

**SHELTER AND SANITATION FACILITIES
FOR THE
FOOTPATH DWELLERS
IN URBAN AREAS**

GUIDELINES

**SHAHARI VIKAS MANTRALAYA
MINISTRY OF URBAN DEVELOPMENT
BHARAT SARKAR
OF INDIA**

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1. INTRODUCTION

1.1 The footpath dwellers in major cities, who are absolutely shelterless have been identified in National Housing Policy as a target group for providing shelter on priority basis.

1.2 As per the 1981 census, the total number of houseless households in the urban areas is 2 lakhs and most of them are in the 12 metropolitan cities viz. Calcutta, Bombay, Delhi, Madras, Bangalore, Ahmedabad, Hyderabad, Kanpur, Nagpur, Jaipur, Lucknow and Pune. A majority of the houseless in the urban areas comprises footpath dwellers who are unable to secure any kind of shelter against the vagaries of weather e.g. rain and winter. They comprise also single women and children. To meet their minimum housing needs the construction of 'Raan Baseras' or the 'Community Night Shelters' having minimum level of sanitary, water supply and other facilities has been found to be an appropriate approach in Delhi and other cities. The Central scheme will cover all major urban centres wherever there is concentration of footpath dwellers or homeless: The present scheme, has been conceived as an immediate measure to ameliorate the living condition and shelter problems of the absolutely shelterless households till such time as they can secure affordable housing from ongoing efforts of state housing agencies. This is a priority programme of the Govt. of India.

1.3 The centrally sponsored Night Shelter Scheme for Foot Path Dwellers is already under implementation in VII Plan through HUDCO and on the basis of the approved financial pattern with the undermentioned components:

- 1) Construction of Community night shelters with water supply and sanitary facilities.
- 2) Pay and use toilets/baths.
- 3) Renovation of existing structures, like market places etc. as Night Shelter
- 4) Temporary or mobile night shelter of adequate standards on the basis of justification provided by state Governments considering the prevailing local factors.

2. MODIFIED SCHEME:

2.1 In the light of experience with the working of the scheme and the suggestions from State Govts. and local agencies, it is proposed to modify the scheme and make it a composite mix with remunerative components so as to reduce the loan burden of the beneficiary agency and to defray maintenance costs to some extent, and make the scheme more flexible as long as the basic aim of reaching the benefit of night shelters and sanitation to footpath dwellers and the homeless is met. It is further envisaged that Central grant assistance can be an input in the overall scheme for night shelter and remunerative components to be financed by the beneficiary agency with funds from various sources. The modified scheme will now have the following components with remunerative component and provision for proper maintenance, and involvement of all agencies:-

- 1) Construction of community night shelters with community toilets and oaths.
- 2) Construction only of community pay and use toilets/baths for the homeless.

The scheme will primarily cater to the needs of urban footpath dwellers as assessed by State Governments and borrowing agencies.

2.2 These two components can be part of an overall complex of commercial or remunerative facilities or civic infrastructure

2.3 The night shelters will be provided separately for men and women according to local circumstances.

3. MODALITY OF OPERATION

3.1 The projects under the scheme will be formulated, constructed and operated by the municipal bodies or agencies designated by State Governments or Municipal Corporations. Apart from State or local agencies, the private agencies including voluntary organisations recommended or concurred in with the State Government or its agencies could be associated with the implementation and management of the schemes.

3.2 To make the composite night shelter scheme self supporting for maintenance purpose, commercial places like shops and godowns could be provided in the ground floor of such complexes and existing structures can be renovated to create such integrated units.

3.3 HUDCO will be responsible for appraisal, financing and monitoring of the scheme under the supervision of MOUD. Urban local bodies designated state as

provided at rates of interest as prescribed.

4.3 Construction of pay and use-toilets/baths

Construction of independent Pay and use toilets can also be proposed under the scheme where nightshelters are not-considered feasible, and this will be taken up with Central assistance and suitable contribution by the Municipal Bodies/State Governments and optional loan assistance from HUDCO. The number of users per seat of pay and use toilet will be as *per* local conditions, consistent as far as possible with the norms prescribed by Ministry of Urban Development in the Eighth Plan norm for slum improvement. The central subsidy for this scheme will be limited to Rs.350/- per user, provided the executing agency undertakes to mobilise balance funds for constructing sanitary latrines with adequate water and arrangements for maintenance. The loan assistance may be secured from HUDCO as per existing norms.

4.4 Where, the project is undertaken by voluntary agencies, on the land with it or provided by the local bodies, HUDCO may provide subsidy upto Rs. 350/ per user and loan to voluntary agencies on the recommendation or agreement with State Govt. or its agencies subject to satisfaction of HUDCO on the mobilisation of balance cost from the sources, and proper maintenance. The pay and use toilets and baths for various users may be preceded by proper survey before taking up the scheme. In this case the scheme will be implemented and operated by the selected voluntary agency in association with the local bodies and the local bodies are to assist in providing land where the toilet complex can be set up. The rate of interest on HUDCO loans for both the above components will be according to interest rates fixed by the Empowered Committee from time to time.

5. planning IMPLEMENTATION AND MONITORING

5.1 The scheme should be implemented by Local Municipal Bodies or other State sponsored/recommended agencies. They will be responsible for assessing actual local needs through specific surveys, formulation of schemes, procuring the funds from Central Government and HUDCO and construction of building/services in a time bound manner. The State Department for Urban Local Bodies/Housing will be the principal coordinating agencies at the State level. The implementing agency should have adequate powers delegated for sanction of estimates and for prompt implementation of the scheme by eliminating procedural delays. In view of the 'National Priority' for this programme a single point project forum for preparation, sanction of estimates, tendering, should be evolved. It should also liaise with the Regional Office of Hudco often for expeditious appraisal sanction and release of funds. In order to avoid delay in getting land in the **identified locations at the beginning of the** programme available **vacant, state Govt/Municipal land or building should be utilised for** provision of Night shelters **and** other components of the scheme

5.2 The Secretary of the State Coordinating Deptt. will monitor the programme in concert with other departments and agencies concerned with the programme. There will be a Project level monitoring done by the Municipal Commissioner to sort out problems of construction and subsequent maintenance of facilities. For this programme at the Central Government the joint secretary handling Housing in the Ministry of Urban Development will be the "Nodal Point" and there will be concurrent monitoring by, the Ministry of Urban Development and HUDCO. The States will be required to furnish the progress of implementation every fortnight in the proforma which will be circulated by HUDCO. Periodical inspection of the projects sanctioned would be undertaken by Ministry of Urban Development and HUDCO.

5.3 All the assets created under the scheme will be constructed, maintained & managed by the local authorities or by the designated executing agencies. Maintenance can also be entrusted to recognised and willing non governmental voluntary agencies. where it is run by the Corporation itself, competent and motivated staff should be engaged to ensure proper maintenance of the premises. The shelters and other facilities created under this scheme will generally function on "Pay-and use" basis. In Delhi for example, the users of night shelters are charged at the rate of Re. 1/- per night who get access to all the facilities such as toilets, entertainment, reading room etc. The charges for use in different cities will of course depend upon local situations. The recurring expenditure on maintenance of facilities could be met partly out of payments received from the users/beneficiaries and partly out of general revenues or will be cross subsidised from the receipts generated out of the limited commercial activities proposed to be carried out from those premises.

5.4 In view of the acute shortage of space in the already crowded localities where the need for Night Shelters would be the maximum, the possibility of utilising existing rooms/space in the compounds of institutions which are utilised only during day time and are vacant at night may be seriously explored. Funds so saved could then be utilised for adding amenities which could be utilised by the Institutions in day time and footpath dwellers users at night. Of course, adequate attention will have to be given to the day-to-day upkeep and cleanliness to avoid inconvenience to the regular users of the building.

5. PROJECT REPORT

6.1 The local municipal bodies will be required to submit a preliminary project proposal for consideration by HUDCO, a copy of which should also be furnished to the Ministry of Urban Development. The preliminary report will indicate the number of beneficiaries to be covered under each component of the scheme, the revealed preferences of beneficiaries especially women, and the number of units to be constructed, the availability of land, water and electric connection on the sites, preliminary cost estimates and the proposed organisational set up for implementation and management of the project. Before submitting the proposal, a fair assessment of the local demand of the shelterless through a formal survey or otherwise and through consultation with NGOs should be made. However, a formal survey identifying the exact number of beneficiaries should be done for overall

scheme before the final project report is submitted. Three copies of the report should be sent, two to HUDCO and one to the Ministry of Urban Development.

6.2 A few typical designs of Night Shelter and other facilities with commercial component will be prepared by HUDCO separately and will be circulated to the implementing agencies identified by the State Govts.

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