



Ministry of Housing and Urban Affairs  
Government of India

# New Urban Poverty Alleviation Mission

**Social Infrastructure**

[Operational Guidelines]

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PILOT IMPLEMENTATION

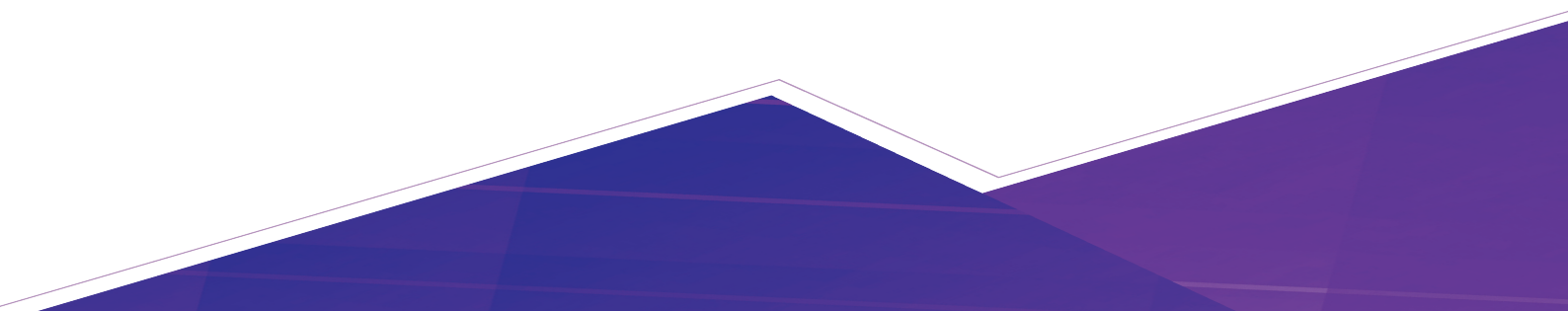


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# List of Abbreviations ►

|       |                                       |
|-------|---------------------------------------|
| ALF   | Area Level Federation                 |
| CBO   | Community Based Organisation          |
| CLC   | City Livelihoods Centre               |
| CIG   | Common Interest Group                 |
| CLF   | City Level Federation                 |
| CMMU  | City Mission Management Unit          |
| CSR   | Corporate Social Responsibility       |
| DMMU  | District Mission Management Unit      |
| ICDS  | Integrated Child Development Scheme   |
| MoHUA | Ministry of Housing and Urban Affairs |
| NGO   | Non-Government Organisation           |
| O&M   | Operations and Management             |
| PDC   | Proposed Date of Completion           |
| PDS   | Public Distribution System            |
| PRC   | Project Review Committee              |
| PWD   | Public Works Department               |
| SHG   | Self Help Group                       |
| SMA   | Shelter Management Agency             |
| SMC   | Shelter Management Committee          |
| ULB   | Urban Local Body                      |
| UT    | Union Territory                       |

Cities are increasingly becoming hubs of economic opportunity, innovation, and cultural exchange, driving India's growth. However, for millions of urban poor, this urban growth presents significant challenges. The lack of adequate social infrastructure disproportionately affects vulnerable population, limiting their access to basic necessities. Addressing these gaps is crucial to fostering inclusive growth and reducing urban poverty. Without targeted investments in social infrastructure, urban centres risk deepening inequalities, exacerbating poverty, particularly among the urban poor who remain on the fringes of development.

For instance, a critical issue within this dynamic is the plight of urban homeless persons. Despite contributing significantly to the economy of cities, particularly as labourers in the informal sector, they remain vulnerable without access to shelter or social security. These are compounded by the lack of access to services such as healthcare, education, food, water, and sanitation. This situation underscores the urgent need to create comprehensive social infrastructure that addresses their basic needs and secures their rights as contributors to the urban economy.

Similarly, India's labour market is predominantly characterised by informal employment. A large segment of the workforce relies on casual and unregulated work to earn their livelihood. These informal workers congregate in unregulated space in search of daily wage employment and are frequently subjected to harsh conditions, such as exposure to extreme weather, exploitation, and health hazards, as they operate in areas without proper infrastructure. The absence of a formal social infrastructure for these workers amplifies their vulnerability.

Recognising these challenges and others, this Mission seeks to improve the lives of the urban poor by creating social infrastructures with a focus on persons engaged in vulnerable occupations to address their occupational, social and residential vulnerabilities. Social infrastructure under the Mission will include, inter alia, building Shelters for Urban Homeless (SUH), City Livelihoods Centres (CLCs), well-equipped Labour Chowks for daily wage workers (especially construction workers), and care infrastructure (as day-care centres and multi-generational care centres).

By addressing these critical aspects of social infrastructure, the Mission aims to provide the urban poor with the essential support and entitled services they need to navigate the challenges of city life. This approach ensures that vulnerable population may have access to the necessary cushion of services, fostering social equity and improving their quality of life, even amidst rapid urbanisations. By prioritising the needs of the urban poor, the Mission aims to bridge gaps in access and create a more inclusive urban environment for all.

## **The Key objectives of the Social Infrastructure component of the Mission are to:**

- Support the livelihoods of vulnerable groups within urban population by providing inclusive social infrastructure.
- Strengthen market access and economic networks for urban poor communities by creating platforms where they can market and sell their goods and services, ensuring equitable access to economic opportunities.
- Ensure adequate shelter and access to basic infrastructure for vulnerable urban population, especially the homeless to address their residential, social and occupational vulnerabilities.

The subsequent sections provide detailed operational guidelines for the implementation of the various social infrastructure as envisaged under the Mission.

## 2.1 Introduction ►

**2.1.1** The Mission seeks to establish Shelters for Urban Homeless (SUH), with a particular emphasis on Million Plus Cities. These shelters, equipped with essential services, aim to support homeless migrants and other vulnerable occupational groups, providing them with dignified living conditions.

**2.1.2** Homeless persons include persons who do not have a house, either self-owned or rented, but instead live and sleep on pavements, at parks, railway stations, bus stations and places of worship, outside shops and factories, at construction sites, under bridges, in hume pipes and other places under the open sky or places unfit for human habitation.

**2.1.3** It is understood that many occupants of shelters are engaged in work during the night (e.g. as head-loaders), and thus need shelters to sleep in, during the day. Casual workers also often do not get employment on a daily basis, and so they may need shelter during the day and not just at night. Therefore, the Mission envisages providing shelters accessible to these homeless persons at all times of the day.

## 2.2 Norms and Types of Shelters ►

**2.2.1** The shelters should be permanent, i.e., all-weather shelters for the urban homeless. In each shelter, provisions should be made for a minimum of 100 persons. However, depending upon local conditions, provisions to cater to 50 or more persons may also be made. In exceptional situations (vis. required land is not available, low number of homeless population in the city, etc), shelters with lesser capacity may also be approved through Ministry of Housing and Urban Affairs (MoHUA).

**2.2.2** Apart from the homeless, some of these shelters may also cater to the most vulnerable groups within the homeless population such as (a) single women and their dependent minor children, (b) elderly, (c) persons with mental illness, (d) persons with disabilities, (e) non-local poor visitors like patients and their attendants, (f) persons in vulnerable occupations, and (g) beggars, etc. An actual break-up would depend on local particularities, and size of the city, and the total number of shelters. States/ULBs may consider setting up separate shelters to cater the special needs such as:

- **Shelters for men:** Since the proportion of men among the homeless is higher<sup>1</sup>, separate shelters for men could be built to primarily cater to them.
- **Shelters for women:** Shelters for the exclusive use of women in terms of its location, design, services, and support systems, may be designed to cater to the needs of women and their dependent children.
- **Shelters for family:** For families living on the streets, family shelters may be provided with a special design for privacy, with shared common spaces.
- **Special Shelters:** Considering special needs for segments of homeless persons, such as aged/elderly without care /persons with disabilities/mental illness without care, recovering patients and their caretakers, attendants of non-local patients, non-local visiting students etc, special shelters may be provided. Special shelters for homeless transgenders who are abandoned by their families, or involved in begging may be established separately conforming to the social stigma.

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

## 2.3 Facilities at the Shelters ►

**2.3.1** The shelters will be permanent, running throughout the year; and open every day for 24 hours. The following services and facilities should be provided at the shelters for dignified living:

- First aid kit.
- Pest and vector (mosquito) control.
- Comfortable beds with clean linen and laundry (blankets, mattresses, and sheets, etc) and premises.
- Clean toilets, bathrooms, and any other sanitary provisions.
- Common kitchen/ cooking space, necessary utensils for cooking and serving, cooking gas connections, etc.
- Personal lockers/ cupboards for personal storage space
- CCTV cameras for security.

**2.3.2** Desirable amenities/ services:

- Common recreation space.
- Availability of care/ first aid room.
- Childcare facilities for children by linking the shelter to the nearest Anganwadi Centres.

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<sup>1</sup> The Sex Ratio of houseless population of India is just 694 females per 1000 Males (Census 2011).

- Availability of space for lactating mothers.
- Facilitation for convergence with other services/entitlements as detailed in 2.4.
- Linkages with community kitchens, livelihood centres, skilling development centres should be encouraged.

Incorporation of universal accessibility<sup>2</sup> and inclusive design principles and safety and security provisions should be ensured.

## **2.4 Linkages with Entitlements** ►

**2.4.1** Shelters will also serve as a space for convergence and provision of various entitlements of social security, food, education, and health care services. All homeless persons, in shelters, should be considered for linkage with various central/ state government schemes, and programmes, as per their eligibility.

**2.4.2** The Shelter Management Committees (SMCs) (see 2.7.3) or Shelter Management Agencies (SMAs) (see 2.7.1) would be responsible to ensure the availability of various entitlements and benefits to the homeless.

**2.4.3** Data of shelter residents, especially those who are engaged in vulnerable occupations<sup>3</sup> either part-time/full-time, etc., may be shared with ULBs for enumeration and socio-economic profiling under the Convergence initiatives of the new Mission.

**2.4.4** District Magistrate/District Collector play a crucial role in linking the urban homeless of the district with various welfare schemes and programmes. The District Level Committee (DLC) formed under the Mission should be leveraged to review and monitor the implementation of the Mission at least once every three months. The DLC should ensure the entitlements/scheme linkages to eligible beneficiaries happen in a timely manner.

**2.4.5** The SMC and SMA should also focus on supporting the urban homeless in the shelter transition to secure long-term accommodation vis., working men/women's hostels, migrant labour hostels, housing. These may be promoted by the States/ULBs for addressing homeless with a progressive outlook.

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<sup>2</sup> In accordance with Harmonised Guidelines and Standards for Universal Accessibility in India, 2021.

<sup>3</sup> Vulnerable groups under the Mission include domestic workers, transportation workers, construction workers, waste managers, care workers and gig workers.

## **2.5 Identification of Homeless and Location of Shelters** ►

- 2.5.1** The location of the shelter should be as close to homeless concentrations and work sites as possible. They may preferably be located close to the areas with high demand like railway stations, interstate bus depots/terminals, wholesale markets/ mandis (market yards), popular religious places, etc. The location may be decided after mapping the concentration areas where homeless persons reside and work.
- 2.5.2** Systematic third-party surveys would be undertaken in cities/towns by the local/municipal bodies to assess accurately the need for shelters at suitable locations. As far as possible, the sites that offer maximum convenience to the beneficiaries may be identified. While undertaking the survey and identifying beneficiaries, the ULB may involve civil society representatives to support the third-party surveys. An outline of the process for conducting surveys is placed in Annexure-1.
- 2.5.3** The shelters may be permitted in residential, commercial, industrial, transportation and public and semi-public use zones and in other use zones 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.
- 2.5.4** The ULBs may plan the shelters along with City Livelihoods Centres (CLCs) under the Mission, at one place to efficiently utilise the land/building and to integrate the services/ scheme benefits.
- 2.5.5** In case of non-availability of suitable land for construction of shelters near to the places of congregation of homeless, suitable buildings can be taken on rent for operating as an interim arrangement.
- Efforts need to be made by the States/ UTs to provide permanent shelters to homeless.
  - The cost of refurbishment of buildings taken on rent may be borne from funds available under social infrastructure component of the Mission after review by Project Review Committee (PRC) (see section 7) of the respective State/UT and with approval from MoHUA.
  - The PRC will estimate the suitable rent by taking into account the Public Works Department (PWD) rates/ prevailing market rate.
- 2.5.6** The location of shelters should be mapped and geo-tagged. Efforts should be made to make this information available to the public using digital platforms/ mobile applications, city maps, pamphlets, hoardings etc.

## 2.6 Design of Shelters ►

**2.6.1** 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 buildings as homeless shelters will be allowed.

**2.6.2** Where existing infrastructure/ public buildings are being used, suitable refurbishment may be done to meet requisite services/ space requirements.

- If the land is available, then rooms may be added on the same floor and if required, additional floor/ floors can be constructed.
- Old/ dilapidated structures may be removed to make space for new shelters to ensure efficient use of land resources.
- For refurbishment and utilisation of existing buildings as shelters, the required Building Fitness Certificate should be obtained from competent authorities.

**2.6.3** Permanent shelters may be built of concrete or durable and weather-proof alternate structures, incorporating environmentally friendly designs, rainwater harvesting, solar heating/ lighting facilities, etc. For constructing new shelters, the State Governments should explore the use of innovative technologies and designs for low-cost and energy efficient buildings as far as possible. These structures should be designed to be disaster-resilient, capable of withstanding natural disasters and minimising their impact on communities, while also being climate-resilient, ensuring they can endure and recover from the effects of climate change.

**2.6.4** Adequate supply of electricity and water should be arranged at the time of formulation of the proposal.

**2.6.5** Effort should be made at the State/ULB level to include shelters for urban homeless while preparing the Master Plan and other development plans for the city.

**2.6.6** Newly constructed shelters or refurbished and operated with Operation and Management (O&M) support of the Mission should incorporate universal accessibility features.

## **2.7 Operation & Management of Shelters** ►

**2.7.1** O&M of the shelters can be undertaken by ULBs or any other Shelter Management Agencies (SMAs) identified/ empanelled by the State/ULBs such as:

- Homeless persons' collectives.
- Youth and Women's community-based groups.
- Unorganised workers' trade unions.
- NGOs and CSOs registered under the Societies Registration Act, 1860, and Trust Acts or other similar laws of the State Governments.
- Self Help Groups (SHGs)/Area Level Federations (ALFs) / City Level Federations (CLFs) / CIGs and other CBOs recognised by the State Govt/ Urban Self Governments.
- Resident Welfare Associations.
- Public/Private Sector Companies through Corporate Social Responsibility (CSR) or Associations.

**2.7.2** These agencies may also facilitate orientation, training and identification of shelter staff.

**2.7.3** A Shelter Management Committee (SMC) will comprise of a local ward member, ULB representative, caretakers of the shelter, and a few nominated residents of the shelter as members. One or two active CLF/ALF/SHG/CIG members may be included in the committee. The SMC should supervise the day-to-day functioning of the Shelter. The SMC should meet at least once a month.

**2.7.4** Each shelter should have the following minimum full-time staff for looking after daily management, upkeep, cleanliness, and discipline at the shelter:

- One full-time Manager.
- Caretakers i.e. one caretaker for one shift of 8 hours.
- Shelters with women residents should have at least one woman caregiver.

**2.7.5** The staff may be engaged by the ULB or through agencies/institutions responsible for operating the shelters.

**2.7.6** The cost of salary for the above positions can be included in O&M cost of the shelter, however, if more staff is required, then the ULB/State Government may arrange for the funds from other sources.

**2.7.7** O&M support will be continued for those functional shelters which have not completed first 5 years of operation under the DAY-NULM. O&M support will be provided to the shelters for the period of first 5 years of their operation or till the Mission period, whichever is earlier.

### **2.7.8** The following registers will be maintained at all the Shelters –

- Shelter asset inventory book
- Accounts register/cash book to monitor day to day expenditure & receipts
- Attendance register
- Shelter management committee meeting register
- Personnel register with salary payment details
- Housekeeping & maintenance register
- Complaints and suggestion register

### **2.7.9** Regular capacity building programme of the managing staff of the shelter should be carried out to sensitise them towards the needs of the homeless.

### **2.7.10** Additionally, to ensure the deliverance of quality services, regular workshops (6 months or less) may be held among the staff of different shelters in the city. Orientation workshop can be planned for staff starting their roles in managing the shelter.

### **2.7.11** Each shelter should prominently display the rights and responsibilities of the residents.

## **2.8 Guidelines for Shelter Proposal ►**

### **2.8.1** The shelters under this Mission would be established by the State/ULBs and operated either by them or through agencies identified by the State or ULBs. Convergence of this Mission with similar programmes for urban homeless being implemented by States/UTs will be permissible. The State/UTs may also construct shelters with CSR support and other donations. If required, the name of the corporate/ donor can be displayed on the shelter. For these shelters also the O&M support can be availed under the Mission.

### **2.8.2** The agencies as mentioned in para 2.7.1 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 to the capital cost and operations & management cost of the shelters. However, the capital assets so created should be under the ownership of the State Government/ULB.

### **2.8.3** ULB will be required to submit the proposal for the construction and management of shelters with the Proposed Date of Completion (PDCs), other timelines and costing details. The proposal should be forwarded by the ULB to State Mission Directorate, the nodal agency for implementation of the Mission in the State.

### **2.8.4** For the construction of new shelters, the state government is responsible for ensuring the availability of the land.

- In cases where unused land may be available with railways, roadways, Port Trusts, Hospitals, NGOs, Charitable Trusts, or any other such organisations; States/ULBs may enter into an arrangement with the concerned organisation for the use of land for the construction and maintenance of shelters with or without formal transfer of ownership.
- 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 Mission.
- In view of the shortage of land in cities, vertical designs may be considered by the States/UTs to accommodate more homeless.

**2.8.5** 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.

**2.8.6** The proposals should be accompanied by a Detailed Project Report (DPR) with all administrative and regulatory clearances.

**2.8.7** For refurbishment of existing structures, the necessary approvals, lease agreement, ownership deed, and such necessary documents need to be submitted with the project proposal. A proposal for a grant of funds for the operation and maintenance of the existing shelter will also require approval of the PRC and MoHUA.

**2.8.8** If required, prefab structures, porta cabins, or other durable materials could be considered for sanctioning temporary shelter proposals as interim arrangements to provide shelters for the urban homeless. Proposals could be sanctioned considering durability, cost-effectiveness, and use of materials to quickly build temporary shelters. When considering the durable materials for temporary shelters, it is important to ensure that the structures meet safety standards and are suitable for the local climate and environmental conditions. Proper planning, design, and construction supervision are essential to ensure that these temporary shelters are safe and provide adequate living conditions for the homeless.

**2.8.9** The proposal should also contain shelter management mechanism including details of the staff, constitution, roles, and responsibilities of SMC, facilities/amenities being provided at the shelter, operational mechanism, code of conduct for the staff and the residents, responsibilities of the shelter residents, delegation of power to manage/operate the shelter, etc.

- The proposal should also clearly state the process to be adopted for sustaining the shelter after five years or Mission period, whichever is earlier of operation with the indicative revenue generation model for the operation and management of the shelter.

**2.8.10** Mechanism for handing over assets created and its operations and maintenance should be delineated before the submission of a proposal by the ULB.

## **2.9 Ensuring Financial Sustainability ►**

**2.9.1** ULBs can explore different urban planning models to ensure financial sustainability of shelters.

- Shelters may bifurcate the facility into different sections where in one section caters to the urban destitutes with basic facilities for shelter and in the other sections, offer enhanced amenities with higher user fees to generate revenue for the financial sustenance of the facility.
- Collaborating with private entities can further enhance this model, allowing them to invest in shelter development and maintenance in exchange for commercial space and branding opportunities.

**2.9.2** Construction of an integrated facility that combines shelter with a market or business area can enhance sustainability by generating revenue from commercial activities, such as retail spaces and food courts, thereby compensating the operational and management costs. The space created in shelters may be given on priority basis to the SHGs/CIGs for showcase and sell their products on charge basis.

**2.9.3** Not more than 25% of shelter beds may be allocated for revenue generation through nominal rental fees aimed at temporary migrants to the city including youth, job seekers, migrant workers, and hospital visitors. Additionally, a designated section could cater to working individuals or students under a pay-and-stay model, ensuring sufficient space remains available for the homeless.

## **2.10 Sanction of Project ►**

**2.10.1** The PRC (see section 7) will be responsible for consideration and screening of proposals submitted by ULBs under this component of this Mission. Proposals screened by PRC should be then forwarded to MoHUA for approval.

## **2.11 Funding ►**

**2.11.1** One time shelter establishment cost will be provided (see details in section 6).

**2.11.2** Where existing infrastructure/ public buildings are to be used, financial support for suitable refurbishment and augmentation to meet requisite services/space requirements would also be provided as per funding pattern mentioned in section 7.

**2.11.3** In case of agencies as mentioned in clause 2.7.1 above want to contribute funds to the capital cost and/or annual O&M cost, the balance requirement of funds will be shared between the centre and the state in accordance with the funding pattern mentioned in section 7, as applicable.

**2.11.4** For the sanctioned projects, State Mission Directorate would release the funds to ULBs in instalments based on the status of construction/refurbishment. The State Mission Directorate may consider releasing funds to the ULBs subject to utilisation of funds released earlier and satisfactory progress of the construction/refurbishment of the shelter.

**2.11.5** Any cost escalations beyond the original PDC of the project at the time of sanction would be borne by the respective State Government/ULB.

**2.11.6** Central Government would also provide the O&M cost as per the funding pattern mentioned in clause section 6 below. The appropriate O&M cost will be approved by the MoHUA. The following expenditure heads are permissible under the O&M cost for shelters:

| Sr No. | Expenditure Heads                  | Details                                                                                                      |
|--------|------------------------------------|--------------------------------------------------------------------------------------------------------------|
| 1      | Annual Maintenance cost/shelter    | Includes expenditure for electricity and other miscellaneous expenses.                                       |
| 2      | Annual Servicing Cost              | Includes cost of upkeep, maintenance, replenishment of bedding and kitchen equipment etc.                    |
| 3      | Annual Cost of providing free food | Fully subsidised meals for old, infirm, children, persons with disability, and persons with chronic disease. |
| 4      | Staff Salary                       | Includes 3 caregivers in 8-hour shifts and 1 full-time manager.                                              |
| 5      | Rescue and mobilisation drives     | Includes cost of mobilisation drives for urban homeless.                                                     |

- To ensure safety and security of residents, ULBs may take measures to deploy security guards in the shelter homes from their own resources.

**2.11.7** The funds for the O&M 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 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 State Mission Directorate.
- ULBs to ensure timely payment of O&M costs to the SMAs running the shelter homes.

**2.11.8** States/UTs/ ULBs will provide funding support for O&M of the shelters from their own source/CSR support or any other source which have completed five years of its operation under the Mission.

## 2.12 User Fees ►

**2.12.1** User fees, if any, will be levied to improve the participation of the residents in the operations of the shelter and will be modestly priced. The fund so collected could be utilised for the maintenance of the facilities. The following will determine the norms and application of user fees by any implementing authority:

- 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.
- Meals provided at the shelter must be fully subsidised for old, persons with disabilities, children and persons with chronic disease. For other shelter residents, meals may be provided at subsidised costs by the State/ULB.  
Effort may also be made to tie up with such charitable, religious or any other organisation that could provide free food for residents.
- All residents will be encouraged to offer voluntary services for maintenance of shelter homes including mess facilities, cleanliness, etc. on a rotation basis (e.g. half day service per person/week). These norms are to be evolved by the shelter manager together with the shelter management committee.
- Nominal rental fees might be collected from temporary migrants/inhabitants including youth/ job seekers, migrant workers, hospital visitors, and patient attendants. Nominal charges might be collected on the pay-and-stay sections, as detailed in 2.9.

## 2.13 Monitoring and Evaluation ►

**2.13.1** Under this Mission, an Executive Committee (EC) under the chairpersonship of the Municipal Commissioner/Executive Officer is required to be constituted as per the proposed administrative and monitoring structure, to manage the affairs of this Mission. 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 organisations, line departments and elected representatives, etc. The EC should meet at least once in a quarter.

**2.13.2** To address the grievances of urban homeless, a dedicated cell should be established at the ULB level, where any complaints can be lodged. The cell will resolve the received grievances in a time-bound manner and work closely with other stakeholders such as NGOs, SMAs, and local authorities to ensure that the needs of the urban homeless are addressed. The EC will monitor the activities of cell. States/ULBs to start a helpline number for the urban homeless.

**2.13.3** The State Mission Directorate and the ULBs/executing agencies should 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.

**2.13.4** The State Mission Directorate, District Mission Management Unit (DMMU) at the district level and City Mission Management Unit (CMMU) at the ULB level will closely monitor the progress of activities/targets under this component and undertake reporting and evaluation. The State Mission Directorate and the ULB/ executing agencies should report timely progress in formats prescribed by the National Mission Directorate from time to time, indicating the cumulative achievement monthly and up to the end of the quarter and key issues in implementation.

**2.13.5** In addition, under this Mission, a comprehensive and robust IT-enabled 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 the Mission activities, key progress reports under SUH and other Social Infrastructures will also be made available in the public domain in a timely manner. The Ministry will develop an integrated mobile app to administer and monitor the Shelter for Urban Homeless. This app will include features such as geo-tagging to enhance monitoring and help users find a wide variety of location-specific information from a device.

**2.13.6** The State/ULB would undertake independent quality evaluation for quality checks on projects being implemented. In addition, quality audits of operational shelters will be conducted at the shelter level on a quarterly basis. The audits are expected to be conducted by third-party external reviewers such as universities, independent institutes, and civil society organisations appointed for the purpose. These audits should be conducted unannounced by using methods of observation and interview. Separate interviews should be held with staff and residents of the shelters.

**2.13.7** Apart from that, a social audit to assess the quality of shelter homes of each shelter should be organised at least once a year.

**2.13.8** The State/ULBs should prescribe norms and guidelines on the Grievance redressal mechanism. Some indicative guidelines in this regard are as follows:

- All shelters need to maintain a complaint register at the shelter itself where residents can record complaints. There needs to be a locked box for those who choose to use it for complaints.
- The Shelter Manager will be responsible for ensuring that complaints are redressed within a maximum of 15 days of being recorded. However, complaints that require immediate redressal, such as clogged toilets, inadequate bedding, and no drinking water, should be addressed within 24 hours.

- Registers must be examined at periodic intervals by the SMC, which will ensure the timely redressal of complaints. If the grievance at this level is not redressed then the EC at the city level which is responsible for the review and supervision of the working of shelters, may be approached.
- The complaints received through other means like telephone calls, e-mails, and text messages should also be entered in the complaint register and should be redressed within 15 days.
- Efforts should be made to develop a suitable portal for online registration of complaints in addition to manual complaint Register.

**2.13.9** Shelters may be linked with a high school or college, so that the students can engage with the inhabitants of the shelters, ensuring the quality of the shelters, and learning community service.

**2.13.10** To address security issues and ensure monitoring of shelters for vulnerable groups, CCTV cameras may be installed at entry and exit points of shelters.

## **2.14 Identification and Rescue** ►

**2.14.1** ULBs may take efforts to ensure maximum outreach to identify homeless persons. The agency running the shelter should have the responsibility of identifying the homeless persons, counselling, and persuading them to come to the shelter.

**2.14.2** CBOs, NGOs, and any other organisation working for the cause of the urban homeless should be sensitised, trained, and motivated to bring the homeless to the shelter.

**2.14.3** Persons with disabilities, sick, victims of crime, destitute, minor children, and other vulnerable groups should be handled with extreme sensitivity. They should be rescued from the streets and brought into the shelter.

**2.14.4** The agency should take the rescued sick person to the nearby hospital for medical treatment if required.

**2.14.5** During the process of rescue of urban homeless people, local police should be informed. Simultaneously, the social welfare department; women and child welfare department; or any other concerned department should be contacted to facilitate their stay and recovery in their specific homes which are equipped to deal with their specific needs.

**2.14.6** Action Plans and Standard Operating Procedures (SOPs) should be developed for taking care of urban homeless during situations like extreme cold/hot seasons, pandemics, disasters, etc.

## **2.15 Admission and Reintegration ►**

- 2.15.1** The socio-demographic particulars of the individuals should be collected by the shelter coordinator in the prescribed form (Annexure-2) at the time of admission to the shelter.
- 2.15.2** Counselling support to the residents should be provided by the Shelter Coordinator/ Manager.
- 2.15.3** Local police should be actively involved in tracing the family of the homeless whenever required.
- 2.15.4** If the homeless individual is deserted from the family, then enquiry/counselling session with the family should be arranged to explore the possibilities of immediate reintegration; after careful verification of documents available with the family. This should be done with the involvement of concerned Welfare Departments/ Police/ NGOs /CBOs closely working with the homeless.

## **2.16 Publicity of Information ►**

- 2.16.1** Effective branding and publicity are essential to ensure that information about shelters for the urban homeless reaches those who need it most. States/UTs/ULBs should implement a comprehensive communication strategy to create widespread awareness and branding of shelters. Posters, banners, and hoardings should be placed at all vantage points like railway stations, bus stands, hospitals, parks, important market areas, etc., for wide publication of the location and facilities available in the shelter. Leaflets and the local newsletter should carry news about the shelters for wider dissemination. Public service announcements on local radio and television, along with social media campaigns, can amplify the message.
- 2.16.2** Regular updates and visibility on government websites, along with easy access to helplines, will also enhance the outreach and ensure that the shelters serve their purpose effectively. Handholding of the homeless should also be done with the involvement of CBOs, NGOs, NSS, Student Volunteers etc., on a regular basis so the homeless people could be sensitised and encouraged to use the shelters.
- 2.16.3** Efforts to develop a strong identity among the shelters should be made. States may be directed to formulate branding guidelines. This may include, but is not limited to, assigned colour, uniform design and size of the signages and hoarding and uniform façade and design of the building.

The informal sector has traditionally provided essential services such as security, carpentry, gardening, construction, plumbing, electrical work, healthcare support, and housekeeping to middle- and higher-income urban groups. However, these services are often unorganised and unreliable in many urban areas.

Despite producing marketable goods and services, the urban poor often struggle to find viable markets for them. They also lack awareness of opportunities and benefits offered by various government and other programmes, such as skill training, bank credit, and social security schemes. In addition, they need support to access various market opportunities. For example, to access a micro-enterprise loan, which requires project plans, documentation, and other formalities. Further assistance may be needed for tasks like registration, accounting, awareness about various social security schemes and legal support.

To address these challenges, the Mission proposes the creation of City Livelihoods Centres (CLCs) at the city level. These centres will serve as platforms for the urban poor to organise their goods and services, access critical business support services, and benefit from training and market opportunities. CLCs will also provide the necessary information and development support to help workers and small entrepreneurs thrive in urban economies. The CLCs will be established with a special focus on all million-plus/most populous cities.

The core objectives of the CLCs are to:

- Provide an organised platform where the urban poor can market their goods and services, bridging the gap between demand and supply.
- Offer access to essential information and business support services that would otherwise be out of reach.
- Facilitate access to opportunities such as skill training, entrepreneurship development, bank linkages, and social security schemes.

## 3.1 Establishment of CLCs ►

**3.1.1** The primary responsibility of establishing and running the CLC will rest with the ULB. The ULB will be required to allocate space/ premises for establishing the CLC. ULBs may also identify unutilised spaces to establish CLCs. It is essential that the CLC is located at a central and convenient location, which the urban poor can access easily. Further, CLCs may be geo-tagged and their information be made available to the public on open-source platforms. If such a space is not available with the ULB, they should acquire/ rent space for establishing the CLC. ULBs may also outsource the functioning of CLCs to a Community-Based Organisation (CBO) (e.g. CLF) or any other organisation/agency, if needed.

**3.1.2** Preparation of CLC proposal (including action plan) – The ULB is required to prepare a proposal for establishing a CLC which will be submitted to PRC for review and then be forwarded to MoHUA for approval by the competent authority. A letter of allotment of building premises (own/ rental) from ULB should be attached with the proposal submitted to PRC. The proposal must list the services that the CLC intends to offer and the business model of the CLC. (Include proposal details as given in Annexure 3).

**3.1.3** CMMU/ DMMU and SMMU should facilitate the ULB in planning, establishment and operationalising of the CLCs, preferably in Million plus cities.

**3.1.4** The SMMU should facilitate identification and linkages with organisations for promotion of CLCs and the implementation through PPP or other suitable modes.

## **3.2 Approval of Proposals for Establishment of CLCs ►**

**3.2.1** The ULBs should furnish the detailed proposal/ project report containing key information such as the location of the CLC and services intended to offer and business model of the CLC along with the details of location, population, no. of wards., slums, coverage of urban poor, major services offered etc., to the PRC (see section 7). The PRC will scrutinise the proposal and forward the same to MoHUA for approval by the competent authority.

## **3.3 Infrastructure Establishment ►**

**3.3.1** The CLC should have sufficient space and amenities as per the services offered by the CLC. The requisite infrastructure viz., chairs, computers, phones, tables, racks etc., should be placed at the CLC. The suggested built-up area for establishing CLC is at least 1,000 sq. ft with at least two rooms and two washrooms (one for males and one for females), a drinking water space and a waiting space. ULBs to ensure that the CLC infrastructure established is disaster and climate-resilient.

## **3.4 Operations and Management ►**

**3.4.1** Initially, 1-2 persons may be recruited to run the CLC. In addition, ULBs may hire 1 person to maintain cleanliness and hygiene of the CLC. In case any agency (CBO or Agency) has been given the responsibility of managing the CLC, the agency will need to hire the requisite staff.

**3.4.2** CLC staff should have requisite knowledge of business planning, strategy, marketing, finance and operations management to be able to provide appropriate support and information to beneficiaries.

**3.4.3** Each CLC should hire human resources which may be suitably augmented as per services offered and the actual requirement at the CLC (this may include facility manager, Bank Mitras, business development managers and facilitators who enable linkages to social security schemes, etc).

**3.4.4** ULBs may engage interns from reputed business schools for short-term assignments with the primary objective of transforming CLCs into profit-making entities. These interns will analyse the operational models of the CLCs, identify revenue-generating opportunities, and propose sustainable business strategies for achieving their long-term sustainability.

### **3.5 Publicity and Awareness Campaigns ►**

**3.5.1** Once the sanction order is received by the ULB, a publicity campaign should be organised in the CLC operational area to create awareness among the urban poor as well as the city residents. Publicity campaigns may use pamphlets, local TV/radio/ newspaper ads, announcements, posters, banners, wall writings, etc., to have a wider coverage and information to the citizens. ULBs may also consider using push messages on mobile phones. Branding guidelines, for the IEC material and the building/ space, as approved for the Mission should be utilised for all activities to create a uniform identity under the Mission.

### **3.6 Funding for CLCs ►**

**3.6.1** Each CLC will be provided a one-time fund for its establishment.

**3.6.2** Non permissible activities for usage of CLC funds - Central share released for CLCs should not be used for construction of physical infrastructure. However, funds could be utilised for renovation of existing infrastructure provided it does not adversely affect the funds required for other activities of the CLC.

### **3.7 Services Offered by CLCs ►**

**3.7.1** The urban poor will be provided information and necessary support for opening of bank accounts, information on training/ employment opportunities under the Mission and other schemes, information on social welfare schemes, enrolment for UID/Aadhar Card etc.

**3.7.2** The CLCs will provide support for marketing of goods and services of the urban poor who are registered with the CLCs. The CLCs may charge a registration fee from those urban poor who are offering their services and products. The registration may be renewed every year on charge of renewal fee. The registration and renewal fee will be fixed by the ULB after consultation with the urban poor in the area.

**3.7.3 Fee based services:** The CLCs will also offer certain fee-based service which the urban poor may avail by paying a nominal fee. The fee for each of these services will be fixed by the ULB after consultation with the urban poor in the area. The list of fee-based services along-with their prices will be displayed at the CLC. An indicative list of these services is as under:

- **Information on market demand and market strategy:** Urban poor who run small businesses may be given support to gain a better understanding of what the market needs, the demand for the products produced by them, prices, where to sell, etc.
- **Sales/ Marketing outlets:** CLCs can provide marketing/sales outlets for the products manufactured by urban poor.
- **Registration, licensing, accounting and legal services for micro-enterprises:** CLCs can facilitate the registration of micro-enterprises and obtaining of necessary licences required, accounting and other legal services for establishing and running of micro-enterprises.
- **Placement services:** CLC may facilitate finding suitable jobs for the urban poor matching their skills by having linkages with industries and their associations in the area.

## **3.8 Other Services** ►

**3.8.1 Bidding/contracts for citizen services** - CLCs may obtain direct work orders or bid for Annual Maintenance Contracts, municipality contracts/ housing association service needs vis., plumbing, electricity, carpentry, dispatch of electricity bills, property bills etc. and service the contracts through the registered urban poor offering such services. However, care should be taken that CLC should take up activities relevant to urban poor only to avoid possibility of interest of urban poor pushed into background by other commercial interests.

**3.8.2** CLCs may charge placement fee from industries/companies, industry associations, etc. for placing the urban poor as per their requirement (e.g. CLCs may tie up with malls or retail outlets for placing basic housekeeping staff or data-entry operators in companies, etc.).

**3.8.3 Training venue:** If sufficient space and infrastructure is available at the CLC, the premises may be used as training venue also.

- 3.8.4** Access to social welfare schemes: CLCs may provide knowledge and information about various social welfare schemes to the urban poor. They may further facilitate access to such schemes and services including linkages/updates to Aadhar for those who require it. CLCs may also facilitate access to various government departments, banks, insurance agencies and other organisations to communicate with the urban poor.
- 3.8.5** CLCs may undertake activities to create awareness on various initiatives under the Mission, including employment opportunities facilitated through various Mission components.
- 3.8.6** CLCs may also promote/strengthen community outreach and encourage participation in municipal affairs.
- 3.8.7** CLCs can also serve as a preliminary grievance redressal mechanism and act as a link for effective service delivery between the ULB and the community.
- 3.8.8** CLCs may also facilitate primary healthcare consultations in consultation with PHC/CHCs.

The above lists are only suggestive in nature. However, the ULBs may decide the services (fee based or otherwise) to be offered by the CLCs based on local needs and after due consultation with the urban poor.

### **3.9 Management and Functioning of CLCs ►**

- 3.9.1** CLCs may be functional when the services are rolled out. Each CLC should develop its business plan and identify the services and their fee structure as per market requirement, affordability and viability.
- 3.9.2** To manage the day-to-day operations at CLCs, staff should be hired depending on the nature and type of the services provided by the CLCs.
- 3.9.3** In case of contracts/ bids, CLCs will assign tasks among the members and pay them as per the standard rates applicable. In case of individual service calls attended by members (e.g. plumbers, electricians, carpenters, etc.), these will be noted, consolidated and accounted for no later than the end of every month.
- 3.9.4** A separate bank account should be opened in the name of CLC and should be operated as joint signatory (with one representative from ULB or organisation/agency and manager of CLC). All the required books of accounts vis., membership details, share capital, business transactions etc., should be maintained properly at the CLC level.

**3.9.5** Any annual registration fee from the service providers and any income/fee received from the service provider and/or from any organisation will be deposited in the CLC account and the amount will be utilised by the CLC for administration and recurring expenses.

### **3.10 Registration and Review of CLCs ►**

**3.10.1** CLCs may be registered under any suitable act applicable in the state. CMMU or Agency (if entrusted) may take up the responsibility of registering the CLCs at the city level.

**3.10.2** The performance of CLCs will be quarterly reviewed by the ULB and status report of the same should be submitted to MoHUA, half-yearly.

### **3.11 Collaboration and Linkages ►**

**3.11.1** CLCs are expected to collaborate with a variety of government departments and industry associations to provide needed services to its members such as property tax collection, electricity bill distribution, birth certificates, care facilities, etc.

### **3.12 Sustainability Plan ►**

**3.12.1** Sustainability of CLCs is crucial for their long-term viability and success in supporting urban livelihoods. ULBs should actively explore diverse revenue-generating opportunities that align with market demands, ensuring the financial stability of CLCs. By establishing robust business models that generate sufficient income, CLCs can manage operational costs effectively, including timely remuneration of staff and maintaining essential facilities. Building strong linkages with local markets, businesses, and government programmes can create steady income streams for the CLCs. A governance system should be placed by the EC of the ULB with nominated representatives from ULBs, CMMU/DMMU, and CLF/ALF should oversee the operations, ensuring regular monitoring, financial management, and strategic decision-making.

**T**he Mission envisages to create a social infrastructure of Labour Chowk which is rooted in the traditional practice of labour chowks or Nakas—a colloquial term referring to informal labour markets or points where daily-wage workers, such as construction labourers, gather in search of work.

Labour Chowks will serve as physical touchpoints where construction workers and employers can interact in an organised manner. While nakas are often spontaneous and lack any formal organisation or facilities, Labour Chowks can be seen as an attempt to integrate this labour market into the urban landscape in a more organised way, potentially offering better infrastructure and visibility.

These Labour Chowks will not only offer a designated space where workers can find work opportunities but also provide access to vital services and information, in addition to government welfare schemes designed to protect them. It will also provide facilities of registration, advertisements, work and workplace related grievance redressal etc.

The key objective of Labour Chowks is to create one stop space:

- To link workers and their services to potential employers in an organised manner.
- To create a space equipped with basic amenities such as clean drinking water, shed, and seating to ensure dignified working conditions.
- To support workers' access to information about the sector, receive support on queries, necessary registrations, and linkages to welfare schemes.

State Labour Welfare Boards should take responsibility for managing labour chowks and establish kiosks to address grievances, facilitate Building and other Construction Workers (BoCW) registrations, and provide other information services.

## 4.1 Operationalising Labour Chowks ►

**4.1.1** These labour chowks may be situated near existing labour chowks or nakas or at new locations that the ULBs deem fit after a careful feasibility assessment of the location based on existing such markets and ease of access to labourers and potential employers.

**4.1.2** A thorough mapping and assessment of traditional Nakas should be done. Alongside, the ULBs could also conduct a demand-side analysis to understand where employers typically seek labourers, ensuring that Labour Chowks are set up in areas that not only have a significant footfall of workers but also potential employers.

**4.1.3** Based on the above analysis, adequate space and facilities may be dedicated for the establishment of labour chowks. The space may be identified as per the estimated footfall of workers in the area.

**4.1.4** The labour chowks established should be geo-tagged to enhance monitoring for the ULBs and also help users find a wide variety of location-specific information from a device.

## **4.2 Responsibility of ULBs ►**

**4.2.1** The primary responsibility for establishing and managing labour chowks will rest with ULBs in close coordination with the Labour Welfare Boards. ULBs will allocate space for the Chowk, set systems for basic amenities, toilet facilities, proper shade, seating arrangements, help desks and advertisement space for employers.

**4.2.2** Social Security Integration: ULBs should work closely with Labour Welfare Boards to set up necessary desks to facilitate linkages of workers for registration under BoCW, e-Shram etc. They may also ensure that workers using the Labour Chowks are linked to various social security schemes, including health insurance, pensions, accident cover, etc.

**4.2.3** Regular Monitoring and Evaluation: ULBs should establish monitoring systems to evaluate the use and effectiveness of labour chowks on a regular basis. This could involve feedback mechanisms from both workers and employers, as well as periodic reviews to identify areas for improvement.

**4.2.4** Health check-up camps, including eye care, general health, and dental care, may be organised in coordination with local health departments or NGOs at least once in every quarter.

**4.2.5** Relevant help-line numbers and schemes awareness to be disseminated at the labour chowks using IEC material viz., pamphlets, hoardings, etc.

## **4.3 Facilities at the Labour Chowk ►**

**4.3.1** The following facilities/amenities may be provided at the labour chowks:

- Facilities for potable drinking water
- Sanitation facilities including separate female toilets
- Shaded seating
- Adequate lighting
- First aid kit
- Adequate fire protection measures, as per the norms
- Inclusive design or universal accessibility features
- Facilitation desk for convergence with other services/entitlements
- Electrical points (for mobile charging)

- **Gender-Sensitive Infrastructure:** Ensure the provision of separate seating, sanitation facilities, breastfeeding rooms, and safety measures for women. Labour Chowks should be designed to accommodate the unique needs of female workers, promoting their participation in the labour force.

**4.3.2** The labour chowk constructed should be designed to be disaster-resilient, capable of withstanding natural disasters and minimising their impact on communities, while also being climate-resilient, ensuring they can endure and recover from the effects of climate change.

## **4.4 Maintenance by SHGs** ►

**4.4.1** ULBs are encouraged to engage SHGs/ CIGs/ ALFs/ CLFs/ for general maintenance and upkeep of these Chowks.

**4.4.2** Revenue Generation for SHGs/CIGs: ULBs should incentivise SHGs/CIGs on priority basis by allowing them to operate small stalls or kiosks at Labour Chowks (selling tea, snacks, or basic tools), thus creating an income source for SHGs/CIGs members and enhancing the service offering at the Chowk.

The Mission intends to invest in quality physical infrastructure, diverse service models, training and certification of care workers, and behaviour change campaigns for operationalising care ecosystems in low-resource or poor urban communities. The intent is to (i) reduce the unpaid care burden on women caregivers and thus free up their time to access paid work (improving female labour force participation), (ii) to provide quality care to young children and the elderly, and (iii) employ DAY-NULM SHG members as care workers with sufficient training and certification. The following terminologies may be noted:

- Caregivers (mothers, priority to SHG members)
- Care recipients (Children and elderly)
- Care Workers (creche workers and helpers)

Care infrastructure envisions the creation of:

- **Multi-generational care clusters with creches for young children (0-6 years), afterschool programmes for children (6-14 years), day-care for elderly, and persons with special needs or disabilities.** These will be set up in urban poor communities either co-located within a single structure/premise (co-location model) or maybe in walking distance within the same community (proximity model).
- **Day-care/creches for children** in residential communities, formal workplaces (government offices, industries, commercial markets, etc), and hazardous workplaces like construction sites, with innovative models for co-financing and operations, including through schemes like Palna Scheme under Ministry of Women and Child Development.

## 5.1 Multi-generational care clusters ►

**5.1.1** Multi-generational care clusters will serve different generations of vulnerable members in the community such that infrastructure and facilities can be shared between them. The cluster may be located within low-resourced or urban poor or slum communities.

**5.1.2** To build the cluster in co-location model, an existing underutilised or abandoned building or spaces may be repurposed, like abandoned school, government property, etc. A new facility may be built on available plot of land, preferably government land. In the proximity model, different available spaces may be used to house different functions such that they are at 5-10 mins walking distance from each other and the community. Individual components of the cluster are defined below along with roles, responsibilities and number of care workers for each.

- 5.1.3** Creche for 0-6 years: The objective is to provide early childhood stimulation and promote physical and cognitive development. Existing Anganwadi can be used as creches or new spaces can be created at 500m from community residences. Unlike Anganwadis that are open only till afternoon, creches will be open 10-12 hours to accommodate working parents and have two shifts, with flexibility in hours, depending on local needs. Minimum space of 25-30 sq. ft (10-12 sq. ft for 0 to 3 years and 10-15 sq. ft for 3 to 6 years), with separate spaces for sleeping, eating and play, kitchen, child-friendly toilets, regular water supply, etc. Staff requirements for 0-3 years is 1:10 ratio for care workers to children and additional helper for diaper changes and feeding. For 3-6 years the ratio is 1:20-25 for care workers to children with additional helper for activities. For nutritional needs, provide two hot meals and snacks, with a focus on locally available nutritious food and regularly monitor growth and nutrition intake. Conduct health and growth monitoring on monthly basis for 0-3 years, and quarterly for 3-6 years with a paediatrician on call. Make adequate provisions for safety and security, record keeping, and have frequent meetings with parents.
- 5.1.4** Day-care and after school support for 6-14 years: The objective is to provide school support, health, and extracurricular activities for overall development. Centers should ideally be located near schools for easy access after classes. The programme can be run in two shifts of 3-4 hours, and total 6-8 hours for academic, extracurricular support and especially sports. Adequate space and infrastructure and equipment will be provided for these. 1:20 ratio for care workers to students with additional staff for specific academic or sports support will be provided. One hot meal and one healthy snack after/before school can be provided with focus on balanced diet with fruits, grains, proteins and hydration after sports. Conduct health and growth monitoring on a bi-annual basis and make adequate provisions for safety and security, record keeping, and have frequent meetings with parents. Engage local sports clubs, arts organisations, and NGOs to create community programmes.
- 5.1.5** Day-care and activity centre for elderly: The objective is to provide care for elderly during the day and an opportunity for them to socialise and engage in activities for their mental and physical well-being. The centre can be open for 6-8 hours during the day. The facility should include ramps, accessible washrooms, library, kitchen, physiotherapy room, and recreation areas. Care workers should include a centre coordinator, an assistant and a physiotherapist to support mobility exercises. The centre can run programmes for digital literacy, awareness on relevant schemes like pension, and group activities in gardening, storytelling, arts and crafts, occasional picnics etc – many with young children and teens within the cluster. Elderly can also volunteer in the creche and day-care for children after adequate verification. Morning and evening snacks may be provided. Medical consultation may be organised bi-monthly with daily physiotherapy, distribution of free medicines, eye care and support for dementia/Alzheimer's patients.

**5.1.6** These clusters will be carefully planned, developed, operated, and managed with the active involvement and leadership of women-led SHGs/CIGs.

**5.1.7** In addition to above, care clusters can also accommodate other community needs like a laundry, medical store, seva kendra, city livelihood centre, etc.

## **5.2 Day-care/Creches for Children ►**

**5.2.1** Stand alone day-care/creches for children 0-6 yrs or 0-14 yrs, without the elderly care component can be operationalised by upgrading an Anganwadi to a creche or creating a new creche in proximity to a school (primary or secondary). Requirements can be referenced from sections 5.1.3 and 5.1.4 in conjunction with Palna Scheme or other relevant schemes.

## **5.3 Implementing Agencies ►**

**5.3.1** Implementing agencies to support the cities in conceptualising and/or operationalising various aspects of care clusters and/or day-care/creches will be empanelled centrally through central NRO (National Resource Organisation) and cost norms will be finalised for such agencies by MoHUA in consultation with ULBs. The implementing party will be engaged through tripartite agreements (Ministry/ ULB/ Agency).

## **5.4 Funding ►**

**5.4.1** Each multigenerational care cluster or day-care/creche for children will be provided funds to cover the initial capital cost i.e. infrastructure (excluding cost of land) and operational expenditure required to set up the childcare centres. The ULB will provide the space for centre. However, in the unlikely scenario of no free space being available for establishment of new infrastructure, the ULB may consider rental properties for the same.

**5.4.2** It is recommended that State/ULBs may actively pursue partnerships with funding organisations and private entities to enhance financial support for the development and operation of care infrastructure. By leveraging these collaborations, ULBs can secure the necessary resources to ensure the establishment and sustainability of effective care services within their communities.

**5.4.3** The multigenerational care cluster or day-care/creche for children may collect nominal user fee to help in developing ownership amongst the parent about the functioning of centre, promote participation of the community, while helping the centre move towards self-sustainable.

## **5.5 Equipment, Play Material, and Curriculum Development ►**

**5.5.1** The facilities should include sleeping and rest materials, play/pre-school activity materials, cooking and feeding materials, storage materials audio-visual equipment etc.

**5.5.2** The centre may have an age-appropriate child-centric curriculum in line with national childcare and education policies that exist such as The National Early Childhood Care and Education (ECCE) Policy and latest State guidelines.

**5.5.3** ULB may onboard an agency to streamline curriculum in local languages. In the context of curriculum for children learning outcomes, listing should be done of relevant and nationally accepted curriculum and books such as Pratham, NCERT, Eklavya, National Book Trust etc.

## **5.6 Records and Registers ►**

**5.6.1** The enrolment forms for children duly filled in by the parents/caregivers should be available with the care worker/helper after the child is registered at the day-care/crèche. In addition, the care worker & helper is required to maintain the following basic records and registers, which should be available for inspection at any time during the working hours of the crèche centres:

- Admission/enrolment register for recording profile of children/elderly and their parents/caregivers including profession/income of both parents.
- Attendance registers of children/elderly
- Health check-ups records including immunisation
- Register for consumable and non-consumable items
- Supplementary nutrition registers for recording the food provided
- The medical record to be shared with doctor
- Parents/caregiver meeting register
- Visitors register
- Inspection register

**5.6.2** All records and registers should be kept in digital form for proper monitoring and reporting.

## **5.7 Human Resource Requirements and Responsibilities ►**

**5.7.1** Prerequisites for hiring care worker and helper are as follows:

- Educational Qualification as prescribed: The minimum qualification should be Class X (Matriculation) for care workers and Class VIII for helpers. In case any suitable person with these qualifications is not available, relaxation may be given by the ULB.
- The State/ULB may establish hiring mechanisms as deemed fit for engaging human resources.

**5.7.2** Trained caregivers and educators who understand child development and can provide age-appropriate activities should be hired.

**5.7.3** The caregivers may interact closely and regularly with parents through parent group meetings, home visits and community events etc. to discuss children's individual needs and abilities, enhance knowledge of childcare and parenting skills of the parents and support parents in their efforts to address their children's issues as need be.

**5.7.4** Minimum wages to be ensured to all care workers as per the Government of India and State Government Mandate.

**5.7.5** ULB is strongly encouraged to hire care workers, helpers, centre managers, assistants from SHGs/ CIGs.

## **5.8 Training of Functionaries ►**

**5.8.1** As outlined in Palna Scheme, training module prepared by NIPCCD may be used for providing training to every crèche worker and helper after their appointment to orient them to provide better day-care services and to build up child friendly environment in the Crèche Centre. Regular refresher training once in every two years is mandatory for both worker and helper which the State Government will undertake from its own resources. Training of Trainers (TOT) may be conducted by NIPCCD on request from State Government.

**5.8.2** Specialised training and certification may be availed under National Skills Development Corporation (NSDC) under the Ministry of Skill Development & Entrepreneurship. In particular, relevant and specialised courses developed under Domestic Workers Sector Skill Council as well as under Home Management and Care Givers Sector Skill Council (HMCSSC) may be availed.

## **5.9 Convergence & Awareness Generation ►**

**5.9.1** Convergence with relevant government schemes and resources (e.g. funds, services) to enhance the sustainability of piloted childcare/ elderly care service centres may be explored. ULB may try to find linkages with the local PHCs, primary schools and other institutions.

- 5.9.2** Collaboration with the Women and Child Development Department for leveraging the benefits of the POSHAN Abhiyan, along with partnering with the health department for monthly medical check-ups (in line with Saksham Anganwadi guidelines and Poshan 2.0) and the Rashtriya Bal Swasthya Karyakram (RBSK), will ensure a coordinated effort towards community well-being. Additionally, convergence with entities such as the Integrated Child Development Services (ICDS) will further enhance the reach and effectiveness of creche provision. Relevant collaborations can be undertaken with the Ministry of Social Justice and the Ministry of Health and Family Welfare for needs of persons with disabilities.
- 5.9.3** ULB may emphasise collaboration with local stakeholders & support from local administrations for effective implementation and long-term impacts after end of project period.
- 5.9.4** Caregivers from local communities/SHGs/CIGs may be identified and trained.
- 5.9.5** ULB may conduct effective awareness campaigns, including community surveys and door-to-door visits. Additionally, ULB is encouraged to leverage local networks to identify and educate new beneficiaries about the creche services, thereby fostering community engagement and enrolment.
- 5.9.6** ULB may conduct sensitisation on gender norms in the clusters and day-care/creches, and also with community members, especially men to involve them in caregiving work in households.

## Funding Pattern

**G**overnment of India would fund 60% of the cost of construction of social infrastructure and 40% would be the State contribution. In the case of North-East and Hilly States this ratio will be 90:10. In respect with UTs with or without legislature, the central share will be 100%.

**Pilot:** Social infrastructure proposals that obtain approvals from MoHUA during the pilot period will be fully funded by Government of India, i.e., the central share will be 100%.

| S. No. | Social Infrastructure      | Amount Allocated*                                                                                                                                                                                                                                                                                   |
|--------|----------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1      | Shelter for Urban Homeless | One time shelter establishment cost up to INR 2.5 Cr. for 100 bedded shelters will be provided. Further, up to INR 10 lakh/annum would be provided for O&M for initial 5 years of operation or Mission period whichever is earlier. The cost may proportionally vary depending on capacity created. |
| 2      | City Livelihoods Centre    | Up to INR 25 lakh one time fund for its establishment.                                                                                                                                                                                                                                              |
| 3      | Labour Chowk               | A one-time construction and/or operational fund of maximum of up to INR 15 lakhs, will be provided by MoHUA during the Mission period.                                                                                                                                                              |
| 4      | Care Infrastructure        | <ul style="list-style-type: none"> <li>Up to INR 15 lakh for establishment of each Day-care Centre or Creche (for infrastructure and O&amp;M)</li> <li>Up to INR 2.5 Cr for the establishment of each multi-generational care cluster.</li> </ul>                                                   |

\*This is subject to approval of the competent authority and approval of the Mission.

# Sanction and Approval

**Project Review Committee (PRC):** A PRC should be constituted at the State level under the Chairpersonship of State Mission Director with representatives of all concerned departments in the State for consideration and screening of proposals submitted by ULBs under this component of this Mission. The PRC should meet at least once a quarter for monitoring and implementation of the Mission.

**Review of proposals:** All social infrastructure project may be screened by PRC for determining the feasibility of the project. The screened proposals are to be sent by PRC to the MoHUA for sanctioning by competent authority.

**Fund release:** For the approved projects, PRC should determine milestones for release of allocated funds.

*MoHUA shall periodically issue advisories on various aspects of Social Infrastructure guidelines to ensure their effective implementation and alignment with evolving needs. These advisories will provide clarity on key operational matters, promote best practices, and address challenges at different levels. By offering detailed guidance on the establishment, maintenance, and governance of social infrastructure facilities, MoHUA aims to enhance inclusivity, sustainability, and the impact of interventions on urban communities.*



## 08 Branding

To enhance awareness and accessibility of Social Infrastructure Projects/Centres among stakeholders, refer to the Branding and Communication guidelines by MoHUA. These guidelines will serve as a framework for the consistent and recognisable branding of such projects. The standardised branding will create a cohesive visual identity, and greater awareness of the infrastructure's purpose along with its benefits. Additionally, branding materials, including signages, promotional content, and public communication, must adhere to the prescribed design elements, ensuring effective outreach to target groups.

*Apart from the social infrastructure mentioned in the previous sections admissible under the Mission, States/ ULBs may establish other social infrastructure for the vulnerable occupational groups in the city based on identified local needs (vis a vis, construction of street shelters, resting space for workers, etc) through a collaborative approach with private agencies.*

# Annexures

## **ANNEXURE-1 Survey of Urban Homeless Population**

### **Primary Objectives:**

#### **Survey would ensure four objectives. It would:**

- a.** provide planners a detailed mapping of concentration areas of homeless population in each city/ town;
- b.** establish the demographic profile of homeless population in each city/town;
- c.** identify official resources such as land and vacant buildings that can be deployed to provide the required infrastructure for shelters in appropriate locations in each city/town; and
- d.** establish the location and type of shelters needed in each city/town by gauging the specific needs of the beneficiaries.

#### **Survey may be divided into three phases:**

##### **a. Planning Phase**

The city may be divided into smaller, more compact zones/regions, in line within the administrative set-up of the city and teams may be deployed depending on size and population of the zones. Each team may comprise of around four persons for the field survey. These persons should be a combination of state and local government officials, NGO representatives, homeless youth volunteers, and student and youth volunteers (such as from the National Service Scheme-NSS and Nehru Yuva Kendra-NYK). In addition, a team of two data entry and analysis specialists should be attached to each team, totaling up to six people per team. Additional student volunteers can be added to each team to assist and learn from the process.

A Plan for survey of homeless population will be prepared by the concerned ULB, which will include the following details:

1. Identification of areas with concentration of homeless based on earlier surveys or any other source of information;
2. Division of city into zones/regions in which data would be collected;
3. Methodology for conducting the survey;
4. Questionnaire for collecting the demographic profile;
5. List of interview questions for guiding the focus group discussions;
6. Content and format of report to be submitted;
7. Timeline within which survey would be completed;
8. List of partners who would be assisting in the qualitative as well as quantitative collection of data.

Prior to the survey, the teams should be trained and oriented on:

1. purpose of the survey;
2. the profiles and problems of the homeless;
3. expected outcomes;
4. participatory research methods;
5. ethical responsibilities

Orientation material can be provided a couple of days prior to starting the survey, as material to be read before the training sessions. The training should include the data entry and analysis team, plus volunteers, if any.

## **b. Field Survey: Mapping and Need assessment**

The field survey will commence only after the trained survey teams are in place. The field survey should begin from 8 pm onwards, because homeless people can usually be identified and contacted at this time. In addition, to cover homeless persons who work during the night, surveys should also be planned for a couple of days during the daytime, i.e. 10 am to 4 pm. The steps to be followed during the survey:

1. Identifying the areas with concentration of homeless population;
2. Profiling the homeless population in these areas in terms of gender, age, education, occupation, marital status, number of children, history of illness etc. Persons with disability should be categorised separately;
3. Identifying the aspirations of the homeless for a shelter and also the deterrents preventing the homeless from using the existing shelters, if any;
4. Broadly identifying the possible buildings and locations that might be used, as it is or upgraded to be used as shelters and locations where new shelters can be built. Need assessment of the homeless persons should be done using Focus Group Discussion (FGD) method so as to elicit the best possible responses from them.

In FGD, questions should be asked based on an indicative list/format focussing on the following core areas:

1. What is roughly the total population of the homeless cluster including women and children?
2. What is the predominant age and gender profile of the homeless population in that cluster?
3. What are the predominant occupations undertaken by this homeless cluster?
4. Do they have any special needs and challenges, such as disability, leprosy, TB, high drug use etc?
5. Have the majority of homeless residents been at this location for more than one year, or less?
6. Do they have access to any shelter? If so, the experience of using such shelters by the homeless?
7. If the government sets up a shelter for them, would they welcome it, oppose it, or be indifferent?  
Ask for reasons.

8. if they were to have a shelter, what would they seek from it in terms of location, facilities and management?
9. Are there any resources available in the vicinity where these shelters could be built? The resources could be in the form of land or building.

This information should be recorded and collated by each team. To ensure faster survey results, data entry should preferably be done in parallel with the survey.

The following deliverables are expected out of this process at this stage:

1. Map should indicate the locations of all the scattered as well as clusters of homeless people;
2. Collated survey results;
3. Determination of shelter locations, types, number of shelters required in an area, plus available resources in terms of land and building;
4. Finalised resource mapping questionnaire for the next stage of resource mapping.

### **c. Resource Mapping**

The next step is to conduct a resource mapping exercise. The resources that this phase of the survey seeks to identify are a) existing shelters; b) unutilised or under-utilised government buildings that can be possibly redeployed as shelters after suitable refurbishing; and c) vacant lands that are suitable potential sites for new shelter buildings.

At the end of this process, the following deliverables are expected:

1. Field resource mapping survey of all the identified potential buildings and shelter locations;
2. Determination of the feasibility of the identified buildings and locations for building/upgrading shelters, along with government agencies;
3. Collating results and submitting to concerned urban bodies at the city level;
4. Discussions on recommendations to be put forth in the report.

### **d. Reporting and Sharing**

Once the results of locations are established, the next step is development and finalisation of a comprehensive city plan for homeless shelters. This should include sites for homeless shelters and services, types of shelters, converging on homeless concentration areas and aspirations with available resources, buildings and land. This should be done in a participatory manner, with the involvement of municipal authorities, homeless communities and collectives, schools of social work and architecture, CBOs, NSS and college students etc.

At the end of this stage, the following deliverables are expected:

1. Analysis and inferences including homeless concentration areas, profiles, needs and aspirations of homeless population in each concentration area;
2. Preparation of Report with the following minimum arenas:
  - a. Location of shelters;
  - b. Types of shelters (working single men; single women and their dependents; special needs shelters such as for drug users, those recovering from grave illnesses, the aged, persons with disabilities and infirm);
  - c. Capacity of each shelter;
  - d. Facilities and services to be provided at the shelters;
  - e. Resource mapping of needs against existing resources;
  - f. Submission of the data set for the project.

## ANNEXURE-2 Registration of Homeless Person

1. Name
2. Name of Father/Mother/Husband
3. Age
4. Education Qualification
5. Married/Unmarried
6. Personal Identification Marks
7. Location/Whereabouts
8. Occupation/Activity
9. Place of Occupation/Activity
10. Native Place with address
11. Reference person & Phone No
12. Health Status
13. Habits
14. Reasons for stay in the ULB
15. Stay
16. Remarks/Special Attention
17. Identity Proof if any (Optional)

Male/Female

No. of Children

Permanent/Temporary

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

### **ANNEXURE-3 Proposal Details for Establishing CLCs**

1. The proposal submitted by ULB to State Mission Directorate should have the following details:
2. Name of the Municipality:
3. Total wards in the Municipality:
4. Total slums in the Municipality:
5. Name of Official:
6. Name(s) of the ward(s) covered by CLC:
7. Total population in the area:
8. Total urban poor covered in the area:
9. Potential no. of members expected to be covered by CLC:
10. Major services possible through CLC in the area:
11. Scope for growth of CLC in the area:
12. Details of the premises given for CLC by ULB:
  - Area:
  - Location:
  - Is the location nearby to ULB office:
13. Plan for facilitation of CLC – Resource Agency/ ULB:
14. Proposal Prepared by:
15. Proposal Assessed by:
16. Name and designation of the forwarding authority:
17. Business Plan of CLC – to include break-even and viability:



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**Ministry of Housing and Urban Affairs**  
**Government of India**