

Urban Homeless Policy, Haryana-2011

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1. Introduction:

Homelessness is a worldwide phenomenon, which gets aggravated with Socio-economic imbalance and rapid urbanization. It is one of the worst kinds of social vulnerability that exposes homeless to all kinds of deprivation and exploitation. Homelessness and migration have strong linkages. Normally poor resist migration outside their villages or habitats because of fear of unknown and lack of support system. Typically poor and marginalized migrate only when their survival is at stake. It is more of the push rather than pull factor that leads to migration of poor. The migration is triggered by floods, draught, calamities, conflicts, poor governance and serious social discords. Majority of these migrants end up as homeless on the streets and pavements. A significant proportion of homeless are children, adolescents, women, senior citizens, drug dependents, mentally ill and destitute. This section of homeless is quite similar to what is seen in the economically developed counties.

2. Definition of Homeless:

The term "homeless" mean such persons (including men, women, eunuchs and children) who:

- Don't have a home or settled place or abode.
- Spend their nights in night shelters, transit homes OR
- Child homes for a short terms stay
- Live on pavements, OR
- Spend their nights sleeping in the place of work such as shops (including dhabas), factories and offices etc. OR
- Spend their nights in/on their means of livelihood such as hand/push carts, rickshaw etc., OR
- Spend their nights in public places such as railway platforms, bus stands, humepipes, under fly-overs, bridges and staircases, places of worship, mandaps etc. OR
- Live in temporary structures at construction sites.

3. Contribution of Homeless

Most homeless are very hardworking people. They are rickshaw pullers, labourers, petty workers, construction workers, porters, head loaders, hammals, rag-pickers etc. apart from beggars and frequently migrating sadhus. Their contribution is invaluable in running the city's business, building Infrastructure and saving the environment. Homeless along

with the slum dwellers are actually the city's moving forces. A large or medium city/town cannot develop its infrastructure without the vast labour force that lives on the streets and in slums.

4. Difficulties of Homelessness:

It is a social paradox that the builders of city don't have a decent place to live. These homeless take refuge on the pavements, under fly-overs, bridges, barren lands, hume-pipes, near railway tracks etc. There are few night shelters for a very small proportion. Majority of homeless have to brave the heat wave of summers, chills of winters and showers of rains in open.

Homeless do not have any proof of identity hence remain deprived of being recognized as lawful citizens of India. They are not only deprived of fundamental rights such as voting but also legitimate benefits of several governmental schemes of State and the Central Governments. They easily fall prey of hostilities of various law enforcement agencies and dislike of powerful middle and upper class lobby.

Even State or Central Government have not taken this section of the Society seriously and never seriously planned for collection of data/statistics about this section of the society and formulating any scheme for their welfare, as is being formulated for Persons living Below Poverty Line (BPL person) or living in Slums (Slum Dwellers). Their welfare is most often denied and ignored despite them being highest in vulnerability. This lends to pathetic conditions, inhuman living, sicknesses and untimely death. It reflects very badly on the city's social consciousness and government's sensitivity.

5. Comprehensive Solutions

Homelessness has several complexities. In order to develop a comprehensive response, different aspects of homelessness needs to be understood. There are some generic needs and there are some specific needs for different categories of homeless citizens. On one hand there are homeless families, who have men, women and children having their social bonds intact, on the other hand there are patients suffering from severe mental illnesses and heavy drug abuse. Their problems are caused by complexities of the government and legal system, socioeconomic disparities, apathy from the civil society and deficiencies related to their own behavioral pattern. Hence, any comprehensive solution to the problem of homeless citizens will be through multi sector

involvement and a positive partnership among the State Government, Civil Society and the homeless, themselves. Homeless children have additional dimensions related to their educational needs and other requirements.

The generic/basic needs like Shelter, Food, Health, Safety and Identity etc. are linked to the basic survival and affect most of the homeless citizens. The State of Haryana has extreme weather conditions and nights of winter can easily kill a person sleeping in open. Similarly, the severe heat waves in the summer and heavy rains during the monsoons cause serious health and survival hazards for the homeless. There should be adequate and dignified shelter facilities that are open throughout the year.

During winters of 2009-2010, Hon'ble Supreme Court took cognizance of the gravity of the issue and recommended following points/steps to States/UTs for the welfare of urban homeless persons:

- i. To build shelters for the urban homeless, with appropriate facilities, to enable them to enjoy their fundamental right to life with dignity. The shelters must be adequate in numbers, in the ratio of at least one per lakh of population in every urban centre. All shelters for homeless people should be functional all through the year and not as a seasonal facility only during the winters. Many occupants are engaged in work during the nights (e.g. headloaders), and thus seek shelters during the day. Therefore, entry to the shelters should be open to homeless all through the day and night. The shelter should at minimum provide for basic facilities such as beds and bedding, toilets, drinking water, lockers, first aid, lockers and recreation facilities. The strength per shelter should be a minimum of 100 occupants.
- ii. 30% of the shelters in every city should function as specialized shelters catering to particularly vulnerable populations such as women, aged, disabled etc.
- iii. To ensure that all rural and urban homeless people in the country should be given AAY ration cards within a maximum of 6 months of this order.
- iv. To ensure community kitchens at the ratio of at least one per 20,000 urban population, within 6 months of this order. Wholesome and hygienic meals should be provided within 10 rupees per meal to all working male homeless people, at 5 rupees for women, and free for children, the aged, infirm and destitute.
- v. To open at least one high-quality residential school for homeless street boys and girls, on the lines of Kasturba Gandhi Vidyalyas for every 50,000 of urban population within one year of this order.
- vi. Any death occurring on the streets and any unclaimed body, not resulting from an accident, must be treated as a possible starvation death unless proved otherwise, entailing mandatory inquest as per Cr. PC by an executive magistrate, a verbal autopsy by recognized NGOs, and a post mortem by doctors, to ascertain whether death was caused by severe food deprivation. In the event of the death being

proved to be by starvation, stringent punitive action taken for the same along with compensation to next of kin should be ensured.

- vii. To conduct a comprehensive survey and identify the Urban Homeless within 6 months.

The Government of Haryana took the recommendation of Hon'ble Apex Court very seriously and immediately conducted a survey during March-2010 to June-2010 through District Red Cross Societies for the identification of urban Homeless families/population. As per that survey, there were 1633 urban homeless families constituting 5491 urban Homeless population in the State. It was observed that due to strong social bonding, economic prosperity and good infrastructure, the problem of homelessness in Haryana State is not so widespread and is confined to some urban areas only. The above survey revealed that there was no homeless family/person in 44 towns and the number of homeless persons was below 200 in 25 towns and the number of homeless persons above 200 was only in 8 towns. These eight towns are either industrial towns or towns of religious importance. On the basis of above survey, it has been decided that:

- Urban Local Bodies Department would be nodal department for coordinating with other departments for providing relief to urban homeless persons.
 - Urban Local Bodies Department will conduct another survey, through District Red Cross Societies. A specific Performa (at annexure-I) has also be designed to collect maximum data (i.e. Name, Father's name, Stay at night, State, Education, Occupation, details of family members, whether availed benefit of any Govt. Scheme etc).
 - Urban Local Bodies Department would prepare a standard design of night shelter with the provision of separate accommodation for women. There should be provision for kitchen, bathroom, toilets, store-room, lockers, beds, bedding, drinking water, first-aid, recreational facilities and a room for care-taker etc. in a Night Shelter.
- District Red Cross Society will maintain the data/record of urban homeless survey and will share it with all other agencies/Departments involved in providing basic amenities / facilities to urban homeless families/population.
- District Red Cross Society, as per direction of UHDLCC, will also guide the concerned ULB about maintaining the record of persons staying in the each night shelter. If possible, police verification of each person seeking shelter in Night Shelter may be made mandatory.
- The Deputy Commissioner of each district will nominate District Red Cross Society for co-ordination all the activities meant for urban homeless population of the District.

- The Deputy Commissioner of each district will identify one NGO as nodal agency in each district, to make arrangement for shelters and food for urban Homeless families/persons.
- The Deputy Commissioner of each district will identify at-least one Dharamshala and one religious/charitable organization in each town for providing shelter & food as the number of shelterless families/persons in most of the towns is very less.
- Urban Local Body of a town, having 200 or above urban homeless population or town of religious importance, will identify land/site and prepare estimate(s) for the construction Night Shelter(s) and submit the same through Director, Urban Local Bodies Department for seeking financial assistance from Labour Department.
- Running & maintenance of Night Shelters would be a very tedious job, as such the possibilities of involving NGOs/Charitable organizations for its operation shall also be explored by ULB of concerned town in consultation with District Nodal Agency (i.e. District Cross Society).
- Labour Department shall provide funds for the construction of Night Shelters.
- The Social Justice & Empowerment Department would extend the benefit of all the schemes meant for BPL persons to homeless families also, by revising the norms.
- The Social Justice Department would make scheme to give compensation, in case of starvation deaths, to next of kin of the deceased.
- The Food & Supplies Department would make a strategy/ policy regarding issue of AAY food permits to Homeless families.
- Department of School Education would make arrangement to adjust street boys and girls in existing Residential Schools run by Education Department. The Department would also make efforts to adjust street children in the existing nine Kasturba Balika Schools or make arrangement for their school education in Govt. Schools.
- The Labour Department would also explore the possibilities for setting up more "Home for destitute/street children in the towns, having larger number of homeless population, on the pattern of "Homes" run by the Department in the towns of Faridabad, Panipat and Yamuna Nagar.
- Health Department would also formulate a specific policy to provide free transportation in case of emergency to the nearest Hospital and free OPD services, indoor services & medicines to urban Homeless persons.
- The Revenue and Disaster Management Department would make arrangements for registration of urban homeless population under UID programme (i.e. ADHAR).
- Necessary instructions will be issued to concerned Municipal Corporation/Urban Local Bodies to make requisite provision for Social Housing under newly launched scheme of Rajiv Awas Yojana (RAY) by Ministry, Housing & Urban Poverty Alleviation, Govt. of India.

6. Institutional Framework:

It has been noticed that at present, there is no proper structure to handle the complexities of Homelessness. There is an urgent need to have a competent structure which should be dedicated to provide the entitlements to the homeless citizens. It would also look into the resource mobilization and inter-Department coordination.

Urban Local Bodies Department will be nodal Department for coordinating with other departments for providing relief to urban homeless persons. However, other concerned Department(s) shall take independent actions/steps for making required arrangements for providing relief of their schemes to urban homeless families/population by making requisite modification(s) in their existing or future schemes. In order to implement various decisions/policy(ies) and review the progress, the following structure/committee at State, and District level shall be set-up/created

6.1. Urban Homeless State Level Co-Ordination Committee (UHSLCC):

At State level, a Committee headed of Chief Secretary, Haryana consisting of Financial Commissioner & Principal Secretaries of different departments will be constituted, which may be as under:

Sr. No.	Designation	Status
1	Chief Secretary, Haryana	Chairperson
2	Financial Commissioner & Principal Secretary, Urban Local Bodies Department	Member Secretary
3	Financial Commissioner & Principal Secretary, Home Department	Member
4	Financial Commissioner & Principal Secretary, Revenue & Disaster Management Department	Member
5	Financial Commissioner & Principal Secretary, Food & Supplied Department	Member
6	Financial Commissioner & Principal Secretary, Social Justice & Empowerment Department	Member
7	Financial Commissioner & Principal Secretary, Labour Department,	Member
8	Financial Commissioner & Principal Secretary, Education Department	Member
9	Financial Commissioner & Principal Secretary, Power Department,	Member
10	Any other person nominated by Chief Secretary, Haryana	Member

UHSLCC will periodically review the progress achieved or arrangements made for providing basic amenities to urban homeless population of State. The Committee shall also issue directions, as and when required, to concerned Departments/Agencies for making necessary arrangements for the welfare of urban homeless families/persons.

The Principal Secretary of concerned Department will further issue necessary directions to Department for the implementation of guidelines/directions/decisions, pertaining to that Department, taken by the committee and also periodical review the progress achieved by the Department. All the Concerned Departments will send periodical progress to nodal Department.

6.2 Urban Homeless District Level Co-Ordination Committee (UHDLCC):

The Deputy Commissioner of each District will nominate District Red Cross Society of District as nodal agency for co-coordinating and implementing the various decisions/directions issued by State Level Co-ordination Committee (UHSLCC) for the welfare of urban homeless population. The composition of UHDLCC may be as under:

Sr. No.	Designation	Status
1	Deputy Commissioner-cum-Chairman, Red Cross Society	Chairman
2	Sub-Divisional Magistrate/City Magistrate	Member
3	Municipal Commissioner/ Executive Officer/Secretary of ULB of each Town of the District	Member
4	Secretary, Red Cross Society of each District	Member Secretary
5	District Food & Supplies Officer	Member
6	District Social Welfare Officer	Member
7	Chief/Superintending/Executive Engineer of Electricity Department	Member
8	District Revenue Officer	Member
9	District Health Officer	Member
10	Any Other Officer Nominated by Deputy Commissioner	Member
11	Representative of NGO/Religion/Charitable Organizations involved in welfare of urban homeless population	Member

The survey for identification of urban homeless families/population or updating existing data of urban homeless population, as and when decided by State, will be conducted by District Red Cross Society. District Red Cross Society will computerize entire data of urban homeless families/population and will further share it with other Departments/Agencies involved in the implementation of various schemes / programmes for the welfare of urban homeless families/persons.

UHDLCC will identify one NGO as nodal agency in each district, to make arrangement for shelters and food for urban Homeless families/persons. UHDLCC will also identify at-least one Dharamshala and one religions/charitable organization in each District/Town to provide shelter & food as the number of shelterless families in most of the towns is very less. UHLDCC will also periodical review the arrangements made at town level

for the welfare of urban homeless population. The UHDLCC will ask the Urban Local Bodies of town, which has 200 or above urban homeless population, to identify land/site for the construction of Night Shelter(s). UHDLCC will examine and forward estimates/plans, prepared by ULBs for seeking funds for the construction of Night Shelter(s), to Labour Department, Haryana through Directorate, Urban Local Bodies. UHDLCC will collect periodical progress report from each ULB and further submit it to UHSLCC/State Nodal Department for further review and taking further necessary action.

The Commissioner, Municipal Corporation/Executive Officer/Secretary of concerned Urban Local Body will be overall responsible for running & maintenance of Night Shelter(s) of the town. As running & maintenance of Night Shelters would be a very tedious job and the possibilities of involving NGOs/Charitable organizations for its operation shall also be explored by U.L.B. of concerned town in consultation with District Nodal Agency (i.e. District Cross Society) or instructions issued by UHDLCC.

Every able bodied person seeking shelter in the Night Shelter will require to pay nominal daily/monthly charges decided by the UHDLCC of concerned District. In case, such person find it difficult to pay the minimum charges due to unemployment, the concerned ULB would explore the possibilities to provide him/her job, at prevailing minimum wages, at works being executed directly or through contractor under various State Government schemes/ Programmes of different State Government Departments/Agencies.

7. Funding/Augmentation of financial resources:

The funds for the welfare of urban homeless families/persons will be arranged by concerned Departments by dovetailing funds of their ongoing schemes. Labour Department will provide funds for the construction of Night Shelters. The Concerned ULB in consultation with UHDLCC will explore the possibilities to involve local NGO/Religious/Charitable Organization for running & maintenance of Night Shelter(s).

8. Involvement of Charitable/Religious/Corporate Houses:

The growing corporate sector can play an important role in not only mobilizing resources and money but also lending hand in service delivery. They can help in creating sensitivity and awareness among their employees. The State Government shall approach the HUDCO etc. to create a concerted response. Similarly the various Management

Committees of religious/Charitable organizations have been traditionally taking care of the destitute. The UHDLCC will reach out to them to further augment their response to homeless citizens.

8.1. Role of NGOs/ Charitable/Religious/ Voluntary Organizations

Most of urban homeless population move from one place/ town to another place/ town and it is very tedious job of mapping, managing and analyzing data of such floating families/persons (urban homeless). The NGO/Voluntary/Religious/Charitable Organization may play following vital roles in identification, mapping/ updating data and managing the basic services for urban homeless population:

1. UHDLCC may involve NGOs/ Voluntary/ Religious/ Charitable Organizations in identification and mapping or updating the data of urban homeless families/persons as and when planned by State/UHSLCC. UHDLCC of concerned District may assign responsibilities to these organizations at various stages of identification, mapping and managing urban homeless data (i.e. cluster identification, data capturing, preparation of various analysis etc.)
2. UHDLCC may involve NGOs/ Voluntary/ Religious/ Charitable Organizations in organizing and coordinating basic services such as food, AAY ration cards, shelter, health (including mental health), education, Voter/UID Cards, entertainment and publicity about night shelter(s) & arrangements made therein for the target population.
3. NGOs/ Voluntary/ Religious/ Charitable Organizations may also play a vital role in skill development, behavioral change and vocational training and literacy programmes for all the sections of homeless (male, female, disabled, adolescent etc).
4. NGOs / Voluntary/ Religious/ Charitable Organizations may organize infotainment, street theatre and awareness campaigns for homeless. Social audits and participatory evaluation of policy may also be organized through these organization(s).
5. They may be used for ascertaining the grievances, suggestions and views of the homeless population.

9. **Reporting and Monitoring**

1. The Management Committee (NGO/ Religious/ Voluntary Organization)/ Care Taker of each night shelter (permanent or temporary) will submit report by 5th of each month, on each and every issue/arrangement/facility provided to urban homeless families/persons residing in that night shelter, to ULB of concerned town in performa at annexure-II.
2. Each ULB will submit consolidated report of night shelter(s) run in that town to District Red Cross Society of concerned District by 7th of each month. .
3. Apart from ULBs, District officers of concerned Departments (i.e Health, Education, Home, Social Justice & Empowerment, Labour, Food & Supplied, and Revenue & Disaster Management etc.) will submit quarterly progress report to their Directorate with a copy to Deputy Commissioner of concerned District by 7th of each quarter.
4. The UHDLCC will periodically review the progress achieved by ULBs and District Officers of different Departments.
5. Directorate of concerned Departments will further forward consolidated quarterly progress report to nodal Department i.e. Urban Local Bodies Department.
6. The Financial Commissioner & Principal Secretary of concerned Department will periodically review the progress achieved by the Department and if required, will issue necessary directions for improving or making the necessary arrangements as committed by the Department.
7. UHSLCC will further review and discuss the progress achieved by different Department, in its meetings.

*_*_*_*

फार्म संख्या	जिला	न0प0	वार्ड	बस्ती	परिवार

1. जिला :..... कस्बा:..... वार्ड/सैक्टर संख्यां:.....
- 2 क. मुखिया का नाम:..... लिंग: पु0 स्त्री पिता/पति का नाम
- गली/रात्री व्यतीत करने के स्थानबस्ती/मौहल्ला.....
- 2.ख-क्या परिवार के मुखिया की आयु 60 वर्ष या अधिक है हॉ नहीं स्वास्थ्य कैसा है ठीक बीमार
3. क्या परिवार मूलतः हरियाणा राज्य का निवासी है: हॉ नहीं
- क्या गांव से पलायन किया है : हॉ नहीं
- 3.ख. यदि नहीं तो मूल राज्य का ब्यौरा:गांव/शहर.....जिला.....राज्य.....
4. धर्म: हिन्दु सिख मुस्लिम ईसाई अन्य
5. वर्ग: सामान्य अ0जा0अ0ज0जा0 पिछडा वर्ग अन्य
- क्या विकलांग है! हॉ नहीं
6. मातृ भाषा: हिन्दी पंजाबी अन्य
- 7 क. शिक्षा: की स्थिति: शिक्षित अनपढ़
- 7 ख. तकनिकी शिक्षा: हां नहीं यदि हां,, किस विषय/ क्षेत्र में.....
8. रोजगार की स्थिति:
- कार्यरत: मजदुरी फेरी/रेहड़ी भिखारी अन्य बेरोजगार
9. परिवार का बेघर होने का मुख्य कारण:ऋण दिवालिया घरेलू कलह अन्य
10. निवास की अवधि: 1 वर्ष से कम 1-3 वर्ष तक 3 वर्ष से अधिक
11. राशन कार्ड:: सामान्य पीला गुलाबी बना नहीं
- 12: क्या सरकार की किसी योजना के अन्तर्गत लाभार्थी: हॉ नहीं
13. ऋण की स्थिति:-रिस्तेदारों/मित्रो साहुकार/बैंक/वित्तिय संस्थान अन्य
14. परिवार का विवरण:

सदस्य कोड	सदस्य का नाम	लिंग	विकलांगता हॉ / ना	आयु	वैवाहिक स्थिति	मुखिया के साथ सम्बन्ध	शिक्षा	कार्यरत/ बेरोजगार	व्यवसाय (भीख सहित)	कार्य के घंटे	मासिक आय
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
								कुल आय			

हस्ताक्षर/अगुंठा (पूर्ण नाम सहित)
बेघर परिवार के मुखिया/सदस्य

सर्वेक्षणकर्ता के हस्ताक्षर

Monthly/Quarterly Report for Shelter that is Operational

(Please use separate performa for each shelter)

1. Name & Address of the Shelter: _____

2. Location Landmark _____
3. Operational since _____
4. Kind of shelter (Temporary/Permanent)_____
5. Person In-charge (Name & Tele/Mob. No.)_____
6. Capacity of the Shelter (Numbers of homeless it can accommodate) _____
7. Shelter for : Men/Women/All/Disabled/Children/any other _____
8. Budget allocated for the year _____ Budget utilized during _____ to _____

Particulars	Yes/No	Numbers/Details
Number of beds & mattresses		
Potable drinking water		
Food availability		
Nos. of function bathrooms & toilets		
Linkage with primary health centre/referral services for health		
Nos. of homeless referred for medical services during _____ to _____		
Electricity provisions	Lights	
	Fans	
Recreational facilities available		
Other details:		
1		
2		
3		
4		
5		