directions to the state governments for ensuring shelters, and allied services and amenities for homeless populations.

A *National Scheme of Shelter for Urban Homeless* was announced in 2013.

The current report, the *Third National Report on the Status of Shelters for Urban Homeless*, outlines the progress of construction of shelters, and provisioning of amenities and allied services to meet the needs of the homeless persons in different states of the country in the last year. Based on field-visit reports to several cities as well as other data from documents of state governments and non-governmental organizations (NGOs), this report attempts to present issues for future actions by state and central governments and by civil society organizations involved in developing the programme of shelters for urban homeless.

The current report covers the states of Uttar Pradesh, Bihar, Jharkhand, Karnataka, Madhya Pradesh, West Bengal, Odisha, Assam, Gujarat, Maharashtra, Rajasthan, Tamil Nadu and Andhra Pradesh to give an indication of the state of progress of shelters. The report does not cover the state of Delhi, as well as other states from where the data was not fully obtained.

We would like to thank Mr. Surajit Neogi of the Urban Poverty hub of ActionAid India for developing and collating this report; Ms. Priyanka Khullar for editing; other members of ActionAid India for their field inputs; and Mr. Biraj Patnaik, Principal Advisor; Ms. Sejal Dand, National Advisor; and Mr. Aditya of the Supreme Court Commissioners' Office for leading this collective process across states.

We would like to extend our heart-felt gratitude to the State Advisors to Supreme Court Commissioners' Office as well as to other colleagues working with homeless persons in different states who, in their respective states, undertook field-visits and followed up with state governments on this agenda. It is on their reports that this overall report is constructed. In particular, contributions of Mr. Ashok Khandelwal, State Advisor, Rajasthan; Ms. Kavita Srivastava; Mr. Rupesh Kumar, Koshish, State Advisor, Bihar; Mr. Balaram Jo, State Advisor, Jharkhand; Mr. Rajkishor Mishra, State Advisor, Odisha; Ms. Arundhati Dhuru, State Advisor, Uttar Pradesh; Ms. Anuradha Talwar, State Advisor, West Bengal; Mr. Sachin Jain, State Advisor, Madhya Pradesh; Mr. Samir Garg, State Advisor, Chhattisgarh; Mr. Josantony Joseph, State Advisor, Maharashtra; Mr. Mahesh Kamble; Mr. Sudhir Katiyar; Mr. Anil Kumar, National Forum for Housing Rights (NFHR); Mr. Indu Prakash Singh, Shahri Adhikar Manch (SAM) and NFHR; Mr. Clifton Rozario, State Advisor, Karnataka; Ms. Vanessa Peter, Information and Resource Centre for the Deprived Urban Communities, Chennai; Mr. Pragada Srinivasu, ARTD, Visakhapatnam; Mr. Sandeep Khare, Vigyan Foundation, Lucknow; Mr. Ranjan Kumar Singh, NIDAN, Patna; Ms. Jyoti Awasthi, Laxmi Sansthan, Uttar Pradesh; Mr. Ziauddin Khan, Ekjut, Ranchi; Mr.

Anibrata Pramanik, Sristy for Human Society, Kolkata; of Ms. Malarvizhi M; Ms. Indira Rani; Mr. Raghu P; Mr. Mrinal Gohain; Mr. Ghasiram Panda; Ms. Reshmi Ganguly; Ms. Esther Mariaselvam; Mr. Kaustuv Chakrabarti; Ms. Nirja Bhatnagar; Ms. Shabnam Aziz; Ms. Smita Khanijow; Mr. Arvind Kumar; Mr. Pankaj Shwetabh; Ms. Pritha Chatterjee; Ms. Meena Menon and Mr. Narendra Sharma of ActionAid India; and of Society for Social Transformation and Environment Protection (sSTEP), Guwahati; The Calcutta Samaritans, Kolkata; and Right Track, Kolkata are gratefully acknowledged.

Sandeep Chachra, National Advisor on Homelessness to the Commissioners of Supreme Court in WR 196/2001

Harsh Mander, Special Commissioner of the Supreme Court in 196/2001

Introduction

Almost in every city in India, homeless citizens have remained more or less completely neglected by local and state governments. Over the past decades, governments have hardly provided to them even minimal essential services necessary for basic survival, such as shelters, to ensure that they do not have to sleep rough under the open sky. Hunger, deprivation and exclusion of homeless persons occur in almost every city of India. Unclaimed corpses, especially during peaks of winter and summer, bear silent testimony to the saga of homelessness and exclusion.

It is a life of destitution, combined with hunger, intense social devaluation and extreme vulnerability. Although there were minimal provisions for night shelters in earlier plans of the Government of India, these mostly lapsed on account of lack of initiative by state and local governments. In her address to the Parliament on March 16, 2012, the President of India stressed on the importance given by the Government of India to providing basic services to urban homeless people. She declared that *'The needs of the urban homeless and destitute are of the highest priority for my Government, and I am happy to announce a new scheme called the "National Programme for the Urban Homeless" that would help create a network of composite shelters in the urban local bodies, with adequate provisions for housing and food for the destitutes'*. This came in the backdrop of the Supreme Court's directives to state governments to ensure urgent provisioning of shelters for urban homeless in the writ petition 196/2001. The Supreme Court of India had outlined a set of programmes for shelters and related services, and had directed the state governments to implement the guidelines developed by its Commissioners appointed to monitor the case.

Living in the open, with no privacy or protection, is a gross denial of the fundamental right to a life with dignity, the apex court had opined. It is to defend and uphold their right to a life with dignity, and their rights to food and shelter that sufficient numbers of permanent shelters are required in all cities, in all seasons. Under the guidelines of the Supreme Court, all state and local governments are now legally bound to build dignified permanent shelters for the urban homeless in sufficient numbers and with appropriate facilities to ensure fulfilment of their rights to life and shelter. The Commissioners of the Supreme Court in Writ Petition 196/2001 brought the distressing conditions of people living on the streets of Delhi to the notice of the Supreme Court in their letter dated January 13, 2010. These distressing conditions included denial of the right to food and shelter, especially in the context of extreme cold weather, which in turn constituted a threat to their fundamental right to life. The Supreme Court took urgent notice of this matter and directed the Government of Delhi to immediately provide shelter to all those without shelter. Further, it directed that these shelters must provide basic amenities such as blankets, water and mobile toilets. Government agencies joined hands to more than double the number of shelters in just two days. This



A closed shelter at Dindugal, Tamil Nadu; May, 2014

intervention by the Supreme Court led to the saving of several precious lives of the most vulnerable citizens of the capital city. In their second letter to the Supreme Court dated January 25, 2010, the Commissioners informed the Supreme Court of a similar situation of severe denial of the right to food and shelter to people living on the streets in all cities throughout the country. This constituted a grave and persisting threat to their fundamental right to a life with dignity. On March 12, 2010, they submitted detailed guidelines for states to establish shelters and other basic rights for the homeless. Since then, the Supreme Court has been regularly reviewing the implementation of its directions for the urban homeless by all state governments.

Supreme Court's directives on shelter homes are as follows:

- All cities covered under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and with a population above 5 lacs to have one 24-hour, 365-days-a-year homeless shelter with a capacity of 100 persons for every one lac population. Now, the mission document of National Urban Livelihoods Mission (NULM) says that all cities having population of 1 lac or more to have shelter for urban homeless with a capacity of 100 persons for every one lac
- Basic amenities to include mattresses, bed-rolls, blankets, potable drinking water, functional latrines, first-aid, primary health facilities, de-addiction and recreation facilities etc.
- 30% of these to be special shelters (for women, old and infirm, and recovery shelters)
- In its order dated September 20, 2011, the Supreme Court directed all state governments and Union Territories to inform the public about the availability of night shelters through print media and electronic media so that the poor and needy people may avail the benefits of night shelters
- The Supreme Court reiterated on January 9, 2012 that the **right to dignified shelters was a necessary component of the *Right to Life* under Article 21 of the Constitution of India**



A locked shelter at Howrah, West Bengal; August 4, 2014, 5:15 PM

In pursuance of Supreme Court's directives on the matter and of the Presidential announcement in 2012, a *National Scheme of Shelter for Urban Homeless* was announced in September, 2013 and operational guidelines under NULM issued in December, 2013.

Eight months into the implementation of the said national scheme, this report outlines the progress of implementation of the scheme, and presents the status of shelters and allied services on the ground.

Overview

Shelters and allied services for the urban homeless remain woefully inadequate in all Indian cities.

Overall, the number of permanent shelters is far less than needed, and allied services are virtually non-existent in the shelters for urban homeless. Majority of the shelters in cities are located far away from the areas where the poorest congregate – railway-stations, bus-depots, terminals, markets, wholesale *mandis* etc. Shelters are small and the capacity of shelters is way below the normative outlined by both the Supreme Court and later, the *National Scheme of Shelter for Urban Homeless*.

There are no shelters for women, families and particularly vulnerable groups in most cities.

Amenities and facilities within the shelters are also virtually non-existent. Several shelters do not even have the basic functional toilets and washrooms, cooking and kitchen facilities, heating and cooling facilities, bedding-mattresses and blankets, lockers, first-aid facilities etc. as specified in the scheme. There are some shelters where even electricity connection does not exist. Despite Supreme Court's directives to the state governments, homeless people continue to remain outside of the shelters and on pavements facing sub-human living conditions.

Whereas winter is a period of the severest crisis for homeless people in that it is extremely life-threatening, all seasons pose a threat to homeless people exposing them to vagaries of nature. This year, in peak summers, several homeless persons died in India. Life on pavements also exposes homeless to various forms of violence and dangers. Widespread instances of drunken driving on the streets of cities at times cost the homeless persons living on the road-sides their life! And many such cases are not even reported.

Homeless women in particular face severe and continuous violence, rape and abuse. No crisis support facilities or shelter refuge are available for them.

Most existing shelters are running in buildings originally constructed for other purposes and re-organized later to serve as shelters. They are, hence, not designed to meet the needs of homeless persons. With regard to capacity, the national scheme suggests that the minimum capacity of the shelter for homeless should be 100 for one lac population. If this norm is applied to cities, then, with the exception of Delhi which still reports a large number of permanent shelters (though still short of the norm), other cities report much lesser shelter capacity.

Taking this as the base, every city has lesser number of shelters than required. Moreover, at this moment, it is being seen that nearly 40% of the existing permanent shelters are closed and beyond the access of homeless people. In addition, the ones that are open also witness lack of uniformity in services provided and shortcomings in terms of quality or quantity or both. Some shelters do not even have toilets and in some others, toilets are common for men

and women. Safe drinking water facilities are also lacking in a number of shelters. 95% of the functional shelters do not have any medical/referral facilities. Beddings are insufficient with some shelters not having any bedding facilities at all. Most of the shelters do not have locker facilities for the residents. The number of staff in shelters is less than what is required as per the NULM document. Also, there are problems of funds. The funds are reimbursed to shelters after two or three quarters.

State-wise Status of Shelters

Shelters for urban homeless are being managed by different departments in different states. While in a majority of the states, the Urban Development/Municipal Administration Department is responsible for homeless shelters, in others, the Social Welfare/Women & Child Development Department is involved in the running of shelters. Given below is the list of departments currently responsible for homeless shelters in the various states:

State Departments Responsible for Homeless Shelters		
S. No.	State	Department Responsible
1	Assam	Social Welfare Department
2	Madhya Pradesh	Social Welfare Department
3	West Bengal	Women & Child Development Department
4	Tamil Nadu	Municipal Administration and Water Supply Department
5	Karnataka	Directorate of Municipal Administration
6	Andhra Pradesh	Municipal Administration and Urban Development Department
7	Telangana	Municipal Administration and Urban Development Department
8	Odisha	Housing & Urban Development Department
9	Bihar	Department of Housing & Urban Development
10	Delhi	Delhi Urban Shelter Improvement Board
11	Gujarat	Urban Development Department
12	Rajasthan	Urban Development Department
13	Maharashtra	Urban Development Department
14	Jharkhand	Department of Urban Development
15	Uttar Pradesh	Municipal Corporation and Urban Development Authority
16	Punjab	Department of Housing & Urban Development

State-wise List of Shelters: Status – August, 2014

S. No.	Name of the City	No. of Shelters Required in the City as per the Guidelines (in brackets is the corresponding number of residents that can be accommodated in those shelters under ideal conditions)	No. of Permanent Shelters	No. of Shelters Currently Operational	Average No. of Residents Per Shelter	No. of Shelters for Men	No. of Shelters for Women	No. of Family Shelters	Total Shelter Capacity
UTTAR PRADESH									
1	Gorakhpur	7 (700)	4	4	NA	4	X	X	125
2	Bareilly	9 (900)	6	6	NA	6	X	X	450
3	Lucknow	29 (2900)	23	6	50	23	X	X	1190
4	Varanasi	14 (1400)	8	1	35	8	X	X	420
5	Kanpur	29 (2900)	26	4	40	26	X	X	1060
6	Agra	17 (1700)	11	1	40	11	X	X	240
7	Meerut	14 (1400)	8	0	NA	8	X	X	375
8	Allahabad	12 (1200)	12	8	50	12	X	X	522
9	Ghaziabad	15 (1500)	14	13	30	14	X	X	580
10	Aligarh	9 (900)	5		NA	5	X	X	300
11	Moradabad	8 (800)	4	3	NA	3	X	X	180
There is no separate shelter for women. In some instances in cities like Lucknow, Bareilly, Kanpur and Allahabad, women are staying in a separate room in men's shelters and the number is very low and varies									
BIHAR									
12	Patna	20 (2000)	20 (<i>rain baseras</i>)	0	15-20	20 NS	X	X	250

13	Gaya	4 (400)	6 (night shelters)	0	20	6 NS	X	X	50
14	Muzaffarnagar	4 (400)	8 (night shelters)	0	Not Av	8 NS	X	X	75
15	Bhagalpur	4 (400)	6 (night shelters)	0	NA	6 NS	X	X	50
16	Munger	2 (200)	1 (night shelter)	0	NA	1 NS	X	X	10
17	Purnia	3 (300)	2 (night shelters)	0	NA	2 NS	X	X	20
18	Chhapra	2 (200)	1 (night shelter)	0	NA	1 NS	X	X	10
19	Saharsa	1 (100)	1 (night shelter)	0	NA	1 NS	X	X	10
KARNATAKA									
20	Bangalore	97 (9700)	8						
21	Bellary	24 (2400)	2	2	6	1	1	X	90
22	Belgaum	47 (4700)	4	4	11	3	1	X	120
23	Davangere	19 (1900)	1	1	3	1	0		100
24	Gulbarga	25 (2500)	3	3	55	3	(In one of the men's shelters, women stay in a separate room. There is no separate shelter for women)		120
25	Mangalore	20 (2000)	3	2	14	2	1 (not operational; temporarily closed since shelter-less women haven't been identified)	X	55
26	Mysore	30 (3000)	2	1	33				62
27	Hubli-Dharwad	18 (1800)	8	0					120

WEST BENGAL										
28	Kolkata	44 (4400)	29	14	30	18	11	X	1160	
29	Howrah	16 (1600)	5	2	20	4	1	X	200	
30	Asansol	12 (1200)	3	3	35	2	1	X	120	
ASSAM										
31	Guwahati	10 (1000)	10	5	12	7	3	X	300	
JHARKHAND										
32	Ranchi	11 (1100)	11	4	20	11	X	X	88	
33	Dhanbad	12 (1200)	1	0		1	X	X	30	
34	Jamshedpur	13 (1300)	11	1	20	11	X	X	200	
35	Deogarh	2 (200)	1	0		1	X	X	25	
36	Chaibasa	5 (500)	9	0		9	X	X	200	
37	Hazaribag	1 (100)	Proposal had been submitted for new shelters under the NULM scheme for all these four cities							
38	Dumka	1 (100)								
39	Bokaro	6 (100)								
40	Dultangunj	1 (100)								
ANDHRA PRADESH										
41	Hyderabad	68 (6800)	12	12	200	8	4	X	400	
42	Visakhapatnam	19 (1900)	2	2	135	1	1	X	125	
43	Vijayawada	15 (1500)	2	2	60	2	X	X	300	
44	Guntur	6 (600)	1	1	30	1	X	X	50	
ODISHA										
45	Bhubaneswar	8 (800)	4	No other data available						160
46	Cuttack	6 (600)	6							96
47	Berhampur	3 (300)	1							40
48	Sambalpur	2 (200)	1							40
49	Puri	2 (200)	3							120
DELHI										
50	Delhi	110 (11000)	82	82	75	78	4	X	5500 (Delhi has another 100 temporary shelters)	
GUJARAT										

51	Ahmedabad	56 (5600)	45	45	No other data available			1960	
52	Vadodara	14 (1400)	5	5				295	
53	Surat	28 (2800)	28	28				1021	
54	Rajkot	9 (900)	8	8				259	
55	Bhavnagar	2 (200)	5	5				200	
RAJASTHAN									
56	Bikaner	6 (600)	5	2		5	X	X	180
57	Jaipur	30 (3000)	17	17		17	X	X	600
58	Barmer	2 (200)	2	0		2	X	X	60
59	Udaipur	4 (400)	3	2		3	X	X	100
60	Sri Ganga Nagar	22 (2200)	2	2		2	X	X	60
61	Jodhpur	10 (1000)	3	3		3	X	X	200
62	Kota	10 (1000)	9	1		9	X	X	360
63	Hanumangarh	1 (100)	4	4		4	X	X	120
64	Bagaru	1 (100)	1	1		1	X	X	30
65	Kekadi	1 (100)	1	1		1	X	X	30
66	Ajmer	5 (500)	2	1		2	X	X	25
67	Sarwar	1 (100)	1	1		It has one room that men and women share			40
68	Alwar	3 (300)	3	3		There are 2 for men and 1 for both men and women			140
69	Pushkar	1 (100)	1	1		It has two rooms being shared by men, women, boys and girls			30
TAMIL NADU									
70	Chennai	65 (6500)	28	28	1068+112 families	8 residential schools for children, 1 for the elderly, 4 family shelters, 7 shelters for men, 3 mixed shelters, 2 shelters for mentally challenged, 4 women shelters, and 3 for women and children			1410
71	Madurai	12 (1200)	1	1	Nearly 845 homeless enumerated under the Tamil Nadu Urban Livelihoods Mission (TNULM). 5 shelters proposed under the same. Need to expedite the process. Average occupancy in the shelter is 50-60. The current shelter is for the elderly				

72	Coimbatore	15 (1500)	1	<p>These media reports will explain the situation of shelters</p> <p>http://m.timesofindia.com/city/coimbatore/2-more-mentally-ill-persons-found-locked-up-in-shelter/articleshow/39201260.cms</p> <p>http://m.timesofindia.com/city/coimbatore/Only-1-home-for-mentally-ill-in-Coimbatore-corporations-centre-unused/articleshow/39137031.cms</p> <p>Average occupancy is 40</p>					
73	Salem	8 (800)	1						
74	Tiruchirapalli	9 (900)	1						
75	Tiruppur	6 (600)	1						1
76	Tirunelveli	5 (500)	1	<p>Current details not available. However, the shelters in Tirunelveli and Tiruchirapalli were not found to be habitable during the visit in November, 2013</p>					
77	Erode	2 (200)	1						
78	Vellore	2 (200)	1						
79	Thoothukudi	3 (300)	1						
80	Udhagamandalam (hill area)	1 (100)	1						
81	Kodaikanal (hill area)	1 (100)	1						

Tamil Nadu has an additional two cities of Dindugal and Thanjavur. The night shelter in Dindugal was found locked with no residents during the last week of May, 2014

MAHARASTHRA

82	Greater Mumbai		7						
83	Mira-Bhayander		2						75
84	Thane		6 (4 temporary, 2 under construction)						432
85	Kalyan-Dombivali		1						100
86	Navi Mumbai		1 (temporary)						50
87	Bhiwandi		1						19
88	Kolhapur		1						30
89	Nagpur		1						40
90	Pimpri-Chinchwad		1						24

91	Nanded		1						80
92	Aurangabad		9 (8 temporary, 1 permanent)						605
93	Solapur		2						40
94	Amravati		1						17

Source for the Maharashtra data above is the report on joint inspection of shelters conducted in the state about 2 years ago by the office of Maharashtra State Advisor to SC Commissioners along with government officers

MADHYA PRADESH

95	Bhopal	18 (1800)	4	4	40	4	X	X	No data available regarding the capacities of these shelters in Madhya Pradesh
96	Indore	19 (1900)	5	5	35	5	X	X	
97	Jabalpur	10 (1000)	4	4	40	4	X	X	
98	Gwalior	10 (1000)	2	2	45	2	X	X	
99	Ujjain	5 (500)	1	1	35	1	X	X	
100	Khandwa	2 (200)	0	0		0	X	X	
101	Burhanpur	2 (200)	1	1	20	1	X	X	
102	Ratlam	2 (200)	1	1	25	1	X	X	
103	Dewas	1 (100)	1	1	25	1	X	X	
104	Sagar	2 (200)	1	1	30	1	X	X	
105	Katni	1 (100)	2	2	20	2	X	X	
106	Rewa	1 (100)	1	1	25	1	X	X	
107	Singrauli	2 (200)	1	1	30	1	X	X	
108	Satna	2 (200)	1	1	25	1	X	X	
109	Morena	2 (200)	1	1	35	1	X	X	
110	Bhind	2 (200)	1	1	20	1	X	X	
111	Shivpuri	2 (200)	2	2	35	2	X	X	
112	Guna	1 (100)	2	2	25	2	X	X	
113	Vidisha	1 (100)	1	1	40	1	X	X	
114	Mandsore	1 (100)	1	1	40	1	X	X	
115	Nimach	1 (100)	0	0		0	X	X	
116	Damoh	1 (100)	1	1	15	1	X	X	
117	Chattarpur	1 (100)	0	0		0	X	X	
118	Chindwara	1 (100)	0	0		0	X	X	

CHHATTISGARH									
119	Raipur		7						
120	Durg		2						
121	Bhilai		6						
122	Rajnandgaon		1						
123	Dhamtari		1						
124	Jagdapur		1						
125	Ambikapur		1						
126	Korba		3						
127	Chirmiri		1						
128	Raigarh		1						
129	Bilaspur		2						

UTTAR PRADESH

The state of Uttar Pradesh had made some progress in terms of starting to build infrastructure in all cities as per the norms laid down by the Supreme Court but the numbers of homeless shelters in the state are still below the norm and the capacity of shelters very limited. As a result, thousands of homeless sleep out in open without communitarian shelter facilities in the cities of UP. The current capacities of shelters are far less than the need. Furthermore, there are no shelters specifically designated for women, and where women share the same facilities as men, the capacities of such facilities as well as the quality are far below the prescribed standards. There are as yet no shelters to cater to homeless families or shelters designated to meet the needs of very vulnerable sections of the populace such as the mentally ill, the disabled and the aged.

In addition, location of the shelters (in many places) is unsuitable for homeless persons. As a result, many shelters are found with very low or negligible occupancy. The location of the shelters does not seem to have taken into account, the needs of the homeless. In many cases (such as Lucknow, Aligarh, Varanasi, Moradabad and Agra), the government has turned old infrastructure/unused buildings into shelters or has extended their premises/built another floor without bothering to find out whether or not it would be accessible for the homeless population. In Varanasi, for instance, existing community centres have been converted into shelters for the homeless without necessary follow-ups to ensure accessibility. This creates problems as many of these residential areas are locked at night, leading to hostility towards the homeless from the side of residents. There have been shelters built in nearby villages (areas recently included in city limits) where there is no homeless population and at other places completely inaccessible to the homeless – such as in pump-stations (Lucknow) or in Town hall area (Varanasi) where the gates are kept locked for security reasons. There is a shelter built in a grave-yard where corpses are burnt (Kanpur) and it is impossible for homeless persons to live there. In many cities (like Lucknow, Agra, Moradabad and Aligarh), the government has built two shelters next to each other claiming them to be separate units or has built four units in the same building without keeping in

view, the needs of the homeless and appropriateness of the location. In Aligarh, four units were created in the same building and these are called four separate shelters.

Infrastructure and maintenance are other areas of concern though the situation varies on these fronts from city to city. In violation of the guidelines on capacity, in the cities of Uttar Pradesh, there are shelters with capacities of just 10 to 20 or even as low as 5 as in cases of Gorakhpur, Varanasi, Agra, Meerat and Aligarh. In fact, most of the cities have two to four shelters with such low capacities. Relatively speaking, Lucknow and Kanpur have better structures, with big halls. However, even in Kanpur, with an exception of three shelters, others have very low capacity and are located at distances from areas of concentration of the homeless and city-makers. Toilet and kitchen facilities and spaces are matters of concern too. Though toilets are built in new structures and *Sulabh* toilets are used in some others, there are still a few shelters where these facilities are not available. For instance, in Allahabad (which has shown better progress in terms of location of shelters), toilets were found locked at night. In one of the shelters in Lucknow, it was found that the homeless people were locked in the room in the night and doors were opened only in the morning.

Very few shelters have kitchen facility and if at all present, the size is small or is in the form of a make-shift structure. Cooking facilities thus are virtually non-existent.

Beddings and mattresses are not available in most of the shelters for most people. The government has provided a fixed number of beddings in all shelters irrespective of the capacity of shelters. In none of the cities is the full set of beddings available. In some places, only carpets are available and in some others, nothing!



A shelter in Lucknow, Uttar Pradesh locked from inside; June, 2014

Lockers are not provided in all shelters across the state either.

There is not a single shelter built for children or the disabled. In fact, none of the shelters have ramp for the disabled or facilities for women and children. In fact, when enquired, officials pointed out to the smaller room (upon second thought) saying this could be used by women. There is no separate toilet facility for women (except for one shelter in Allahabad). Homeless women live in all cities and in cities like Varanasi or Kanpur, women constitute large numbers within the homeless population.

Except Kanpur, the occupancy in the permanent shelters in almost all cities is low with huge numbers of homeless sleeping outside. While many shelters are located in areas with unsuitable living and working conditions, and with meagre facilities, no publicity or communication drives have been undertaken to announce the opening of shelters. Kanpur was the only city where shelters were crowded with homeless people. In Allahabad and Lucknow, shelters near the homeless population (which are

popularized and where people are welcome) have good occupancy records. The occupancy, it must be noted, is directly linked to location of the shelter, ease of access for people (where gates are not locked), and publicity through announcements and also the experiences of the homeless.

BIHAR

Not a single homeless shelter in Bihar is in accordance with the directions of the Supreme Court or the NULM guidelines for the *National Scheme of Shelter for Urban Homeless*. All the shelters in Bihar are night shelters (*Rain Baseras*), with none of them being a permanent 24x7 shelter. The government also acknowledges this fact but at the same time, over the last two years, there has been no sign of speeding-up of work on upgradation of old structures or construction of new shelters, as well as in making these centres, in spirit, homeless people's shelters. In Bihar, all shelters put together have a total occupancy potential of 1200 persons only which is way below the need.

Average occupancy is 10 persons per shelter while capacity of each shelter is between 20-30 persons. The occupancy is low on account of woeful conditions of the shelters, conditions of sanitation around these shelters, and general state of facilities and amenities these shelters offer, as well as due to non-publicity about the shelters. Advertisements had once been given in local newspapers which most of the homeless cannot read. Hoardings and other visuals are not displayed at railway-stations, bus-stands etc. For example, permanent shelters in Patna are on footpaths. In general, permanent shelters' structures are very old with plasters peeling off, floors and roofs broken, and electricity connections non-existent or non-functional. Most of the temporary shelters are housed in community halls. Shelters in community halls have facilities like toilets and washrooms. 10% of the shelters have toilets in their compound while other shelters are linked with the pay-and-use toilets of *Sulabh Sauchalaya*. 20% of the shelters have hand-pump or tap water source for drinking water while in the rest of the shelters, homeless people use water from nearby municipality tap as and when these supplies are available. All shelters lack kitchen facilities. The homeless take food at *dhabas*, for which they pay from their scanty earnings. It is to be noted that except for young able-bodied workers, the daily earnings of homeless persons – especially of the aged – are uncertain and extremely meagre, and it is, hence, difficult for them to afford full meals. All shelters except Danapur temporary shelter (which has only 2 beds) have *dhurries* spread on straws. There is no separate locker nor bank account/saving facilities. First-aid kits, and linkages with medical and health facilities etc. are absent in all shelters. In most of the shelters, persons living there fix wires with the nearby electric poles for electricity in order to get even a light bulb operational.

KARNATAKA

While there had been progress in development of shelters in the year 2011-12, the programme of shelters for urban homeless has largely remained on a stand-still over 2013-14. Karnataka shares with other states, the usual deficits in the shelter programme – limited numbers, capacity, quality, amenities and services, unsuitable locations, and lack of specific facilities for women, families and other especially vulnerable groups.

In Karnataka, Urban Local Bodies (ULBs) are responsible for shelters in every district. Apart from Bangalore, all ULBs of the districts are under the Directorate of Municipal Administration (DMA). Bangalore, Bellary, Belgaum, Davangere, Gulbarga, Mangalore, Mysore and Hubli-Dharward are the only cities that have shelters. Women shelters exist in the same building but on different floors/separate rooms. In general, the maintenance of shelters is not up to the basic standards of hygiene. A few shelters are distant for the homeless people to reach. Families don't like staying in shelters as they are congested and lack privacy. For example, recently, an attempt was made to accommodate the evicted slum-dwellers of Vinobha Nagar at a shelter next to their living space but they refused to stay there and preferred living in an open space. In a family shelter at Bangalore, 8 families have demarcated and put small huts in the available space. Non-willingness of the Corporation (ULB) to provide space for shelters is a major reason for the inadequate number of shelters even in essential homeless clusters (near market zones). In an interaction with a DMA official, this is what he quoted, "Many shelters that are already open are under-utilized. NGOs should not be only waiting for funds from government to provide services. They should go ahead with the shelter work and get the reimbursements later". He did accept that payments to NGOs are usually delayed by a few months but said, "There should be willingness and commitment from NGOs to execute their role despite this difficulty". The same official also informed that the plan for homeless shelters has been drafted under NULM in the state.



Visibility board still showing as 'NIGHT SHELTER'

Speaking of Bangalore, members of the Homeless Survey Team visited the homeless shelters in Bangalore between May 1 and May 21, 2014 to examine the status of shelters and the improvements further to the team's observations from and recommendations following the visits conducted in 2012. The major observations of the 2014 survey are listed below:

- **Failure to open mandated number of shelters:** Despite assurances from the BBMP and repeated representations by civil society organizations, the BBMP has failed to open the mandated number of shelters (97 shelters, going by the Supreme Court Orders of one shelter for every lakh of population).

In fact, the number of shelters has declined since 2012. In 2012, the number of shelters was 10 (with 4 more upcoming shelters). Currently, the number of shelters is 8. The following shelters have been shut down over the past year: Rajajinagar, Shivajinagar, Bapujinagar, Uttarahalli, Azad Nagar and Yehlanka. It is shocking that the BBMP instead of opening new shelters is shutting down shelters, especially in areas with high concentrations of homeless people like Shivajinagar which has hundreds of homeless people.

- **Budgetary allocation unspent:** The team found that despite budgetary allocations for shelters, a large portion of the budget remains unspent.
- **Shelter staff unpaid for months:** Most of the NGOs running the shelters have not received funds for several months as a consequence of which staff have remained unpaid and some of the shelters have been shut down.

- **Basic facilities lacking:** There also does not seem to be any improvement in the condition of shelters with most shelters not adhering to Supreme Court norms and lacking basic amenities such as mattresses, water facilities and lockers.
- **Lack of shelters for women:** Currently, there is only one shelter that allows women in, despite the fact that women are more vulnerable to harassment on the streets.

Following are the main recommendations that have been submitted by the survey team:

- **Immediate release of funds:** The BBMP should immediately release funds for the running of shelters and clear the backlog. No portion of money allocated for homeless shelters must remain unspent.
- **Opening new shelters:** Some civil society organizations have already identified homeless pockets and several BBMP buildings where homeless shelters can be opened. These buildings should be converted to homeless shelters immediately, while more government buildings should be identified in homeless pockets to be converted into shelters.
- **Expansion of capacity of shelters:** Many existing shelters do not have the capacity to accommodate everyone who comes in. Hence, shelters must either be expanded or another shelter be built in the area.
- **Provision of adequate facilities:** Immediate steps must be taken to provide adequate facilities in the existing shelters according to Supreme Court norms. There must also be linkages to public welfare schemes such as provision of BPL cards, linkages to *anganwadis* and PHCs.
- **Shelters for special categories:** Separate shelters (or separate space within shelters) for women, trans-genders, old people, sick, the disabled and children must be provided immediately.
- **Management of shelters should be by Urban Local Bodies:** Based on the visits, the team found that outsourcing the running of shelters to NGOs is not a viable model as it leads to lack of accountability. The responsibility of managing shelters must be taken up by the ULBs to ensure greater accountability, transparency and control. Also, monthly audits need to be done to check the status of shelters.
- **From shelters to home:** The Karnataka State Policy states that the goal is for the government to help transition 'from a shelter to a home'. However, there seems to be no attempt on the part of BBMP to provide the residents of homeless shelters homes, and the residents at most

shelters have been staying for months or years on end. The government should facilitate the process of providing housing under JNNURM for the residents at the shelter.

WEST BENGAL

In West Bengal, the state needs to build 102 shelters in 9 cities. However, as per our field-report, currently, there are 37 shelters for homeless persons across the state. The report of the field visit to the shelters of Kolkata and Howrah illustrates the issues involved.

Maya Foundation: The shelter is not operational. It was under lock-and-key.

Since the supervisor was not present during the time of the visit, the secretary was unable to provide any information but of the fact that no grant has been received from the government since inception. Hence, they have been unable to provide blankets during the winter months.

Pub Paschim 27 State Bank Park, Kolkata 63: This shelter has been operational since April 24, 2012. It has the capacity to house a maximum of 40 men. The shelter has an average occupancy of 25-30 per day. It has residents between the age of 18 and 55. This shelter is of a temporary nature. It has two bathrooms and two toilets. The shelter has 16 lights and 7 fans, and provides a TV for the recreation of residents. The residents are referred to the Vidyasagar Hospital in times of medical assistance needed. This shelter is accessed mostly by construction-workers and rickshaw-pullers. It is not located in a high concentration area of the homeless population. The nearest concentrations of homeless are at Majerhat Station and 3A Bus Terminus. The shelter neither provides filtered drinking water nor does it have cooking facilities. Wider awareness campaign needs to be undertaken.

Pub-Paschim 103/E/1 Jaigir Ghat Road, Kolkata125: This shelter has been operational since March 31, 2012. It can accommodate a maximum of 40 men and is of a temporary nature. It has an average occupancy of 25-30 men between the age-group of 20-55 years. The shelter has 3 bathrooms and 2 toilets. It also has a TV for recreational purposes. It is mostly used by the rickshaw-pullers, masons and some people who come for treatment at the Thakurpukur Hospital. This shelter too is not located in an area of high concentration of the homeless.

Lamp Shelter: This shelter has been operational since March, 2011 and is of a temporary nature. It has a capacity of 40 men, witnessing an average occupancy of 22 men between the age-group of 22-55 years. The shelter is mostly accessed by construction-workers, rickshaw-pullers and van-pullers. It also has a deep tube-well to meet the drinking water needs. The shelter has a bathroom and four toilets. The residents are housed in 3 rooms equipped with fans and lights. The shelter also has a TV for the recreation of residents.



A closed shelter – Maya Foundation; August. 2014

Shelter for Urban Homeless Beliaghata: This shelter has been operational since May 7, 2012. It has a total capacity of 240 residents – it can accommodate 80 women, 120 men and 40 children. Every room has a drinking water connection. It has 14 toilets and bathrooms. The shelter refers its residents to the RG Kar Hospital for any medical assistance needed. They also arrange for health camps for regular check-ups. The shelter has provisions for indoor games, newspapers and TVs for the recreation of residents. It also has a post-box facility. Relatively speaking, this shelter comes closest to the established norms. However, given that its existence has not been publicized, the occupancy remains low. On an average, 48 men, 30 women and 8 children use the facility.

Ishwar Sankalpa: This is a specialized shelter for mentally challenged women with a capacity of 40. It provides food which is sponsored by the OAK Foundation. The shelter witnesses an average occupancy of 38-40 residents between the age of 17 and 65. It has two toilets and two bathrooms. The shelter has a 24-hour doctor facility. The residents are referred to the urban health centres. The shelter also has TV and newspaper provisions, and holds vocational trainings and music therapy for its residents. The nearest concentration of homeless is at Rashbehari, Gopalnagar, Mominpur and Hazra. 35 of its residents have applied for the *Aadhaar* card.

Night Shelter Galiff Street: This shelter has been running since January 23, 2012. It has a maximum capacity of 40. The shelter has four toilets and bathrooms in total. It has 25 lights and 11 fans. It also has a TV and regular newspaper services for its residents. The residents are between the age of 12 and 80 years. It is located in an area of concentration of homeless persons but then has a limited capacity.

Amader Bari: This shelter has a capacity of 40 residents and is meant only for children and women. The residents are between the age of 8 and 50 years. Food is available only for children. There are four toilets. The residents are referred to the sick bay run by CINI Asha for any medical assistance required. The shelter has a TV and board games for its occupants.

Vivekananda Welfare Development Society: It is not a 24-hour shelter but is only operational at night. Moreover, there seems to be a lack of awareness of its existence among the homeless in the nearby areas. No staff was available for information during the visit.

Bengal Service Society: The shelter was not found at the mentioned address.

Garden Reach Bangla Bosti Academy: This shelter has a capacity of 40 men. It sees a regular footfall of 32 men. Most of the men are from rural West Bengal, Bihar and Jharkhand. They are mostly engaged in the unorganized sector as hand and rickshaw-pullers, masons, tailors and construction workers. The shelter has no provisions for food but provides drinking water and toilet facilities.

Mitali Mahila Samity, Banshroni B28 Northern Park: This shelter is for women and sees an average occupancy of around 28 residents. It has a maximum capacity of 35 with three rooms (two floors). The shelter has two functional toilets. The residents are referred to the Bangur Hospital for health check-ups. It has a television for the recreation of residents. According to the person in-charge, water supply is a problem. The flow of water to the shelter is inadequate. They require a large ferule or a tube-well to draw water. Most women staying at this shelter are domestic workers and helpers. They leave

around ten in the morning and get back around ten at night. The average age of residents here is between 18 and 22 years. Their security is an issue which needs attention. In addition, the shelter lacks the specific facilities needed for women shelters (for example, child care facilities).

West Bengal Council for Child Welfare: This shelter is supposed to primarily house a total of 60 adult specially-abled men but it houses around 45 people on an average. Most of these men are from Jharkhand, Bihar and Odisha. They are employed as hand rickshaw-pullers, taxi-drivers, masons etc. The shelter has no provisions for food but does provide drinking water and toilet facilities.

ASSAM

In the whole state of Assam, only the city of Guwahati has provisions of permanent shelter for urban homeless people. The total number of shelters is 10 and out of those, only 5 are functional. Overall capacity of shelters is way below the need. All the shelters have electricity, running and drinking water facilities, toilets, bathrooms, television and some playing materials. Beds and mattresses are there but in two shelters, the number is insufficient. There is not a single shelter for the vulnerable groups and also, no new initiative for any new construction under NULM as yet. Officials, however, informed that a proposal will be developed in this financial year and trainings organized.



Shelter for Girl Children



One shelter for girl children is in the list of urban homeless shelters.

It is not clear whether this particular shelter is under any scheme of Social Welfare Department or for the homeless girl children.

JHARKHAND

While the state of Jharkhand saw initial progress following the Supreme Court's directives and buildings were constructed in 2012-13, progress has remained static over the last year. The state government is now making a fresh proposal for resources under the national scheme, and designs are being solicited from firms. The Ranchi field-visit report of April, 2014 of the team consisting of National Advisor and the local organization, Ekjut illustrates the conditions of shelters in Ranchi.

The population of Ranchi Municipal Corporation (RMC) as per Census of India 2011 is 10,56,724. Following Supreme Court's directives, the RMC has constructed 11 shelter homes in Ranchi city. Electricity, water (deep boring), lavatories/washrooms and beds with bed-rolls have been provided as well. They are, however, lying vacant or have very little occupancy. This is because they have been constructed in areas where there is no homeless population or where it is difficult for the homeless population to access the facility. Furthermore, the capacity of shelters is far below what is required.

Shelter Home near Karbala Chowk: The shelter home near Karbala Chowk is located next to a public toilet managed by *Sulabh International*. It is a permanent one with concrete structure. It is built on a *kaccha* ground. There is no information displayed in the area about the shelter home with no direction or sign-board provided whatsoever in the area to inform people about the facility. The information about the facility is mentioned just on the wall of the shelter home itself.

[ain Basera' sign-board at a Ranchi shelter; April, 2014](#)

The shelter has 3 rooms with 8 beds. Bed-rolls with blankets and mosquito nets have also been provided. There is one lavatory inside the shelter home. Drinking water is available at *Sulabh International* situated next to the shelter. Electricity facility has also been provided but there is no fan making it difficult for people to avail the facility in summers.

Karbala Chowk is one of the shelter homes which are being used by the homeless population in Ranchi. At the time of the visit, 8-10 people were found in the shelter who were beggars from Bengal and Bihar. All the users were men and there is no separate room or shelter for women or children. It was gathered during the discussion with people in the shelter that there are many homeless women who stay at the railway station because there is no separate shelter home for them in the city. Users are paying Rs. 10 per night to avail the facility. The attendant mentioned that the money is being charged for maintenance and cleaning purposes. The shelter, however, was dirty, and needed proper cleaning of rooms and toilet. There is no drinking water facility in the shelter home except the one provided at *Sulabh International*. During interaction with the people at the shelter, it was found that there are safety and security issues in the shelter home. There were incidents of theft and looting due to which the shelter remains locked in the daytime and nobody except the regular user is allowed to enter at night. The capacity of the shelter home is, however, of not more than 20-30 persons.

Shelter Home at RIIMS Location: Shelter home at RIIMS is located next to *Sulabh International* in the premises of RIIMS. This one too has no display or sign-board to provide information about shelter home to the people. The information about the shelter has not been well-advertised in RIIMS campus and hence, it remains inaccessible to those who do not know about the facility available there for the homeless population. There are 9 beds with bed-rolls and mosquito nets. It was all dark when the team visited the shelter because there was no electricity. There was no fan or bulb either and people were using candles for lighting the place. Drinking and toilet facilities have been provided at *Sulabh International*. The place around shelter home was dirty and sewer-water discharged from *Sulabh International* gets logged just behind the wall of the shelter.

This shelter is being used by people who come for treatment at RIIMS. No homeless person was found in or around the shelter home. One lady was found sleeping at the shelter at the time of the visit. There is no specific facility for women though.

The shelter home is small in size and can accommodate a maximum of 25 persons at a time. Basic facilities like electricity and drinking water, washroom and kitchen facilities are totally absent. People who are staying there are paying Rs. 10-15 per day to avail the facilities. It needs to be maintained and cleaned properly.

Shelter Home at Karam Toli: The shelter home near Karam Toli is located next to the road. It is a permanent one with concrete structure. As compared to other shelters, this one is better-located and has good ventilation. Though the shelter is situated on the road-side, there is no sign-board or direction to it. The information about the shelter home and facilities has been displayed on the wall of the shelter home itself. The shelter has 5 rooms with a single lavatory built inside the shelter home. It lacks basic facilities such as electricity and drinking water. There were 4 wooden beds with bed-rolls and nets. This shelter is not being used by its intended beneficiaries. The attendant with his family is staying there for the last one and a half years. At times, students appearing for police recruitment exams (at a centre located nearby) use this facility.

Shelter Home at Seva Sadan: This shelter is located on the road-side opposite Seva Sadan Hospital. The hospital is the only landmark to locate the shelter home. No sign-board or direction has been provided for the people to use this facility. The shelter home has 5 rooms with 8 wooden beds and bed-rolls. There is electricity supply with bulbs but fans have not been provided. There is no drinking water facility either and there is only one toilet which has been constructed inside the shelter home. At the time of the visit, the shelter was locked from inside with the care-taker sleeping inside. This shelter home too is not being used by the homeless people. There was one family, a son and his mother who were staying just outside, in front of the shelter home (for the last one year). They were rag-pickers and were not allowed to live inside the shelter home with their belongings.

Observations and Suggestions:

The shelter homes should be functional 24x7. However, in Jharkhand, all shelter homes are called “*Rain Baseras*” which essentially means ‘Night Shelter’. In fact, the RMC has written the word “*Rain Basera*” on the walls and entrances of all shelters. This, in effect, sends out an impression among the homeless persons as well as those managing the facility that shelter homes are a place only for night-stays. For instance, the attendant at Karbala Chowk shelter home shared that he locks up the shelter during the day whereas as per the norm, the shelter homes should be functional 24x7. The RMC should replace the word “*Rain Basera*” with an appropriate term.

The agency managing the shelter homes itself lacks the required understanding of how shelters homes are to be run, and why they are run. It would be better to train and sensitize facility-management agencies.

Even if all the supply-side requirements are put in place, it would only constitute half the effort. The real challenge in the rehabilitation of homeless persons into government shelters lies in winning the faith and confidence of the homeless population. From the visit, it did not appear that the municipal corporation had put in enough efforts to connect with the homeless community or to mobilize them through outreach activities.

A survey or mapping exercise to identify the homeless populations, its sub-groups and corresponding needs should be undertaken. This would serve as guidance for the location of shelters. The Census of India definition particularly mentions railway-stations and bus-stands as sites of homeless congregations. Many homeless persons live and earn their livelihood around these places. Ranchi has 4 railway-stations with visible homeless populations living in and around the stations but it does not have any shelter home close to the railway stations.

Shelter homes have been developed and are being managed as stand-alone facilities. They do not have any linkages with health centres, government schools, public meal programme, mental health counselling or complimentary social welfare programme of the government or the civil society organizations. To attract the homeless population to government shelters, and to develop it as an institution for transition to improved conditions of livelihood, the facilities should be linked with complimentary programmes.

Although the state and local authorities have been directed by the Supreme Court to provide and ensure basic facilities in the shelter homes, none of the four shelters visited in Ranchi were properly equipped with the facilities of drinking water, toilet and electricity. Not a single shelter home has fans for summers.

There are no shelter homes for women, children and persons with disability.

Lack of awareness about the shelter homes is also a problem of great concern. People are not well-informed about the shelter homes and the facilities provided therein.

The shelter home facility is free of cost but in some cases like Karbala Chowk shelter home, people are paying to avail the facilities. They have, therefore, also not been utilized by the homeless persons.

The shelter homes are small in size and cannot accommodate more than 25-30 people. Moreover, they do not even have proper ventilation.

Registers, accounts and other details were not properly maintained in any of the shelter homes visited.

ANDHRA PRADESH AND TELANGANA

In pursuance of the Supreme Court directives, Andhra Pradesh initiated a programme of shelters for homeless in 2010-11 itself. In Andhra Pradesh, the urban homeless shelter programme has been started in 4 cities namely Hyderabad, Visakhapatnam, Guntur and Vijayawada. Shelters have been initiated in these 4 cities. A total of 108 shelters are required in these cities with a capacity to house 10,800 residents. Presently, however, only 17 shelters are available with a capacity of 655 residents. The gaps between the demand and the existing services are huge.

Amenities and facilities at the existing shelters are also limited. A few shelters have beds, lockers, toilets, bathing spaces etc. while some do not. For instance, the shelter at Bheem Nagar in Visakhapatnam has beds and lockers but no space for kitchen. The shelter at TSR complex does not have beds and residents have to sleep on the floor. Though it has a kitchen space but the residents are not allowed to cook there as an organization is providing food to the residents. The Vijayawada shelters (2 in number) have big halls and the two shelters taken together can accommodate 300 residents. But the Municipal

Corporation is charging Rs. 2 per day from each resident. They have locker facilities but no beds. Guntur has one shelter but both in Vijaywada and Guntur, there is no facility for cooking. This affects their functioning and therefore, the standardization of amenities and facilities is urgently needed. Similarly, in Hyderabad, the shelters are open without proper services. Some shelters have bathrooms without toilets. Some others do not have bathrooms at all. No locker facility exists in any of the shelters. Some shelters have provision for food and some do not. Beds are also insufficient in number. For instance, the shelter at Tappachaputra is without any bathroom. It has a capacity of 60 residents but beds are available only for 44 of them. The shelter at Yousufguda has bathrooms and toilets without running water. Furthermore, it does not even have drinking water facility. This shelter's capacity is of 20 residents but the average number of daily residents is about 35. It has only 12 beds. Even the space there is insufficient.

Apart from Hyderabad, there is no shelter for homeless in the state of Telangana.

ODISHA

15 shelters are under construction/have been constructed in 5 cities of Odisha. All shelters are for men. There is none for women, for persons with disability, for families or for the mentally challenged. As was reported in the earlier national report/reports to the Supreme Court, shelters in Bhubaneswar are at locations unsuitable for homeless persons.

State government has sanctioned nearly Rs. 2.5 crores for the shelter buildings. Housing and Urban Development Department with the help of Housing and Urban Development Corporation Limited (HUDCO) and local corporations/municipalities has taken the responsibility to build those structures.

GUJARAT

The numbers of shelters do not meet the NULM guidelines in big cities having population of more than half a million because the capacities of shelters in all the cities are only 50% of the required capacity. Hence, double the numbers of shelters/capacities are required in these cities to meet the needs of the homeless population. The provisional urban population figures of Census of India 2011 show that there is a need of 143 shelters in urban centres having population above 5 lacs. There are more than 22 cities with populations ranging from 1 lac to 5 lacs in the state in which it is recommended that at least two shelters be constructed in each city, since each of these centres has a large population of wage-workers and migrant labour population. 41 of the 45 shelters in Ahmedabad have been constructed under flyovers, having separate halls for men and women, while 3 shelters have been constructed on plots owned by the government (*Ahmedabad Naroda Shelter on plot, Ahmedabad Shelters under Jamalpur flyover*). The infrastructure of shelters in Ahmedabad and Bhavnagar cities were found to be of good quality. In Vadodara and Rajkot, existing community centres under Urban Housing Department have been renovated currently for use as shelters. These shelters require construction of additional toilets which are separate for men and women. The shelters in Surat are put up in haste over existing infrastructure of pay-and-use toilets. They do not offer adequate protection either. Moreover, they are located on the first floor, thereby making it inaccessible for people with disabilities and for older persons. New government plots and unused government buildings require to be identified in the locations where there are concentrations of homeless.

The corporations reportedly did not have the capacity for operating the shelters. In most cities, the corporations are handing over the shelters to private agencies/NGOs for the management of shelters by inviting expressions of interest through newspapers. Conditionalities for use, attitude of the care-takers and the corporation itself may create barriers in the outreach to the homeless population. In Bhavnagar, Surat and Rajkot, the requirement of IDs was mandatory in several operational centres, which are difficult for the homeless to produce. Dealing with addicts, mentally ill, infirm as well as dealing with group dynamics in a closed space such as a shelter requires special training, skills and empathy of the service-providers. The shelters cannot simply be run as public-private partnerships, without the explicit agreement on the purpose of why such shelters are being run, as being the basis of the MoUs.

All the existing shelters have bought consumables for equipping the shelters. However, full set of amenities are not available. For low-cost maintenance, for instance, Rajkot in addition has created raised platforms to be used as beds in each of the shelters. Potable drinking water is available in all the shelters and minimal first-aid kits are available too. Ahmedabad Municipal Corporation has planned to send its mobile health services to the shelters to provide health services to the homeless.

A field-report from last year on the situation of *rain baseras* in the cities of Ahmedabad and Surat throws up a rather disappointing picture. There is a striking mismatch between the concept of night shelters and the ground reality. The night shelters are meant for the individual homeless. However, most of the homeless on the street-sides of Gujarat are families. The current concept just doesn't cover this category of homeless.

From among the 24 night shelters visited by the aforementioned team in the city of Surat, 21 were found shut. To make things worse, anti-social elements seem to be a cause of huge menace in Surat. In the night shelters visited in Ahmedabad, the situation was no better. Basic services as water and electricity were largely missing from the shelters. In addition, in one of the *rain baseras*, women labourers living on footpath were not even allowed inside the shelter. In another, the shelter manager was found living with his family in the shelter.

RAJASTHAN

Rajasthan has 184 municipal areas where a total of 180 permanent shelters are available for urban homeless people. There is no shelter for the vulnerable groups of homeless people in the whole state. Services like drinking water, electricity and beddings are available in all shelters. A recent survey in six cities of the state namely Jaipur, Jodhpur, Udaipur, Ajmer, Kota and Bikaner reveals the following:

Average occupancy in shelters in Jaipur was 25 and one of the shelters in Jaipur does not have any toilet facility. In Jodhpur, none of the three shelters have any bathrooms or toilets. However, the average number of residents is 30 in each shelter. All shelters in these six cities have medical facilities like first-aid boxes and a tie-up with the nearest government medical centre. Except Jaipur, shelters in all other five cities have kitchen facilities. There is an initiative by the government to build new shelters under NULM. A letter has been written (dated 14th July 2014) to different local self-government bodies seeking DPR at the earliest for 100 shelters to be built in 2014-15 at an estimated cost of Rs. 30 crores at the rate of Rs. 30 lacs per shelter. The letter also instructs to

provide land at suitable location which bears clear undisputed title. Along with the letter, a set of the guidelines has also been enclosed. The letter states that the government has proposed to build 100 permanent shelters in the first phase covering 40 cities during 2014-15 as per the guidelines of the NULM. It is a good initiative but a point that the government must take note of is the subject line of the letter which carries the term – ‘rain basera’. We all must clearly accept that the shelters are to be for 24 hours X 365 days.

Details of Shelters Proposed for the First Phase – 2014-15			
S. No.	Name of District	Name of Municipal Body	No. of Shelters to be Built
1	Ajmer	Ajmer	3
2	Ajmer	Kishangarh	2
3	Ajmer	Beauwar	2
4	Alwar	Alwar	2
5	Alwar	Bhiwadi	2
6	Barmer	Barmer	2
7	Bikaner	Bikaner	3
8	Baran	Baran	2
9	Banswara	Banswara	2
10	Bhilwara	Bhilwara	2
11	Bharatpur	Bharatpur	2
12	Bundi	Bundi	2
13	Chittaurgarh	Chittaurgarh	2
14	Dausa	Dausa	2
15	Dungarpur	Dungarpur	2
16	Churu	Churu	2
17	Churu	Sujangarh	2
18	Dholpur	Dholpur	2
19	Shriganganagar	Shriganganagar	2
20	Hanumangarh	Hanumangarh	2
21	Jaisalmer	Jaisalmer	2
22	Jalore	Jalore	2
23	Jaipur	Jaipur	15
24	Jhalawar	Jhalawar	2

25	Jhunjhunu	Jhunjhunu	2
26	Jodhpur	Jodhpur	5
27	Kota	Kota	4
28	Nagar	Nagar	2
29	Nagar	Makrana	2
30	Pali	Pali	2
31	Pratapgarh	Pratapgarh	2
32	Rajsamand	Rajsamand	2
33	Sawai Madhopur	Sawai Madhopur	2
34	Sawai Madhopur	Gangapur city	2
35	Sikar	Sikar	2
36	Karauli	Karauli	2
37	Karauli	Hindaun city	1
38	Sirohi	Sirohi	2
39	Tonk	Tonk	2
40	Udaipur	Udaipur	3

Road Map for Homeless:

Formulation of policy for homeless: The government of Rajasthan should formulate a policy for homeless people that should include, inter alia, definition and determinants of homeless; protocol for identification, transitory residence and

final permanent homes; and appropriate legal framework for prevention and rehabilitation to ensure dignified life to each citizen. And shelters should be part of the overall policy on homelessness. The policy should include the types of shelters like general, shelters for families, for women and children; and a detailed action plan with definite steps and responsibilities. It should include both urban and rural areas.

In order for the policy to be effective, a survey and mapping of the homeless in the state should be planned. The state government should prepare this policy and also put it up on the website to seek suggestions from public.

Creation of adequate capacity as per Supreme Court guidelines: The state of Rajasthan has completely failed in creating adequate capacity for homeless. The permanent shelter capacity of the six big cities of Rajasthan, for instance, is just about one-third including that of temporary shelters as compared to the Supreme Court order. Also, there are no special shelters for families, only women shelters and so on. That should also be planned after rapid mapping in the big cities at least.

The compliance reporting must be on the basis of the capacity and not just the number of shelters. The new shelters also must be located appropriately based on mapping of the homeless.

Refurbishing the existing shelters on the basis of guidelines/manual: The scheme guidelines and manual have now minimum standards for each shelter in terms of area, facilities etc. For instance, all shelters should have separate toilets for men and women. Each shelter should have equipped kitchen. The minimum area should be 50 square feet per person. There should also be a provision for safekeeping of belongings and so on.

The existing permanent shelters would need to be upgraded to ensure the minimum standards set in the guidelines. For this, a survey is immediately required of the existing shelters to locate the gaps and based on that survey, a detailed plan should be made to refurbish all existing shelters. Moreover, inspections have shown that many of the existing shelters are not located as per the needs of the homeless. The survey should, therefore, also cover the question of location.

Putting in place effective management system for smooth functioning of shelters with quality services: Shelters currently seem to be managed in an ad-hoc manner. Services are inadequate and irregular, and the quality poor. Also, there is no uniformity of services across shelters. Now that the guidelines are available, a proper management system for each shelter must be put in place at the earliest. This should entail, inter alia, ensuring placement of trained care-takers, counselors, complaint-registering and grievance redressal mechanism.

Setting up an effective monitoring system: The system of joint monitoring needs to be institutionalized as well. The state government must be directed to frame *Rules and Regulations that have statutory force* for monitoring including mandatory social audits. This is very important for ensuring effective compliance of orders of the Hon'ble Supreme Court with regard to facilities and maintenance.

Access to social entitlements and services: Both the state as well as the central government have in place, several social benefit schemes and programmes such as subsidized ration through Public Distribution System, various types of pensions, health insurance, gas as fuel, supplementary nutrition and other health benefits through ICDS, education under RTE, bank account for financial inclusion and other cash benefits, legal aid facility and so on. However, all these schemes are based on residence and therefore, the homeless are denied of the same. Once the homeless are identified and enrolled at shelters, they too should be provided access to entitlements. The state government should prepare a protocol for this purpose at the earliest.

From shelter to housing: Shelter being the first step towards dignified life for a homeless person, the final destination plan is imperative. Based on the particular situation of a homeless, the destination should be ensured. For this, a profile for each of the homeless needs to be prepared. A proper format should be designed in consultation with experts and a protocol prepared for rehabilitation of each one. The following destinations should be planned at the minimum:

- Permanent homeless shelters with amenities and facilities as detailed in the manual
- Working women's and men's hostels at different locations
- Housing of construction workers at construction sites
- Earmarked adequate housing for service providers in townships

- Industrial workers' housing at industrial parks
- Special shelters for those who need long-term special care and protection such as the mentally challenged, infirm and the old
- Affordable rental and ownership housing

TAMIL NADU

In general, as in other states, the numbers and capacities of shelters are much less than what is needed, and the conditions of facilities and amenities also far less than required across the state.

However, in a progressive step, the state of Tamil Nadu has announced a programme and an exclusive budget (for constructing new shelters and upgrading the existing ones) for urban homeless under the Tamil Nadu Urban Livelihoods Mission (TNULM) in the Assembly last month. "A sum of Rs. 200 crore has been provided in the Budget Estimates 2014-2015 under TNULM. In the coming financial year, 62 shelters will be built for the homeless destitute persons in urban areas and 45 existing shelters will be upgraded through the TNULM" (for the entire state of Tamil Nadu). This is a positive development. Shelter advisory committees are also being planned in cities. For the city of Chennai, the Shelter Advisory Committee comprising officials as well as representatives from the civil society has been set up, and Standard Operating Procedures (SOPs) have been developed outlining the responsibilities of the department. The status of shelters in Chennai is detailed below as an illustration:

A preliminary rapid mapping process to identify the urban homeless was conducted so as to locate the areas of higher concentration of homeless persons. This process was facilitated by the civil society organizations along with the NGOs who are managing shelters. The rapid mapping is a prelude to aid the location of shelters as well as a detailed enumeration process. The rapid mapping process reveals the areas of higher and lower concentration of the homeless population in the city. However, to avail the number of homeless persons, a detailed enumeration process has to be undertaken. That process is yet to commence in the Corporation of Chennai. The studies undertaken by the various civil society organizations reveal that over 80% of the urban homeless population in Chennai is residing on the streets for generations as families. They have not been enumerated or incorporated in any of the existing housing schemes including the Rajiv Awas Yojana (RAY). In fact, the urban homeless across the various cities of Tamil Nadu have not been enumerated under RAY. The municipal corporations (that are now enumerating the urban homeless under NULM) need to evolve a joint action plan with the Tamil Nadu Slum Clearance Board (the nodal agency for RAY) to enumerate the urban homeless and ensure housing (within 3-5 kilometres from the area of residence) for the homeless families under RAY. The vacant land mapping exercise by the Tamil Nadu Slum Clearance Board involved in the RAY enumeration has not commenced. This could serve as a basis for providing shelters and houses for the urban homeless.

Services at the shelters in Chennai also need to be developed. Only a few residents of shelters are able to access social security entitlements. Homeless seldom find medical care. Discussions with homeless reveal that those who are ill are not admitted in the government hospitals citing the reason that individual destitute homeless do not have care-takers. Further, there is a need for setting up a helpline, institutionalizing rescue services (including vehicles and trained rescue-workers), and establishing transit and recovery shelters for the rescued homeless persons. The counter-affidavit submitted to the

Corporation of Chennai states plans to provide three mobile vans for the three regions of Chennai Corporation to rescue homeless citizens in distress situations. This is yet to be operationalized.

MAHARASHTRA

The state of Maharashtra has shown little progress on the implementation of Supreme Court's directives or of the *National Scheme of Shelter for Urban Homeless*. Some of the shelters reported as homeless people's permanent shelters are in fact homes for street children.

A few months old field-visit report of Mumbai city reveals that there are some homes which the state government is claiming as shelters for urban homeless people. The details are given below shelter/home-wise:

Pathan Chawl, Byculla: It was established in the year 2011. The name-plate of the shelter home was found to be in English. It has to be kept in mind, however, that a majority of the homeless people would not understand English and therefore, it has to be in Hindi or Marathi or some other colloquial language. Contrary to the idea of shelter homes for homeless which are available to residents free of cost, the Pathan Chawl shelter (if it may be called that) is more like a hostel where homeless adults are paying Rs. 1000 per month as a fee. Six to seven people have to share the floor space of about 60 square feet. The shelter home has a capacity of 20 but it accommodates 25 homeless adults and sometimes, even more. In the shelter, meals are served two times a day. Television is available for them. The daily register is not maintained properly. There is no counselling centre or counsellor. Six to seven people share a bathroom. In the same lane as this shelter home, there were five homeless families found living on the pavement. It should also be noted that the jobs of working men living in this shelter are highly uncertain, thereby making the shelter stay priced at Rs. 1000 per month almost unaffordable for them.

Maharashtra State Women Association, Asha Sadan: It caters to the needs of orphan girls till the age of 18 and boys till the age of 8. Basically, it is run for girls. It is not a shelter for the urban homeless.

Jail Road, Bandra: This shelter home is under construction. It is being constructed by renovating the dilapidated building (pre-independence time's building) meant for BMC workers. A few BMC families are still residing there while others have been forcefully shifted to some other locations despite resistance.

Salam Balak Trust, Bandra: This shelter caters to the needs of street children. It is well-maintained. At the entrance, the wall is beautifully covered with graffiti work. The capacity of this shelter home is of 200 children. Currently, 28 children are availing the service. The visitors' list is properly and regularly maintained. Children arrive at this shelter home through child-line service. They are provided with recreational activities, free meals, free informal education etc. Children also have their bank accounts with passbooks (named as '*Children Development Khajana*'). Salam Balak Trust is constructing another shelter home at Kalyan, Mumbai.

Mother Foundation: It is catering to the needs of street children (boys) in the age-group of 5 to 18 years. It has a capacity of 50, with 40 street children currently availing the service. Out of the 40, 21 are enrolled in schools. Water facilities are available free of cost from BMC. The shelter has TV, refrigerator as well as kitchen facilities. Some vocational training is also provided to children. It is to be noted that a community hall was converted into the shelter home.

It can be seen that out of these shelter homes, none of them has the basic minimum requirement nor are these the shelter homes for urban homeless. Pathan Chawl accommodates the homeless people who have to pay Rs. 1000 per month which defeats the very purpose of the shelter home itself. Jail Road, Bandra is yet to come up. Salam Balak Trust and Mother Foundation are working for street children. Two shelter homes, i.e. Pathan Chawl and Niradhar Yuvak Ratri Nivas are currently accommodating homeless adults.

Speaking of the state-wide picture, about 2 years ago, office of the Maharashtra State Advisor to SC Commissioners had conducted a joint inspection of all 34 shelters in the state along with government officers. Tabulated below is a summary of the joint inspection report:

Report on Joint Inspection of Night Shelters in Maharashtra								
S. No.	Corporation	Name of Shelter	Run by	Type	Operational since	Capacity	Facilities available	Issues/Concerns
1	Greater Mumbai	i) Shelter below foot-over bridge, Churchgate , A ward	NGO-SPARC	Not mentioned	Operational since 7-8 years as shelter for children	30	This is a shelter for street children run by SPARC. SPARC has been working for the development of street children (aged below 16 years) for more than 7-8 years and runs several shelters in Mumbai. Homeless parents can send their children to this shelter and have to maintain distance from the children as per the SPARC policy so as to ensure overall development of the children and minimize the possible negative impact of their homeless parents	It is a shelter for children. People above the age of 16 are not permitted to use this shelter
		ii) Transit camp,	NGO-	Not	Not started	30	Located in Byculla, it has a big	As there are many

		Pathan chawl, E ward	SPARC	mentioned	yet		campus with several rooms and was earlier used as a transit camp. This camp was vacated 6 months back and reportedly, there are plans to develop it for commercial purposes. At the time of this joint visit, the camp was in a dilapidated condition and under renovation. However, according to the municipal authorities, the camp would be ready in 2-3 months as a night shelter; they have allocated 6 rooms of this transit camp to be used for the purpose of night shelter for homeless children. One room can accommodate 4-5 persons	homeless sleeping in and around Byculla, and the transit camp has enough space to accommodate over 250-300 persons, it would therefore be good if the entire premises of the camp are used as shelter for homeless citizens. There is also enough space to make separate shelters for homeless women, men and children
		iii) New Mandala municipal school, Trombay, M east ward	NGO-SPARC	Not mentioned	Not mentioned	25-30	This school has been allocated as a night shelter. As shared by SPARC staff, it was decided to use this shelter for street children. There are 2 big rooms that can accommodate around 25-30 persons. This is an area where a lot of homeless citizens can be found in the near vicinity.	During the visit, it was observed that this school was under renovation and it would take a few months for it to open for the purposes of a night shelter. It was also observed that Mandala community was not willing to let this school be used as shelter for the homeless. Local

								residents opined that the homeless were hooligans and could create nuisance in their area	
		iv) Below fly-over bridge, Dadar, G north ward	In planning for the joint inspection, Mr. Abhishek Bhardwaj, representing Advisor's office for the inspection, informed Mr. Adtani, Additional Municipal Commissioner (City), MCGM that he had already independently visited these 4 shelters earlier and had found that these shelters were started many years back by 3 NGOs namely Purna, Asha Sadan and SPARC, and have been used for the care and protection of street children. Mr. Adtani then acknowledged that these were NGO initiatives. Since there was no formal relationship between these 4 shelters and the Maharashtra government, it was decided that there was no further need to visit these shelters						
		v) Maharashtra State Women Council premises, Asha Sadan, B ward							
		vi) Kamathipura municipal school, E ward							
		vii) Khetwadi municipal school, D ward							
2	Mira-Bhayander	i) Kharigaon School	NGO- M/s Gurukripa Vikas Sanstha, Kalyan	Permanent	January, 2012	45 men	45 beds, mattresses and pillows available; 16 toilets and bathrooms; drinking water; first-aid kit; food at the rate of Rs. 50/person/night	People visiting Bhayander for their personal work and in search of jobs from various places avail the facility as they cannot afford accommodation in a hotel or lodge	
		ii) Fire Brigade Off Bldg	NGO- M/s Nirmraj Adivasi Mahila Balkalyan	Permanent	January, 2012	30 women	30 beds, mattresses and pillows available; 9 toilets and bathrooms; drinking water; first-aid kit; food at the rate of Rs. 50/person/night	i) Though it is meant to be a women's shelter, it is available even to men and children; a partition has made	

			Sewabhav i Sanstha					ii) People visiting Bhayander for their personal work and in search of jobs from various places avail the facility as they cannot afford accommodation in a hotel or lodge. Similarly, guests of nearby community make use of this facility due to lack of adequate space at their own houses
3	Thane	i) Bldg. 17, Tulsidham	NGO- Apurva Sarvajanik Sanstha	Temporary	Planned to start soon	48 women and children	Toilets, bathrooms, first-aid kit, two security guards, counseling and vocational training will be provided	i) No signboards with directions to facilitate homeless to identify shelter ii) Absence of boards notifying basic information about the shelter
		ii) Bldg. 18, Tulsidham	NGO- Apurva Sarvajanik Sanstha	Temporary	Planned to start soon	48 persons	Toilets, bathrooms, water, electricity	i) Absence of locker facility ii) The distance of this shelter from railway station is 5 km which will add up to the travelling cost
		iii) Bldg. 12, Tulsidham	NGO- Apurva Sarvajanik Sanstha	Under Constructio n	Planned to start soon	61 persons	Only electricity is available	i) Amenities such as water, fans, signboards, notice board, first-aid kit have to be added

								ii) Identifying location without signboard would be difficult
		iv) Bldg. 19, Tulsidham	NGO-Apurva Sarvajanik Sanstha	Under Construction	Planned to start soon	35 persons	35 beds, mattresses and pillows, toilet, bathrooms, electricity	i) Cramped space which might be a reason for discomfort (especially if the residents are strangers) ii) Absence of lockers iii) Absence of signboards giving directions
		v) Bldg. B7, RCC; Mumbra-Kausa	NGO-Apurva Sarvajanik Sanstha	Temporary	Planned to start soon	168 persons	120 beds for men and 48 for women and toilets	i) Out of 168 beds, only 36 are in use ii) Far from nearby railway station; it costs Rs. 5 by a shared auto
		vi) Siddharth Nagar, Kopri	NGO-Apurva Sarvajanik Sanstha	Temporary	Planned to start soon	72 persons	42 beds for men, 20 for women and 10 for children; common toilets, proper water facility not available	i) Out of 72 beds, only 28 are in use ii) Shelter home for women is currently placed on the ground floor which is intended to be commercial spaces/shops with shutters iii) The spaces are a bit cramped iv) Common toilets for men and women
4	Kalyan-Dombivali	Pandurangwadi	Kalyan-Dombivali Municipal	Permanent	December, 2011	100 persons	50 beds, mattresses and pillows; 16 toilets and bathrooms, 4 on each floor; wash-basins; drinking	i) Though the capacity of the shelter is of 100 persons, the availability

			Corporation				water; first-aid kit, food facility is made available if demanded; newspapers, signboards at various places directing to the shelter	of beds is only 50 ii) Accessibility of this shelter might be an issue since the shelter is a newly-constructed four-storeyed building amidst a high profile residential area
5	Navi Mumbai	Shramik Nagar, Pawane	NGO- M/s Gurukripa Vikas Sanstha, Kalyan	Temporary	January, 2012	50 persons	10 beds, mattresses and pillows; 3 toilets and 5 bathrooms; wash-basins; board displaying details of services and contacts	i) Though the capacity of the shelter is of 50 persons, the availability of beds is only 10 ii) This shelter is in Navi Mumbai MIDC area which might raise the issue of accessibility
6	Bhiwandi	Indira Gandhi Memorial Hospital, Nijampura, Bhivandi	Bhiwandi Municipal Corporation	Permanent	October, 2012	19 persons	19 beds, mattresses and pillows; first-aid kit; board displaying contact details	i) Absence of lockers ii) Registers were maintained and 'pauti' system is implemented to make note of Rs. 10 fee per night
7	Kolhapur		NGO- Kranti Mahila Swayamr ojgar Sahakari Sanstha	Permanent	February, 2012	30 persons	15 mats for 5 rooms; toilets and bathrooms; first-aid box; water connection; temporary electricity	i) Place is without sign board and directions ii) Basic information about the shelter such as address, timings and contact numbers etc. needs to be painted on a wall of the building iii) Proposed charges for usage are Rs. 79/night inclusive of two meals,

								breakfast and tea. This is too high for a homeless iv) The shelter home has not yet started but is ready for use with some modifications made as suggested by verification team
8	Nagpur		NGOs- i) Sahara Bahuudhe shiya Sastha; and ii) Sahyandri Bahuudhe shiya Sastha	Permanent	November, 2012	40 persons	40 beds, mattresses and pillows in 3 dormitories; food is available at the rate of Rs. 30/person; water facility; 4 toilets and bathrooms	i) 40 beds are adjusted in 3 dormitories; however each can accommodate a maximum of 10 beds ii) The facility also is equipped with a computer, a printer, a photocopying machine and an inverter, although it was not clear as to how these equipments are being used for the shelter iii) NGO functionaries were not clear about the criteria for allowing entry iv) There was insistence over identity proof of men for allowing entry
9	Pimpri-Chinchwad		NGO- M/s Ekta Gramin Vikas	Permanent	December, 2011	24 persons	24 beds, mattresses and pillows; 2 toilets and bathrooms with adequate water supply; food facility is optional; available at	

			Sanstha				the rate of Rs. 45 inclusive of breakfast	
10	Nanded		Municipal Corporation of Nanded	Permanent	January, 2012	80 persons	15 beds and 2 mattresses; 2 toilets and bathrooms, drinking water; first-aid kit	Though the capacity of the shelter is of 80 persons, the availability of beds is only 15 with 2 mattresses
11	Aurangabad	i) Emmanuel Ministries, Misarwadi	Emmanuel Ministries, Misarwadi	Temporary	September, 2011	70 persons	20 beds, mattresses and pillows in 7 rooms and a hall; 2 toilets and bathrooms without electricity; first-aid kit, television	Food facility will be started soon
		ii) Jeevan Jagruti Vaidhyakiya & Social Institution, Harsool	Jeevan Jagruti Vaidhyakiya & Social Institution, Harsool	Temporary	January, 2012	20 persons	20 beds, mattresses and pillows; 2 toilets and 1 bathroom; first-aid kit is available	i) Drinking facility is not available ii) Food facility will be started soon
		iii) Jeevan Jagruti Vaidhyakiya & Social Institution, Motikaranja	Jeevan Jagruti Vaidhyakiya & Social Institution, Motikaranja	Temporary	November, 2011	150 persons	80 beds, mattresses and pillows in 9 halls, 5 toilets and bathrooms; drinking water; first-aid kit; television and newspaper; 4 halls for men, 3 for women, 1 for storage and 1 for office	Though the capacity of the shelter is of 150 persons, the availability of beds is only 80 with mattresses, bed-sheets and pillows
		iv) Emmanuel Ministries, Chikalhana	Emmanuel Ministries,	Temporary	November, 2011	30 persons	20 beds, mattresses and pillows; 2 toilets and bathrooms; drinking water; first-aid kit	i) It is meant for women and children (0-14 years) ii) Food facility will be

			Chikaltha na					started soon
		v) Marathwada Gramin Vikas Sanstha, Vaijapur	Marathw ada Gramin Vikas Sanstha, Vaijapur	Permanent	November, 2011	100 persons	60 beds, mattresses and pillows; 2 toilets and bathrooms; drinking water; first-aid kit; food is being provided; television and newspaper	Though the capacity of the shelter is of 100 persons, the availability of beds is only 60
		vi) Marathwada Gramin Vikas Sanstha, Railway Station	Marathw ada Gramin Vikas Sanstha, Railway Station	Temporary	November, 2011	100 persons	100 beds, mattresses and pillows; 4 bathrooms; 2 toilets for men and 3 for women; drinking water; television and news paper	i) Absence of first-aid kit ii) Food facility is not available
		vii) Sahitya Sanskar Prabodhini	Sahitya Sanskar Prabodhin i	Temporary	February, 2012	50 persons	25 beds, mattresses and pillows; 3 toilets and bathrooms; drinking water; television and newspaper	i) Though the capacity of the shelter is of 50 persons, the availability of beds is only 25 ii) Absence of first-aid kit iii) Food facility is not available
		viii) Lokrajya Samaj Vikas Sanshodhan Santha	Lokrajya Samaj Vikas Sanshodh an Santha	Temporary	January, 2012	35 persons	34 beds, mattresses and pillows; 2 toilets and bathrooms; drinking water; first-aid kit; food facility- two-time <i>khichadi</i> and tea	
		ix) Sant Gadhage Maharaj Shikshan Sanskritik Krida Mandal	Sant Gadhage Maharaj Shikshan Sanskritik Krida	Temporary	February, 2012	50 men	25 beds, mattresses and pillows; 2 toilets and bathrooms; drinking water; first-aid kit; television and newspaper	i) Though the capacity of the shelter is of 50 men, the availability of beds is only 25 ii) Food facility is not available

		ix) Sant Gadhage Maharaj Shikshan Sanskritik Krida Mandal	Sant Gadhage Maharaj Shikshan Sanskritik Krida Mandal	Temporary	February, 2012	50 men	25 beds, mattresses and pillows; 2 toilets and bathrooms; drinking water; first-aid kit; television and newspaper	i) Though the capacity of the shelter is of 50 men, the availability of beds is only 25 ii) Food facility is not available
12	Solapur	i) Bhavaniram Sikachi Dharmashala	Bhavaniram Sikachi Dharmashala Trust	Permanent	October, 2011	20 persons (10 men and 10 women)	20 beds, mattresses and pillows; 16 toilets; 16 bathrooms; drinking water; first-aid kit; newspaper	Food facility is not available
		ii) Municipal Girls' Primary School No. 4 and 10	Municipal Corporation of Solapur	Permanent	December, 2011	20 persons (10 men and 10 women)	20 beds, mattresses and pillows; drinking water	i) Toilets and bathrooms are not available ii) Absence of board displaying contact details and services provided at the night shelter

The Mumbai Municipal Corporation claims that it has identified 46 locations to establish shelters out of which 16 were found feasible and says it is in the process of starting 12 shelters soon. MCGM has also issued orders to start 4 new shelters (MCGM's affidavit: <https://docs.google.com/file/d/0BwN11qwhmP5QN0NNbXR4ZDBIYE/edit>)

MADHYA PRADESH

According to the population norms, 24 cities of Madhya Pradesh should have 90 shelters. Presently, there are 35 permanent shelters and those too with limited capacities. That means the state government has to upgrade these existing shelters' capacities and in terms of numbers of shelters, there is an additional requirement of 55.

We have found that in 24% shelters, beds are in accordance with the prescribed capacity of the shelters. The guideline also says that linen must be changed on a daily basis. But in Bhopal, the field-visits have found that the blankets and linen are not washed at all. It has been found that most of the shelters have

drinking water facilities. In small districts, generally, water is kept in an earthen pot whereas in most of the JNNURM cities, shelters have the facility of water-cooler. In Bhopal and Ujjain, however, water facilities are not up to the mark.

Of the 35 shelters in the state, 12 do not have functional toilets. In Neemuch and Damoh districts, the shelters are attached to *Sulabh* complex and in these, people have to pay a certain amount (Rs. 3 usually) for using the toilets. In Bhopal, 2 permanent shelters (Nadira Bus Stand and New Market) are attached to *Sulabh* complex as these shelters do not have toilet facilities of their own. In these shelters, users have to pay Rs. 10 everyday for facilities being availed from *Sulabh*. There are no spaces for bathing either in these two shelters of Bhopal.

The Hon'ble Supreme Court, in its order dated January 20, 2010, had mentioned that 30% of these should be special shelters (for women, old and infirm, and recovery shelters). But in Madhya Pradesh, none of the shelters are for women, old-aged or the infirm. Generally, the government has made arrangements for men and women in the same shelter. However, it should be noted here that none of the shelters have women attendants. Women living on streets in the cities of Bhopal, Satna and Sagar felt insecure in accessing existing shelters as there were no women care-takers. In Bhopal, homeless families prefer living on the streets and do not want to stay at the shelters because there is no separate arrangement for families in the shelters. Also, the homeless shelters have not been made disabled-friendly. 3 out of the 4 permanent shelters in Bhopal at present are functioning from the 2nd floor of the building without ensuring any arrangements for the disabled.

It is also essential to have boards displaying the services provided at the shelter, and the name and phone number of the care-taker. During the field-visits, however, it was found that 59% of the shelters do not have necessary display-boards. This is also one of the reasons behind low occupancies at the shelters. In general, care-takers of the shelters articulated deep suspicions about the intent of homeless persons and suspected them of stealing blankets, bed-sheets and other items, also mentioning that to prevent such incidents, they keep an eye on the residents and check their bags before they leave the shelter home. Beggars are not given permission to avail any of the shelter facilities.

CHHATTISGARH

The 11 cities of Chhattisgarh (namely Raipur, Durg, Bilai, Rajnandgaon, Dhamtari, Jagdalpur, Ambikapur, Korba, Chirmiri, Raigarh and Bilaspur) have a total of 26 shelters at present. The team undertaking the field-visit visited all 26 shelters a few months back in order to get a first-hand update on the conditions of shelters and the status of amenities available therein.

The field-report indicates that nearly half the total number of shelters are located at places suitable for and accessible to the homeless. However, most of the shelters are used for organizing weddings and other functions or as store-rooms or health centres or even as lodges. The homeless occupancy in the shelters is critically low with just one or two shelters out of the total witnessing stay by the homeless, that too with just one or two persons occasionally found using the shelters at a time. While a good number of shelters had care-takers and nearly half of them maintained registers, Chhattisgarh presents a mixed picture when it comes to the status of availability of basic services. There was a severe shortage of the basic amenities at the shelter situated in

Rajnandgaon. The lone shelter in Jagdalpur as well as the one in Raigarh, however, had provisions for drinking water, electricity as well as toilets and bathrooms.

Recommendations

Plan for and undertake construction of the numbers of **day and night, permanent shelters** in accordance with the norms laid out by the Supreme Court – one shelter with space for 100 persons (or two with space for 50 persons each) per one lac urban population to be constructed in compliance with the Supreme Court orders in the next two months

Even in those states where there has been progress, the total capacity is extremely low and less than even 30% of the requirement as laid out by the Supreme Court. This needs immediate attention

As per the orders of the Supreme Court, there should be a minimum of 30% of the total number of shelters reserved for vulnerable categories of homeless such as single women, women with children, old age persons, persons who are mentally or physically challenged and those with addictions, with special counselling and care facilities

Undertake the rapid mapping of homeless concentrations in all cities at the earliest. Involve the state advisor's office in the task and complete it with utmost urgency

Locate the shelter within close proximity to the areas of concentration of homeless persons, and in no case beyond 2-kilometre radius

Plan to form state urban livelihoods mission as soon as possible followed by implementation of the shelter scheme through that mission

Plan to train the responsible departments and implementing partners at the state level with refreshers

Close monitoring of shelters through joint monitoring groups representing state advisor's office, civil society organizations, state departments, homeless representatives and others

Ensure appropriate communication campaigns and outreach to groups of homeless persons and wider society on the availability and purpose of, and the facilities at such shelters, and also promote awareness campaigns within the wider society on this programme. This will also enable the societal resistance to shelters for homeless to get addressed

Provide specific facilities and amenities at each shelter such as adequate space, beds, blankets, mattresses, lockers, electricity and lighting, adequate ventilation, heating and cooling arrangements, adequate number of toilets and bathrooms, kitchen and food facilities, space for recreation, health referral services, identity cards, Public Distribution System (PDS) coverage, linkage to cremation services etc.

Ensure separate shelters for homeless women with provisions of adequate security, crèche and child-care facilities, and counselling services in addition to the other basic amenities and facilities outlined in the earlier orders of the Supreme Court

Ensure that homeless persons are not required to furnish any proof of identity to enter and use such shelters, and are not levied user fees for staying in shelters or for using toilets in any instance

Ensure a transparent communication and publication of the programme, and develop a system of periodic social auditing – guided by Section 4 (b) of the RTI Act

Set up an institutional arrangement under the aegis of Urban Development Ministry/Department to implement and manage the shelters, and to provision adequate financing for the one-time construction and refurbishment costs and annual operational costs for each shelter

To set up a process to sensitize and build capacities of representatives of Urban Local Bodies, Municipal Authorities, local police and railway police personnel, and representatives of other concerned departments with reference to implementation of this programme

To up-scale the innovative model of joint management of shelters (Apex Committee in Delhi) to other cities, while ensuring that the primary responsibility and accountability of the programme for shelters lies with the government

To up-scale the innovative practice of rescue services so critical to ensure the survival of critically ill on the streets to the other cities of the country