

GOVERNMENT OF ANDHRA PRADESH  
A B S T R A C T

National Urban Livelihood Mission (NULM) – Scheme of Shelter for Urban Homeless – Operational Guidelines for implementation of the scheme in the State Orders – Issued.

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MUNICIPAL ADMINISTRATION & URBAN DEVELOPMENT (UBS) DEPARTMENT

G.O.Ms.No. 511

Dated:28.12.2013.  
Read the following:

1. From Joint Secretary, Gol, Ministry of HUPA, D.O.No.E-14013/1/2013-USD, dated 04.11.2013.
2. From Mission Director, MEPMA letter Rc.No.1172/SUH/2013/C2, dated 16.11.2013.
3. From Joint Secretary, Gol, Ministry of HUPA, MemoNo.K-14014/58(19)/2012-SLSU- SNPUPR Dated: 13.12..2013.

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**ORDER:**

Government of India launched National Urban Livelihood Mission (NULM) on 23-09-2013 and introduced Scheme of Shelter for Urban Homeless (SUH) as one of the components. Under this scheme the Government of India would fund 75% of the construction of shelters. This initiative has been experimentally implemented in GHMC since 2010 onwards. Government after careful review of lessons from the experience of GHMC and basing on the Operational guidelines issued by Government of India and for effective implementation of the scheme for Shelter for Urban Homeless, issue following guidelines for implementation of the scheme in the State.

**1. Objectives**

- 1.1. To ensure availability and access of the urban homeless population to shelter including the basic essential services like water supply, sanitation, safety and security.
- 1.2. To provide access to various entitlements especially to vulnerable sections viz. Social security pensions, PDS, ICDS, Identity, Financial inclusion, education, affordable housing etc., for homeless.
- 1.3. To formulate structures and framework of engagement for development, management and monitoring of shelters and ensuring basic services by state and civil society organisations including homeless collectives.

**2. Definition**

“Homeless person” means, an individual who lacks a fixed, regular, and adequate night-time residence or those who, on a specific, purpose attend towns and cities and remain shelter-less e.g., street children and street adults, destitute, single unprotected child especially girls and rag-pickers. The homeless are located mostly by the road side, on pavements, in Hume pipes, near hospitals, railway platforms, bus terminals, temples/ mosques/ churches and other religious structures, commercial / traffic junctions, parks, open spaces etc.

**3. Categorization of Homeless**

- a). **Location tied:** People accompanying the patients admitted in the hospitals and persons habituated to a particular areas for livelihood.

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- b). Location free:** The persons wandering / roaming around the town and take shelter at any open place during nights. eg. those who sleep in parks, pavements, road sides etc.

#### **4. Scope of the scheme**

- a) The scheme will be implemented in all district headquarter towns and other towns with population of one lakh or more as per 2011 Census. Depending on local conditions, each shelter could cater to 50-100 persons.
- b) Separate shelters for men, women, family and special shelters for single women and their depended minor children, old-aged, infirm, disabled, mentally challenged etc., are to be provided.

#### **5. Strategy**

##### **5.1. Profiling**

- a) To conduct operational survey in all areas of town/ city, to identify the shelter-less and provide them to a shelter concomitantly.
- b) The ULB has to allocate areas to the teams of staff under the supervision of Asst. City Planners/ Town Planning Officer / Town Planning Supervisor, Municipal Health Officers, Sanitary Supervisors, Sanitary Inspectors, Town Project Officers / TMCs along with civil society representatives, who have to go around the town / city in night times to identify homeless sleeping in any open places without roof.
- c) The teams have to conduct the survey and obtain information along with photo of the person as per prescribed format at annexure-I and enter the data online in the prescribed formats of MEPMA website under Shelter to Homeless component.
- d) The identified homeless persons will be given identity cards and permitted to stay in the shelter nearest to their work place or place of their need.
- e) Through ethnographic survey determine the precise nature of vulnerability to bring them into the mainstream.

##### **5.2. Location of Shelter**

Location of the shelter should be close to homeless concentration and work sites as far as possible ie., railway stations, bus-stands, markets, wholesale markets, market-yards and central places of the ULB etc. For locating shelter, Govt. Buildings, Community halls are to be identified and used as shelters for the homeless. The location could be decided after mapping the concentration areas where homeless persons reside and work.

##### **5.3. Visibility**

It is the responsibility of ULB, to create awareness among the general public regarding the plight of the homeless with a view to enlist their support to rescue and rehabilitate them.

#### **6. Design of Shelter**

- 6.1. For all the shelters, a space of 50 square feet / 5 square meters per person is required and accordingly the shelter is to be planned.
- 6.2. Where infrastructure/ public buildings are being used, suitable refurbishment is to be done to meet requisite services/ space requirement. For this purpose, Building fitness certificate shall be obtained from the concerned authorities.

#### **7. Facilities at the Centre**

The shelter shall on regular basis and open round the clock. Following facilities/ amenities are to be provided at the shelters.

- a) Well ventilated rooms

- b) Water arrangements for both drinking and sanitation
- c) Adequate bathing & toilets
- d) Standard lighting of shelter
- e) Adequate fire protection measures
- f) First aid kit
- g) Pest and vector control
- h) Regular cleaning of blankets, bed spreads and beds along with maintenance of other services
- i) Common kitchen, necessary utensils for cooking and serving, cooking gas etc
- j) child care facilities for children and linking them to nearest Anganwadi centre
- k) Facilitation for convergence with other services/ entitlements.

## **8. Operation and Management of Shelter**

- 8.1. The operations and management of shelter can be undertaken by ULB or any other agency identified by the executive committee of the shelter.
- 8.2. An Executive Committee at ULB level with minimum 10 members is to be set up with the Commissioner of ULB as Chairman. The members from Town Level Federations of women Self Help Groups (SHGs) / Non-Government Organizations (NGOs), staff members of ULB representing Public Health, Community Development and Town Planning, representative of Police / Women Welfare Department shall be taken.
- 8.3. The Executive Committee shall select implementing agency to run the shelter. It shall follow transparent process in selection as per norms. The agency selected by the above committee shall be from following categories:
- a) Homeless persons' collectives
  - b) Women and Youth Community based groups
  - c) Universities and Institutions
  - d) NGOs and CSOs registered under the Societies Registration Act 1860 and Trust Acts or any other State Act.
  - e) Self Help Groups or their Federations
  - f) Resident welfare associations
  - g) Public/ Private sector companies or Associations
- 8.4. A shelter Management Committee (SMC) shall be constituted with local ward member, ULB representative, one of the caretakers, few nominated residents of the shelter as members for supervising day to day functioning of the shelter.
- 8.5. Each shelter shall have following minimum full time staff for looking after daily management, upkeep, cleanliness and discipline of the shelter.
- a. One full time Manager with a honorarium of Rs. 5000/- per month.
  - b. Three Caretakers on shift basis of 8 hours each with honorarium of Rs.3500/- per month.
  - c. The staff shall be engaged through agencies/institutions responsible for running the shelters. They have to facilitate the staff through orientation and training.
  - d. Only Women shall be eligible for engaging as Managers/ Caretakers by the implementing agency, except in case of Men Shelters.

## **9. Functions of Executive Committee**

- a) To facilitate NGO / CBO / Partner for engaging suitable persons including caretaker of home and fix the job chart.
- b) Supervise and verify the accounts, stock register and other records showing personal details of the inmates to be maintained in the shelter.
- c) Evolve suitable guidelines and institutional support for better maintenance and functioning of the shelter.
- d) Ground the project by executing an Agreement between the Commissioner and NGO/ CBOs / Partner, which includes funds requirement, funds sharing between ULB and partner along with other norms and conditions for adoption and maintenance of a shelter.

- e) NGO / CBO / Partner has to submit weekly reports on functioning of shelters showing all details of each shelter including financial status, assets created, list of inmates and the programmes taken up to the Commissioner of ULB.
- f) Further the Commissioner has to report the progress to C&DMA and MEPMA on monthly basis.
- g) Arrange a periodical audit of the records of the shelter by designated auditor.
- h) Apart from that, social audit of each shelter should be organised at least once in a year.

#### **10. Records to be maintained**

- a) Register of inmates showing the details such as health status, skills, benefits provided to the homeless. .
- b) Permanent Register showing assets created including furniture, infrastructure.
- c) Stock register for consumables and other items.
- d) Attendance Register
- e) Accounts/ Cash Book showing the expenditure i.e. daily expenditure incurred with the details of vouchers and receipts for the amounts received including drinking water and electricity bills and any other related expenditure.
- f) Staff Attendance Register along with honorarium payment details
- g) Shelter Executive Committee/ Management Committee meetings register
- h) Complaints and suggestions register

#### **11. Project proposal**

- a. The shelters under this scheme would be established by the State/ ULB and operated either by ULB or through the agencies identified for the purpose.
- b. The agencies as mentioned in para 7.3 are to be involved in project preparation, execution and operations & management of the shelters as per local requirements. Such institutions are to be encouraged to contribute to the capital cost and O&M cost of the shelters. However the assets so created shall be under ownership of State/ ULB.
- c. ULB shall submit the project proposal for management of shelters with costs and timelines to the C&DMA, who in turn will send it to MEPMA, State Nodal Agency (SNA).
- d. The proposal should be accompanied by the Detailed Project Report (DPR) with all administrative clearances.
- e. For refurbishment of existing structures, the necessary approvals, lease agreement/ ownership deed and such necessary documents need to be submitted with the project proposal.
- f. The project proposal should also contain shelter management mechanism including details of the staff, constitution, roles and responsibility of EC, SMC, facilities/ amenities provided at the shelter, operational mechanism, Code of conduct for the staff and residents, responsibility of shelter inmates, delegation of power to manage/ operate the shelter etc., The project should also clarify to the 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.
- g. Mechanism for handing over assets created and its operations and maintenance should be clearly delineated before submission of proposal by the ULB.
- h. For the sanctioned projects, MEPMA would release funds to ULB in instalments based on the status of refurbishment. The MEPMA shall consider releasing funds to the ULBs in three instalments of 40%, 40% and 20%, subject to utilisation of the funds released earlier and satisfactory progress of the shelter.

## 12. Sanction of the Project

A Project Sanction Committee shall be constituted with the Principal Secretary of Municipal Administration as Chairman. The Commissioner & Director, Municipal Administration, Commissioner ( Women & Child Welfare), Managing Director, APUFIDC, Engineer in Chief(PH), Inspector General of Police are members. Mission Director, MEPMA is the Member Convenor of the Committee. The C&DMA has to receive proposals from the eligible ULBs and submit the same to the Project Sanction Committee through MD, MEPMA.

## 13. Suggested convergence activities

The NGOs / Partner has to ensure that

- a) The children of homeless go to the nearby schools.,
- b) The disabled are linked to the handicapped corporation for financial assistance.
- c) The homeless are to be linked to various Government schemes subject to eligibility.
- d) With the Direct Benefit Transfer (DBT) concept to issue voucher for food, instead of providing food.

## 14. Special attention to Vulnerable

### A) Children – between age group of 3-18 especially girls

- a) First they should be counselled to go back to their parents and their homes otherwise they can be admitted in residential facility like Balavihars.
- b) They should be enrolled into bridge schools and later on in regular schools.
- c) Vocational Training to be imparted for skill development of the adolescent children.
- d) Departments like Social Welfare, Women & Child Welfare, Education, Labour, Police and Revenue Departments can be involved in the rescue and rehabilitation
- e) For medical & health care, Health Department (Area Govt Hospitals), Arogyasri Trust and NGOs to be involved
- f) The street children especially girls have to be taken care a lot and necessary counselling, assistance is to be provided on priority basis.

### B) Disabled, diseased & destitute adults (Above the age of 19 years)

- a) This group needs special attention.
- b) The mentally disabled can be admitted in the Government hospital for medical needs.
- c) NGOs like Upakaar-Sweekaar, CARE, DRF, Nandi Foundation, Bhagwan Mahaveer Trust can be involved to check up the physically challenged homeless and take up rehabilitation programmes by linking up to various welfare programmes.
- d) Single Women.
- e) Beggars, Rag-pickers, Drug users and Manual labours.

## 15. Budget for each shelter

The budget is proposed as per the operational guidelines of the Gol, of which the Gol will release grant in the ratio of 75% and the remaining is to be borne by the State Government/ ULB.

S. No.	Item	No of Units	Unit Cost	Total per Annum
1	<b>Non-recurring Expenditure:</b> infrastructure cost (As per annexure II )	1 Time	2,00,000	2,00,000
2	<b>Recurring Expenditure:</b> Honorarium of Manager @	1 Person	60,000 per annum	60,000

	Rs.5,000/- each / month			
3	<b>Recurring Expenditure:</b> Honorarium of Caretakers @ Rs.3,500/- each / month	3 Persons	1,26,000	1,26,000
3.	<b>Recurring expenditure:</b> cost of water, power, gas and house keeping	12 months	10,000 per month	1,20,000
4	<b>Recurring expenditure:</b> cost of food @ Rs.50/- per head per day (5 persons)	12 months	7500 per month	90,000
5.	<b>Miscellaneous Cost</b> For purchasing emergency medicines and material of First aid		4,000 per annum	4,000

**Total cost: Rs. 6,00,000/-**

**Total Cost per Shelter Rs.6.00 Lakhs per annum**

**Cost of 50 Shelters in 50 ULBs Rs.3.00 Cr. per annum**

#### **16. Publicity of information**

In order to ensure that the information about availability of shelters, location, contact details, adequate publicity measures should be taken by the ULB on regular basis.

2. The Mission Director, MEPMA, Hyderabad shall communicate these guidelines to the eligible ULBs for following the above guidelines to implement the scheme of Shelter for Urban Homeless.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

Dr. SAMEER SHARMA  
PRINCIPAL SECRETARY TO GOVERNMENT

To

The Mission Director, MEPMA, Hyderabad.

The Commissioner and Director of Municipal Administration, Hyderabad.

The Commissioner, Greater Hyderabad Municipal Corporation, Hyderabad.

The Commissioner, Greater Visakhapatnam Municipal Corporation, Visakhapatnam.

The Commissioner, Vijayawada Municipal Corporation, Vijayawada.

The Commissioner, Tirupathi Municipal Corporation, Tirupathi.

The concerned Commissioners and Municipalities through MD, MEPMA, Hyderabad.

Copy to:

The O.S. D. to Hon'ble M(MA).

The P.S. to Principal Secretary to Government (MA).

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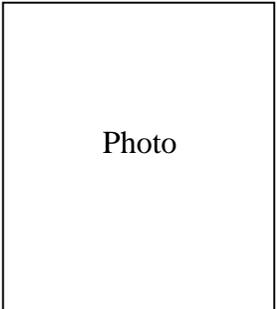
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ASSISTANT DIRECTOR

**Annexure-I**

**REGISTRATION OF HOMELESS PERSONS**

Name :  
Name of Father/Mother/Husband:  
Age : Male / Female  
Education Qualification :  
Married/Unmarried : No. Of Children :  
Personal Identification marks :  
Location/ Whereabouts :  
Occupation / Activity :  
Place of Occupation / Activity :  
Native Place with address :  
Reference person & Phone No.:  
Health Status :  
Habits :  
Reasons for stay in the ULB :  
Stay : Permanent / Temporary  
Remarks/ Special Attention :



Signature / Thumb impression

Signature of the surveyor

Office Use

Name of the Shelter: \_\_\_\_\_  
Location : \_\_\_\_\_  
Ward No. : \_\_\_\_\_  
Name of the ULB : \_\_\_\_\_

Person in-charge of the Shelter

Dr.SAMEER SHARMA  
PRINCIPAL SECRETARY TO GOVERNMENT

**Annexure-II**  
**Budget towards Infrastructure of one shelter (50 persons capacity)**

<b>S. No.</b>	<b>Item</b>	<b>No. of Units required</b>	<b>Unit Cost (Rs.)</b>	<b>Total Cost (Rs.)</b>	<b>Remarks</b>
1	Buckets	10	200.00	2000	
2	Jugs	20	25.00	500	
3	Drinking Water Drum	1	1000.00	1000	
4	Plates	50	50.00	2500	
5	Glasses	50	20.00	1000	
6	Water Jugs	5	100.00	500	
7	Iron Cots	50	2000.00	100000	
8	Beds with Pillow	50	400.00	20000	
9	Bed Spreads	50	100.00	5000	
10	Blankets	50	200.00	10000	
11	Towels	50	50.00	2500	
12	Big Steel Almarah With Locker	1	5000.00	5000	
14	Utensils (Set)	1	15000.00	15000	
15	Television	1	10000.00	10000	
16	Water Purifier	1	13000.00	13000	
18	Office Table	1	3000.00	3000	
9	Chairs	5	400.00	2000	
20	Cooking Gas Cylinders 2, Big Stove	1	7000.00	7000	
	<b>Total Amount</b>			<b>200000</b>	

Dr.SAMEER SHARMA  
PRINCIPAL SECRETARY TO GOVERNMENT

Details of "Roof for All Homeless"

S.No	Name of the ULB	No of homeles identified in the survey				No of new shelters required	No of Govt/Municipal Buildings/Community Halls available	Address/Location of each building	Plinth area of each building (sq. Mts)	No of persons to be accommodated in each building	Proposed budget for each shelter as per norms	Executive Committee formed or not	Whether NGO is identified If so, Name and address of NGO	Remarks
		Girls below 14 yrs	PH *	Women	Men									

\* PH = Physically Handicapped

Signature of the Commissioner:

Seal of the ULB.

Dr.SAMEER SHARMA  
PRINCIPAL SECRETARY TO GOVERNMENT

