

# Scheme of Shelters for Urban Homeless

(Operational Guidelines)

National Urban Livelihoods  
Mission



**Government of India**  
**Ministry of Housing & Urban Poverty Alleviation**



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Government of India  
Ministry of Housing & Urban Poverty Alleviation  
(UPA Division)

Nirman Bhawan, New Delhi  
Dated: 13th December 2013

**OFFICE MEMORANDUM**

**SUBJECT: Operational Guidelines for the Scheme of Shelter for Urban Homeless (SUH)  
under the National Urban Livelihoods Mission (NULM)**

The guidelines for the National Urban Livelihoods Mission (NULM) have been issued vide OM No. K-14011/1/2013-UPA dated 24th September 2013.

2. The operational guidelines for the Scheme of Shelter for Urban Homeless (SUH) component of NULM are annexed herewith, which will be followed by all the implementing agencies. These guidelines have also been uploaded on the website of the Ministry of Housing and Urban Poverty Alleviation, and may be accessed from [http://mhupa.gov.in/NULM\\_Mission/NULM\\_Mission.htm](http://mhupa.gov.in/NULM_Mission/NULM_Mission.htm).

3. This issues with the approval of Hon'ble Minister for Housing & Urban Poverty Alleviation, Government of India.



(B. K. Agarwal)  
Joint Secretary to the Government of India  
Ministry of Housing & Urban Poverty Alleviation





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## THE SCHEME OF SHELTER FOR URBAN HOMELESS (SUH)

### 1. **BACKGROUND:**

The National Urban Housing & Habitat Policy (NUHHP), 2007 aims at promoting sustainable development of habitat in the country with a view to ensuring equitable supply of land, shelter and services at affordable prices to all sections of the society. However, the most vulnerable of these are the urban homeless.

The Urban homeless persons contribute to the economy of the cities and thus the nation as cheap labour in the informal sector; yet they live with no shelter or social security protection. The urban homeless survive with many challenges like no access to elementary public services such as health, education, food, water and sanitation.

National Urban Livelihoods Mission (NULM) aims at providing permanent shelter equipped with essential services to the urban homeless in a phased manner under the Scheme of Shelter for Urban Homeless (SUH).

### 2. **OBJECTIVE:**

The objectives of the Shelter for Urban Homeless (SUH) component of NULM scheme are to:

- 2.1. Ensure availability and access of the urban homeless population to permanent shelters including the basic infrastructure facilities like water supply, sanitation, safety and security;
- 2.2. Cater to the needs of especially vulnerable segments of the urban homeless like the dependent children, aged, disabled, mentally ill and recovering gravely ill, by creating special sections within homeless shelters and provisioning special service linkages for them.
- 2.3. Provide access to various entitlements, viz. social security pensions, PDS, ICDS, identity, financial inclusion, education, affordable housing etc. for homeless populations.
- 2.4. Formulate structures and framework of engagement for development, management and monitoring of shelters and ensuring basic services to homeless persons, by state and civil society organisations including homeless collectives.



### 3. **NORMS AND TYPES OF SHELTERS:**

- 3.1. The shelters should be permanent all-weather shelters for the urban homeless. For every one lakh urban population, provisions should be made for permanent community shelters for a minimum of one hundred persons. Depending upon local conditions each shelter could cater to 50 or 100 persons.
- 3.2. The scheme will be implemented in all district headquarter towns and other towns with population of one lakh or more as per the Census of 2011. However, priority may be given to cities with population above one million and cities/towns of special social, historical or tourist importance identified by the Government of India/ State Government. In addition, taking into account the requirement of shelters, other towns may be allowed in exceptional cases on the request of the State.
- 3.3. Some of these shelters may cater to the most vulnerable groups within the homeless populations such as (a) single women and their dependent minor children, (b) aged, (c) infirm, (d) disabled, (e) mentally challenged etc. Actual break-up would depend on local particularities, and size of the city and total numbers of shelters. States/ULBs may consider setting up separate shelters to cater the special needs such as:
  - a) Men shelters: Since the proportion of men among homeless is higher separate shelters for men could be built to primarily cater to single working men.
  - b) Women shelters: Shelters for the exclusive use of women in terms of its location, design, services and support systems, could be designed to cater to the needs of women and their dependent children. In every ULB, no matter how small the populace, at least one such shelter for women would be constructed.
  - c) Family Shelters: For families living on the streets; family shelters may be provided with a special design for privacy, with shared common spaces.
  - d) Special Shelters: Taking into account special needs for segments of homeless persons, such as old persons without care, mentally ill, recovering patients and their families etc. special shelters may be provided.

However, depending on the need, a shelter may cater to working men, women and family with appropriate spaces demarcated for each of the categories.





#### 4. **FACILITIES AT THE SHELTERS**

The shelters will be permanent, running through out the year; and open round the clock, because many homeless persons find work in the nights. Following facilities/amenities may be provided at the shelters for dignified living:

- a) Well ventilated rooms.
- b) Water arrangements (Potable drinking water and other needs) and sanitation.
- c) Adequate bathing & toilet facilities.
- d) Standard lighting for shelter.
- e) Adequate fire protection measures, as per the norms.
- f) First aid kit.
- g) Pest and vector (mosquito) control
- h) Regular cleaning of blankets, mattresses and sheets, and maintenance of other services.
- i) Common kitchen/cooking space, necessary utensils for cooking and serving, cooking gas connections etc.
- j) Child care facilities for children by linking the shelter to the nearest Anganwadi Centers
- k) Facilitation for convergence with other services/entitlements.

#### 5. **LINKAGES WITH ENTITLEMENTS**

Shelters will be a space for convergence and provisions of various entitlements of social security, food, education and health care systems. All homeless persons, in shelters should be given priority under various schemes, and government programmes. An illustrative list where such convergence is desirable is given below:

- Identity Proof & Postal Address, Elector's Photo Identity Card (EPIC), etc.
- Old age, widows and disability pensions
- BPL cards, PDS ration cards, etc.
- Bank or post office accounts
- ICDS services
- Admission to government schools



- Rashtriya Swasthya Bima Yojana
- Admissions to public hospitals for health care
- Linkage to Rajiv Awas Yojana
- Free Legal Aid

## 6. **LOCATION OF SHELTERS:**

- 6.1. Location should be close to homeless concentrations and work sites as far as practicable. They may preferably be located close to the areas where the poorest congregate like railway stations, bus depots, terminals, markets, wholesale mandis (market yards) etc., The location could be decided after mapping the concentration areas where homeless persons reside and work.
- 6.2. Systematic surveys would be undertaken in cities/towns by the local/municipal bodies so as to assess accurately the need for shelters at suitable locations. As far as possible, sites providing maximum convenience to the beneficiaries may be identified. While undertaking the survey and identifying beneficiaries, implementing agencies may involve civil society representatives.
- 6.3. The shelters should be permitted in residential, commercial, industrial and public and semi-public use zones, and should be allowed in other use zones also, on special permission by the planning authority/ urban local body. If need be, the Master plans may be suitably amended to permit construction of such shelters or special permission may be sought from the competent authority.

## 7. **DESIGN OF SHELTERS:**

- 7.1. For all the shelters, a space of 50 square feet per person will be taken as the minimum space to be provided. Under the component, construction of new shelters as well as refurbishing of existing building as homeless shelters will be allowed.
- 7.2. Where existing infrastructure/public buildings are being used, suitable refurbishment may be done to meet requisite services / space requirement. For refurbishment and utilisation of existing buildings as shelters, required Building Fitness Certificate shall be obtained from competent authorities.
- 7.3. Permanent shelters may be built of concrete or durable and weather proof alternate structures, with environmental friendly designs, rain water harvesting, solar heating / lighting facilities etc. For constructing new shelters, the State Governments may use innovative technologies/



designs for low cost and energy efficient buildings as far as possible.

## 8. **OPERATION & MANAGEMENT OF SHELTERS:**

- 8.1. The operations and management of the shelters can be undertaken by ULBs or any other agencies identified by the ULBs such as :
  - (i) Homeless persons' collectives
  - (ii) Youth and Women's community based groups
  - (iii) Universities and Institutions
  - (iv) Nehru Yuya Kendras
  - (v) Unorganised workers' trade unions
  - (vi) NGOs and CSOs registered under the Societies Registration Act, 1860 and Trust Acts or other similar laws of the State Governments.
  - (vii) Self Help Groups and committees recognised by the State govt/ Urban Self Governments.
  - (viii) Resident Welfare Associations
  - (ix) Public/Private Sector Companies or Associations
- 8.2. These agencies may also facilitate orientation, training and identification of shelter staff.
- 8.3. A Shelter Management Committee (SMC) will be constituted with local ward member, ULB representative, caretakers, and few nominated residents of the shelter as member. The SMC shall supervise the day-to-day functioning of the Shelter.
- 8.4. Each shelter shall have the following minimum full time staff for looking after daily management, upkeep, cleanliness and discipline at the shelter:
  - (i) One full time Manager
  - (ii) 3 Caregivers i.e. one caregiver for one shift of 8 hours.
- 8.5. The staff may be engaged by the ULB or resourced through agencies/ institutions responsible for operating the shelters. For shelters with women inmates, minimum one woman caregiver should be given.
- 8.6. The salary cost for the above positions can be included in O&M cost of the project, however if more staff is required, then the ULB / State Government may arrange for the funds from other sources.



8.7. The following registers will be maintained at all the Shelters –

- (i) Shelter Asset Inventory Book
- (ii) Accounts Register / Cash Book to monitor day to day expenditure & receipts
- (iii) Attendance Register
- (iv) Shelter Management Committee Meeting Register
- (v) Personnel Register with Salary Payment Details
- (vi) House Keeping & Maintenance Register
- (vii) Complaints and Suggestion Register

9. **PROJECT PROPOSAL:**

- 9.1. The shelters under this scheme would be established by the State/ULBs and operated either by them or through agencies identified by the State or ULBs. Convergence / dovetailing of this scheme with similar programmes for urban homeless being implemented by States/UTs will be permissible.
- 9.2. The agencies as mentioned in para 8.1 may be involved in project formulation, execution and / or operations & management of the shelters as per the local requirements. Such institutions may be encouraged to contribute in the capital cost and in operations & management cost of the shelters. However, the capital assets so created shall be under the ownership of the State Government/ULB.
- 9.3. ULB will be required to submit proposal for construction and management of shelters with Proposed Date of Completion (PDCs), other timelines and costing details. The proposal should be forwarded by the ULB to SULM (nodal agency for implementation of NULM) of the State.
- 9.4. For construction of new shelters, it will be the responsibility of the State Government/ULB to bring in the land. All the necessary clearances and approvals for the land must be obtained prior to preparation of the proposal. The cost of the land acquisition is not eligible for funding under the scheme.
- 9.5. For construction of new shelters, the current Central PWD rates applicable to the region / State Schedule of Rates (SOR) where construction is proposed will be applicable.
- 9.6. The proposals should be accompanied by a Detailed Project Report (DPR) with all



administrative and regulatory clearances.

- 9.7. For refurbishment of existing structures, the necessary approvals, lease agreement, ownership deed and such necessary documents need to be submitted with the project proposal.
- 9.8. The proposal should also contain shelter management mechanism including details of the staff, constitution, roles and responsibility of SMC, facilities / amenities being provided at the shelter, operational mechanism, Code of Conduct for the staff and residents, responsibilities of the shelter inmates, Delegation of Power to manage / operate the shelter, etc. The Project should also clearly state the process to be adopted for sustaining the shelter after 5 years of operation with indicative source of funding support for operations and management of the shelter.
- 9.9. Mechanism for handing over assets created and its operations and maintenance should be clearly delineated before submission of a proposal by the ULB.

#### 10. **SANCTION OF PROJECT:**

A Project Sanction Committee shall be constituted at the State level under the Chairmanship of Principal Secretary/Secretary in-charge of NULM with representatives of all concerned departments in the State for consideration and approval of proposals submitted by ULBs/ SULM under this component of NULM. A representative of the Ministry of HUPA shall be a member of this Sanctioning Committee.

#### 11. **FUNDING PATTERN:**

- 11.1. Government of India would fund 75% of the cost of construction of the shelters and 25% would be the State contribution. In case of Special Category States (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Jammu and Kashmir, Himachal Pradesh and Uttarakhand), this ratio will be 90:10.
- 11.2. Where existing infrastructure / public buildings are to be used, financial support for suitable refurbishment and augmentation to meet requisite services / space requirement would also be provided in ratio of 75:25 or 90:10 as applicable.
- 11.3. In case the agencies as mentioned in para 8.1 above want to contribute funds to the capital cost and/or annual O&M cost, balance requirement of funds will be shared between the centre and the state in the ratio of 75:25 or 90:10 as applicable.
- 11.4. For the sanctioned projects, SULM would release the funds to ULBs in instalments based



on the status of construction / refurbishment. The SULM may consider releasing funds to the ULBs in three instalments of 40%, 40% and 20% subject to utilization of funds released earlier and satisfactory progress of the construction/refurbishment of the shelter.

- 11.5. Any cost escalations beyond the original Proposed Date of Completion (PDC) of the project at the time of sanction would be borne by the respective State Government/ULB.
- 11.6. Central Government would also provide 75% or 90% of the O & M cost as the case may be, for each shelter for the period of first 5 years of operation. For O&M of one shelter catering to 50 urban homeless an amount of Rs. 6,00,000/- per annum is provisioned. The following Expenditure heads are permissible under the O&M cost for the shelters –

Sr. No.	Expenditure Heads	Details
1	Annual Maintenance cost/ shelter	Includes expenditure for electricity and other misc. expenses
2	Annual Servicing Cost	Includes cost of upkeep, maintenance, replenishment of bedding and kitchen equipment etc.
3	Annual Cost of providing free food	Restricted to 10% of inmates who are old / infirm etc. and cannot pay
4	Staff Salary	Includes 3 caregivers in 8 hour shifts and 1 full-time manager
<b>Total O&amp;M Cost permissible – Rs. 6,00,000/- for one Shelter catering to 50 urban homeless</b>		

*Additional funding required, if any for the O&M of the shelters may be borne by the State/ ULB or arranged through any other source.*

- 11.7. The funds for Operations & Management of the shelters should be released to the ULBs post completion of the construction / refurbishment preferably in instalments. The instalments of O&M funds should be released well in advance in order to ensure smooth operation and maintenance of the shelters. The necessary procedures for verification of utilisation of funds released for O&M may be finalised by the SULM.



## 12. USER FEES

- 12.1. User fees, if any, will be levied with the objective of improving participation of the residents in operations of the shelter and would be modestly priced. The fund so collected could be utilised for maintenance of the facilities. The following will determine the norms and application of user fees by any implementing authority:
- a) Nominal charges could be collected depending on the income levels of the urban homeless at rates ranging from 1/10 to 1/20 of their income. For those with no payment capacities, total exemption should be granted.
  - b) Meals provided at the shelter must be fully subsidized for old, infirm, disabled women and men and all children. For other shelter residents, meals may be provided at subsidized costs as decided by the State/ULB.
  - c) All residents will be encouraged to offer voluntary services for maintenance of shelter homes including mess facilities, cleanliness, etc. on rotation basis (e.g. half day service per person /week). These norms to be evolved by the shelter manager together with the shelter management committee.

## 13. MONITORING AND EVALUATION

- 13.1. Under NULM, an Executive Committee under the chairpersonship of the Municipal Commissioner is required to be constituted to manage the affairs of NULM. This EC at the city level will be responsible for review and supervision of the working of shelters with the participation of community representatives, civil society organizations, line departments and elected representatives, etc.
- 13.2. The SULM and the ULB/executing agencies shall report quarterly progress of the respective projects in prescribed form, indicating the cumulative achievement up to the end of the quarter under report and key issues in implementation.
- 13.3. The SMMU at the State level and CMMU at the ULB level will closely monitor progress of activities / targets under this component, undertake reporting and evaluation. The SULM and the ULB/executing agencies shall report timely progress in formats prescribed by the Mission Directorate from time-to-time, indicating the cumulative achievement monthly and up to the end of the quarter and key issues in implementation.
- 13.4. In addition, under NULM, a comprehensive and robust IT-enabled NULM MIS will be



established for tracking targets and achievements. States and ULBs will be required to submit their progress reports online and may also use this tool to monitor progress on the ground. In the spirit of proactive disclosure of information and ensuring transparency under NULM, key progress reports under SUSV will also be made available in the public domain in a timely manner. In addition, States/ULBs would undertake independent quality evaluation for quality checks on projects being implemented. Apart from that, social audit of each shelter should be organised at least once a year.

- 13.5. The State/ULB shall prescribe norms and guidelines on the Grievance redressal mechanism.
- 13.6. Every shelter should be linked with a high school or college, so that the students can engage with the residents of the shelters, ensuring quality of the shelters, and learning community service.

#### 14. **PUBLICITY OF INFORMATION**

In order to ensure that the information about availability of shelters for urban homeless reaches the ultimate beneficiaries, i.e. the targeted population, adequate publicity measures should be taken by the State/ULB on regular basis.











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