



**CORPORATION OF CHENNAI**

**STANDARD OPERATING PROCEDURE  
FOR INSTITUTIONALISING  
BASIC SERVICES FOR THE URBAN  
HOMELESS**

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Principal Secretary/Commissioner**

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## **1. Definition of Homeless Persons**

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 constructions sites, under bridges, in hume pipes and other places under the open sky or places unfit for human habitation. This also includes people who live in temporary structures without walls, under plastic sheets or thatched roofs on pavements, parks or other common spaces.

## **2. Guiding Principles**

The Corporation of Chennai will adopt a just, humane and sensitive approach to ensure that the urban homeless are able to access shelter and other allied services so as to safeguard their human right to life and dignity.

## **3. Intended uses of the Standard Operating Procedure**

The standard operating procedure (SOP) is a guidebook for the Corporation of Chennai drafted based on the 'Urban Homeless Shelters: Manual and Guideline' of the Commissioners of Supreme Court dated March 2012 (The manual was drafted by the Commissioner of the Supreme Court based on the direction of the Honorable Supreme Court dated 27<sup>th</sup> February 2012 in the writ petition 196/2001). The SOP primarily aims at defining the various procedures that needs to be followed by the Executive Committee, the officials of the Corporation of Chennai, the City level Coordinator, the Shelter Advisory Committee, and the Non Government Organizations (NGOs) for the implementation of shelters and other basic services for the urban homeless.

## **4. Administrative Arrangements for Institutionalizing Shelters and Allied Services for the Urban Homeless**

### **a. Implementation Structure:**

- Nodal Department: The Public Health Department of Corporation of Chennai is designated as the nodal agency
- Central Office: The City Level Coordinator (CLC) will be provided with an office space along with the required administrative facilities inclusive of travel. The office of the CLC will be the centralized office for ensuring basic services for the urban homeless. The Central Office will also be the first level of contact for availing information about the shelter for the homeless from the Corporation of Chennai.

### **b. Management Structure:**

The Program for shelter to urban homeless people is managed by

- A. Executive committee (EC)
- B. Shelter advisory committee (SAC)

#### **a. Executive committee**

The EC comprises of:

- Commissioner (Chairperson)
- Joint /Deputy Commissioner (Health)
- City Health Officer (Convenor)
- Financial Advisor Corporation of Chennai
- Civil Society representative (to be appointed by the Commissioner, Corporation of Chennai)

The roles of the EC:

- This committee is responsible for the implementation of the initiative for the shelter for homeless
- EC will provide policy directions for the implementation of shelter and other basic services for urban homeless people.
- EC will overview the planning and implementation of the programme for homeless shelters and other basic services for the urban homeless
- EC will function as the appellate authority for grievance redressal for the public as well as NGOs.
- The EC will meet at least once in three months to review the progress and discuss the plan for future and pass necessary orders for implementing the program.
- Approve decisions taken by the Shelter Advisory Committee

b. Shelter advisory committee

- The SAC consist of
  - a) City Health Officer (CHO) – Chairman
  - b) Additional City Health Officer
  - c) Zonal Health Officers (ZHO) – 1 nos
  - d) Civil society representatives – 2 nos
  - e) Social workers who are working in the field of urban homeless –1 nos
  - f) Member of Child Welfare Committee (CWC)
  - g) City Level Coordinator (Convener)
- The members of the SAC will be finalised by the EC and the SAC members will be revised on a yearly basis. The SAC will meet once in two months to review the progress of the shelters and submit a review report to the EC for further action.
- The SAC is responsible for the following
  - i. Identification of agencies (NGOs) for operating the shelters
    - a) Approving the locations and buildings in which the shelters will be constructed, the numbers and kind of shelters, and the building and refurbishment of buildings for the homeless shelters
    - b) Establishing effective transparency and grievance redressal systems and processes
    - c) Monitoring and evaluation, including effective Management Information System (MIS) systems, and conduct periodic financial, social and quality audits

- d) Prior notice will be sent to the NGO when their performance has to be improved. Sustained decline in the performance will lead to termination of the Memorandum of Understanding (MOU)

## **5. Process of identification and selection of NGOs:**

### **Qualifying Criteria for selection of NGOs: \***

- Minimum of 1 year of experience in working with the homeless community
- Experience in managing shelters, homes or orphanages
- Ability to demonstrate sustainability of the programmes previously undertaken
- Experience in grants management
- Experience in working with Government agencies or projects

\* Qualification criteria will be revised periodically according to the directions of Executive Committee

### **Selection and Approval Process:**

- Step 1: Advertisement in the print/electronic media inviting organisations interested in managing shelter for the homeless
- Step 2: Submission of Expression of Interest (EOI) by NGO/Organisations/Institutions addressed to the City Health Officer (CHO)
- Step 3: Assessment visit will be undertaken by joint assessment team comprising a representative of the civil society and City level coordinator to assess institutional capabilities and assess program effectiveness.
- Step 4: SAC to scrutinize the proposal and based on the qualification mentioned above and the assessment report of the joint assessment team, they will prepare a draft approval note
- Step 5: The draft approval note along with the copy of EOI and the Assessment Report will be sent to the Executive Committee for final approval
- Step 6: Signing of Memorandum of Understanding (MOU) by the Commissioner of the Corporation of Chennai and the NGO head.

## **6. Roles & Responsibilities of the Officials and NGOs**

### **The City Health Officer (CHO):**

- To avail regular updates and monitor the work of the CLC
- To conduct a monthly review with the CLC and the Zonal Health Officer (ZHO) regarding the status of the Shelters
- To provide monthly update of the status of the shelters to the Commissioner and Joint /Deputy Commissioner (Health)
- To take stock of the performance of the NGOs and to take necessary actions based on the same
- Chair the Shelter Advisory Committee
- Approve the action plans submitted by the CLC, SAC and NGOs
- To intervene when the grievances that are brought to the notice of the CLC remains unresolved and ensure that these are redressed effectively.

### **The City Level Coordinator (CLC):**

- To undertake regular monitoring visits to the shelters and assess the quality of the functioning of the shelter.
- To ensure that all the conditions in the MOU are adhered to in the shelter.
- To maintain a shelter-wise progress report.

- Building capacities of shelter operators and ensuring regular financial support for running the shelters
- To update the CHO on a weekly basis
- To provide a monthly qualitative and quantitative report to the EC and the SAC after receiving the report from the NGOs on or before 5<sup>th</sup> of every month
- To ensure effective linkages between the Corporation of Chennai and the NGOs
- To liaison with the other government departments to ensure that the homeless are able to avail the basic entitlements
- To act as the first point of contact in the event of grievances and to ensure that adequate steps are taken to redress the same

#### **The Zonal Officers (ZO):**

- Ensure the required physical infrastructure is present in the shelters and instruct the officials to correct the defects immediately
- Overview the maintenance works and ensures that the buildings are well maintained and safe for habitation on regular basis.
- Resolve grievances which are brought by the ZHO and CLC and ensure that these are redressed effectively.
- Release the quarterly reimbursement of funds for smooth functioning of shelters

#### **The Zonal Health Officer (ZHO):**

- Oversee the program implemented by the NGOs in their respective zones.
- ZHOs should visit the NGOs periodically and ensure that the records are maintained as per the MOU
- ZHOs should scrutinize the reports submitted by the NGO and process them for payment according to the eligibility on or before 5<sup>th</sup> of every month
- ZHO will be focal point person for resolving grievances from the residents of the shelter along with the CLC
- ZHO will coordinate with the various departments at the zonal level to ensure timely disbursement of funds and undertaking maintenance work to ensure that the buildings are well maintained and safe for habitation
- ZHO will ensure that the residents in the shelter receive medical assistance inclusive of regular health check up, referral services where ever required
- Update the CHO on a regular basis about the functioning of the shelter
- ZHOs will coordinate out all the activities for the benefit of the urban homeless such as night survey.

#### **Roles of the NGOs**

- The NGO will implement the Shelter for homeless program in their specified area.
- NGO is responsible to provide services to the number of urban homeless as specified in the MOU
- The NGOs should undertake appropriate steps to identify the beneficiaries in their area.
- The NGOs should conduct a night survey along with the Zonal team to identify the beneficiaries
- NGOs should adopt a humane and community-centric approach in managing the shelter
- NGOs should provide basic services defined in the MOU. NGOs should ensure the safety of the inmates.

- The shelter should have a Shelter Monitoring Committee (SMC) that comprises a representative of the residents, the NGO and the Zonal Level Officials.
- The Shelter monitoring committee will track the progress and advise the NGO to take up the necessary corrective actions. The grievances of the NGO as well as the inmates will be addressed by the SMC locally.
- The NGO should recruit a full time coordinator (preferable a trained social worker in counselling), a resident home manager (for kitchen management, dispute resolution, record maintenance etc) and two security staffs
- The NGO shall ensure that the capacities of the staffs are regularly enhanced and updated
- Counselling services should be provided and individual records must be maintained for every resident in the shelter including rehabilitation plan within a time-frame
- Ensure that all the residents are rehabilitated based on the specific need of the resident
- Once a resident is rehabilitated the NGO should identify a new resident from the nearby area
- To maintain the following records
  1. Shelter Asset Inventory Book
  2. Attendance Register
  3. SMC (Shelter Monitoring Committee) Meeting Register
  4. Personnel Register with Salary Payment Details
  5. Guest Register
  6. House Keeping Register
  7. Health Register
  8. Maintenance Register
  9. Shelter Audit and Accident Record
  10. Complaint and Suggestion Register
  11. Monitoring and Audit Register
  12. Monthly and Annual Report Record
- The NGO will carry out any other activity suggested by the City Health Officer, Shelter Advisory Committee as well as SMC

## **7. Capacity Building**

The following capacity building programs will be carried out to ensure that the quality services are delivered.

### 1. NGOs

- An inception workshop for the staff of the implementing NGOs
- A half yearly training will be organised by the Corporation of Chennai for the staff of the implementing NGOs
- Experience sharing workshops will be conducted once in 6 months
- Supportive supervisory visits by Corporation officers, CLC and consultants
- Documentation

### 2. Program Managers

- Sensitization meeting of officers once a month
- Cross learning visits to other municipal corporations
- Experience sharing workshops

## 8. Protocols

The services the urban homeless will be guided through participatory and standardized procedures. These activities involve various processes such as

1. Identification
2. Rescue
  - a. Homeless without special needs
  - b. Homeless with special needs
3. Admission
  - At the time of Admission
  - After Admission
4. Entitlements
5. Reintegration
6. Housing continuum
7. Death of Resident

### A. Identification:

The homeless are identified through a process of enumeration. These are the following steps involved in the identification:

#### 1. Night survey / Enumeration

- The Shelter Advisory Team will specify methodology to conduct the identification process depending on the location.
- NGOs with support from the officials of the Public Health Department along will carry out the survey.
- The CLC in coordination with ZHO and NGO will make the necessary arrangements for the survey in their respective zones
- A team of researchers will be identified to initiate the process and to consolidate the findings
- The enumeration will include the following components:
  - a. Demographic and Occupational Profile of the Homeless
  - b. Social Vulnerabilities
  - c. Access to Services/Schemes
  - d. Needs Assessment
- Night survey will be the base document for planning Shelter Initiative

#### 2. Other identification process

- a. Night engagement
- b. Calls from public to 1913
- c. Information from other sources

### B. Rescue

Specific Instructions on the Rescue Process for the Homeless people:

#### 1) The rescued homeless without any of the special needs category will undergo the following process:

- The case referrals availed at the Hotline (1913) or by the Shelter Coordinator during the street engagement process regarding the location of the urban homeless will be taken to the shelter.



- The NGO shelter coordinator should inform local police station about the rescue process and to trace the family/relatives of the homeless. Memo has to be availed from the local police station and documented along with the admission form
- Filing up of Admission Form with the general details of the rescue mission at the shelter by the shelter coordinator
- The shelter coordinator and the NGO will be exclusively in charge of the following induction procedure of the homeless person:

**2) The rescued homeless without any of the special needs category (The infirm, persons with psycho social disabilities) will undergo the following process:**

- The social worker will accompany the rescue team when the homeless is identified to be a person with special need
- The rescued individual will undergo health screening and medical treatment.
- The social worker will do a preliminary assessment and will complete the admission process for the rescued homeless to the specific transit shelter
- For the persons with special needs, the CDH will be equipped with specialised transit shelters so that the rescued homeless will be entitled to specialized pre-induction process
- The specialized transit shelters made available at the CDH are as follows:
  - a. Recovery ward (separately for men and women) for the infirm
  - b. Geriatric care unit (separately for men and women) for the elderly
  - c. Psychiatric wards separately for men and women with psycho social disabilities
  - d. Special wards for women and children
- Legal Procedures to be adhered:
  - a) The arrival of the individual should be intimated to the nearest police station
  - b) If a person with psycho social disability is rescued he/she should be produced to the District Magistrate based on the existing legal framework of the State. This process has to be completed by the Social worker at the CDH
- The person with special needs will be referred and treated at special centre according to the requirement from CDH or treated at CDH itself.
- After the due process at the CDH, the homeless individual will be transferred to the shelter catering to the special needs of the homeless.

- The shelter coordinator and the NGO will be exclusively in charge of the following induction procedure of the homeless person:

### **C. Admission Process**

#### **a. At the time of admission in the Shelter:**

- The complete socio demographic particulars of the individuals should be collected by the shelter coordinator
- The nearest police station should be informed about the arrival of new person in the shelters
- The person should be provided with necessary items for her/his stay in the shelter
- Screening for illness and appropriate treatment will be provided by the medical officers of Chennai Corporation
- Counselling support will be provided by the Shelter coordinator cum counsellor

#### **b. After admission in the Shelter**

- Follow up with the police to trace the family/relatives of the rescued person (need for verification of FIR/missing complaint)
- The homeless individual will be rehabilitated by the Shelter coordinator based on the needs of the individual.
- If the homeless individual is deserted from the family, enquiry/counselling session with the family to explore the possibilities of immediate reintegration and verification of documents available with the family
- Detailed profiling to be undertaken based on the counseling process, police follow-up and family enquiry reports. The referral or reintegration process will be based on the detailed profile
- The rescued homeless individual under exceptional circumstances (family/parents unwilling to take custody and absence of claimant will be referred to specialized shelter or other orphanage homes in Chennai)
- Repatriation process (for those who have run away or found missing from institutions or family) will be carried out after enquiry and verification along with the local police station
- Closure documentation made available after the referral or the repatriation process.
- The homeless individual will be given all the facilities given by the Corporation of Chennai and NGOs.

- Legal Procedures to be adhered: If a homeless child is rescued the child should be produced before the CWC
- Educational and child-care facilities, for dependent minor children to be made available. Children who are not dependent should not be made to stay in shelter but in residential schools set up exclusively for this purpose
- Emergency numbers should be made available in the shelter. Each shelter to have a phone number

#### **D. Entitlements :**

- Shelters should be a space for convergence and provisions for various entitlements of social security, food, education, and livelihood and housing schemes of the government to ensure that they are no longer homeless.

Entitlements for the homeless residents in the shelters:

1. Birth Certificate/ age proof
2. Old age, widows, and disability pensions
3. BPL identification/ PDS ration cards / Electoral cards
4. Bank or post office accounts
5. Access to Anganwadi services /Admission to government schools
6. Linkage with Tamil Nadu Urban Livelihood Mission (TNULM)/National Urban Livelihood Mission (NULM)
7. Linkage to National Urban Health Mission(NUHM)
8. Admission to all public hospitals with free medicines and treatment
9. Linkage to Rajiv Awas Yojana (RAY)
10. Free legal aid

#### **E. Reintegration**

- The shelters are not the end of services to homeless
- Repatriation process (for those who have run away or found missing from institutions or family)will be carried out after enquiry and verification along with the local police station
- There should be detailed documentation of the reintegration process inclusive of the contact number of the families where the residents are reintegrated
- Quarterly follow up should be conducted on those who are reintegrated and files should be regularly updated
- For the most vulnerable segments of homeless persons, such persons with psycho social disabilities and challenged persons there may be need for long term social protection institutions, but these should be open and voluntary, and with appropriate services. The NGO can refer those requiring long-term social

protection services in coordination with CLC to the Social Welfare Department homes.

- Staff of the NGO should be present during the reintegration process

#### **F. Housing continuum**

The residents should be supported with the following facilities by the NGOs as a part of housing continuum:

- Ownership of affordable dwelling units in programmes such as RAY
- Working women's and men's hostels for single working poor men and women
- Labour transit camps for construction workers.
- Rental accommodation of dwelling units for the migrants

3. In case of death in the shelters, the Corporation of Chennai has to be informed and involved till the closure of files that are duly verified and signed by the CHO and the CLC

### **9. Management of Shelters for the Urban Homeless**

#### **Facilities and Services to be made available at the shelter (to be ensured by the Corporation of Chennai)**

- Each shelter should have proper display of legible name boards and the text should be provided in Tamil and English
- Shelters should provide all appropriate facilities for dignified human living. A space of 50 square feet per person space (for storage and sleep). 10 people can sleep in 300sq feet/ at the bare minimum assuming 5.5 feet x 3 feet or sleeping alone, and space for movement)
- Bed and bedding (blanket, mattress, pillow, bed-sheets) on a use basis, with arrangements to launder these periodically.
- Personal lockers for personal storage space
- Water arrangements (potable drinking water and other needs) and sanitation with regular running water supply
- Adequate toilet facilities with a minimum norm of one toilet and bathing space for 12 persons
- Bathing and washing area to cater to the needs to all residents with running water.
- Adequate bathing facilities, including running water, water storage cans, buckets and mugs.
- Adequate lighting and ventilation
- Adequate fire protection measures, as under guidelines for enclosed public places, with clear and functional fire exits.
- Common recreation space with television, reading space, etc
- First aid supplies to cover the total population at the shelter
- Pest and vector control.
- Regular cleaning of blankets, mattresses and sheets, and maintenance of other services
- Suitable waste management arrangements

- An open space, either on the ground or the terrace, with additional spaces based on livelihood and storage needs of residents, such as for parking rickshaws and carts, and storing sacks of collected waste
- Kitchen /cooking space and necessary equipments such as cooking gas connections etc
- Linkages to PDS for subsidised provisions which will be provided to the shelters catering to the needs of destitute, elderly and children

**Facilities and Services to be made available at the shelter by the NGOs**

- The NGO should Rehabilitate and Reintegrate the residents in the shelter according to the Protocol.
- Entitlements to Social Security, Health, Education, Legal Aid, Financial inclusion to be ensured by the NGOs in coordination with the Corporation of Chennai

**Reporting System**

- All the NGOs shall send a monthly programme and finance report to the Zonal health officer with a copy to the City level coordinator and the City health officer on or before 5<sup>th</sup> of every month
- The template for the same will be designed and circulated by the CLC in consultation with the CHO
- The CLC will consolidate the monthly programme and finance report and will submit it to the CHO, the Executive Committee and the Shelter advisory committee.
- Unusual instances (Such as deaths) should be immediately reported to CHO & CLC

**Financial System**

Financial cycle for the NGOs in the first phase as per the MOU :

1 <sup>st</sup> Quarter: 1 <sup>st</sup> Jun to 31 <sup>st</sup> Aug	2 <sup>nd</sup> Quarter: 1 <sup>st</sup> Sep to 30 <sup>th</sup> Nov
3 <sup>rd</sup> Quarter: 1 <sup>st</sup> Dec 28 <sup>th</sup> Feb	4 <sup>th</sup> Quarter: 1 <sup>st</sup> Mar to 31 <sup>st</sup> May

Financial cycle for the NGOs in the second phase:

From the date of implementation by the NGO after signing MOU

Submission dates for utilisation certificate by the NGOs

Quarter	Date of submission of utilization certificate	Release of Advance Payment
First		15 <sup>th</sup> June
Second	5 <sup>th</sup> September	15 <sup>th</sup> September
Third	5 <sup>th</sup> December	15 <sup>th</sup> December
Fourth	5 <sup>th</sup> March	15 <sup>th</sup> March
Next Year	5 <sup>th</sup> June	

- Expenditures of the NGOs should be based on the line item in the approved budget of Chennai Corporation.
- Prior approval should be sought on any variations in the budget spent from the Deputy Commissioner ( Health)

- Expenditure statements will be approved only based on the actual expenditure with adequate supporting documents (vouchers, bills, receipts, reports and records as mentioned in the MOU).
- The utilization certificate and the expenditure bills submitted by the NGO will be audited by a panel of Auditors appointed by Corporation of Chennai.

## **10. Grievance Redressal Systems**

- All shelters need to maintain a complaint register at the shelter itself wherein residents can record complaints. There will also be a locked box for those who chose to use it for complaints.
- The Shelter-level coordinator will be responsible for ensuring that complaints are redressed within a maximum of 15 days of being recorded. The Shelter Management Committee will ensure the timely redress of complaints.
- If the complaints are not resolved by the SMC the City Level Coordinator (the designated Grievance Redressal Officer) will take action on the same in consultation with the CHO
- The CHO will be the first appellate authority.
- In case their grievance is still not addressed then the homeless citizen can approach the Deputy Commissioner (Health), Corporation of Chennai with their grievance.

## **11. Monitoring Mechanisms**

- NGOs should submit a monthly report in the predefined format
- Field visits to be carried out by the city level coordinator. CLC to visit all the shelter on a monthly basis
- SAC to meet once in two months to review the monthly program and finance report submitted by the CLC and shall produce a review report to be submitted to the EC
- Executive committee will review the program on a quarterly basis along with the SAC
- Shelter audit will be conducted on a quarterly basis. The audit will be conducted by the Shelter Advisory Committee and the report will be submitted to the Executive Committee. The audit will be conducted unannounced.

## **12. Termination of contract with NGOs**

- After the 1<sup>st</sup> social and quality audit visit notice will be issued to the NGO for poor quality rating or failure of compliance to the fixed guidelines
- Maximum of 15 days will be given for the NGO to rectify the error and submit an action taken report
- A second social and quality audit visit will be undertaken to verify the action taken report
- Failure of compliance to the issues identified in the notice after the second social and quality visit will result in automatic termination of agreement
- The Executive committee will function as the appellate authority to terminate to contract with the NGO in consultation with the Shelter Advisory committee
- A new agency will be put in place to manage the shelter if the agreement with the NGO is terminated

## List of Abbreviation

- BPL – Below Poverty Line
- CDH – Communicable Diseases Hospitable
- CHO- City Health Officer
- CLC – City Level Coordinator
- CWC – Child Welfare Committee
- EC – Executive Committee
- MIS –Management Information System
- MOU – Memorandum of Understanding
- NGO – Non Government Organization
- NUHM – National Urban Health Mission
- NULM – National Urban Livelihood Mission
- PDS – Public Distribution Service
- RAY – Rajiv Awas Yojana
- SAC – Shelter Advisory Committee
- SI – Sanitary Inspector
- SMC – Shelter Monitoring Committee
- SO – Sanitary Officer
- SOP – Standard Operating Procedure
- TNULM – Tamil Nadu Urban Livelihood Mission
- ZO – Zonal Officer
- ZHO – Zonal Health Officer