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PROFILING AND STUDY OF SHELTER HOME RESIDENTS

**An Evaluation of Permanent and Temporary
Post-Pandemic Shelter Homes in Bengaluru,
Karnataka, INDIA**

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Preface

Poverty, unemployment, distress migration, destitution, social dissonance, violence and evictions are some of the factors that make one homeless. The urban homeless may be either senior citizens and destitute, working homeless or children living on the streets. Azim Premji Philanthropic Initiatives (part of a group of philanthropic institutions having a common identity of Azim Premji Foundation) supports not-for-profit organisations across India by providing quality facilities such as shelter, food, medical and need-based psycho-social services, access to social security, etc. to the destitute, senior citizens and working homeless people. In 2019, support of this nature was provided to a large number of not-for-profit organisations in Bengaluru.

The pandemic has painfully laid bare the inequities that exist in our country and its implications on the life of the vulnerable and marginalised sections of our society, including the homeless. The state of affairs was no different in Bengaluru city. During the lockdown that followed the COVID-19 crisis, the homeless/street dwellers were deprived of food, safety and support they could otherwise garner from the community. Besides, a large population of extremely poor or/and elderly (60-plus years), living on the fringes of society, overnight lost their means to earn a living. Those working in the informal sector, such as construction workers, daily wage earners, cooks working in choultries, etc., lost their jobs. Unable to pay rents or evicted by landlords from their informal settings, they had no home during the near three-months complete nationwide lockdown.

Various civil society organisations, together with local government authorities, launched a city-wide humanitarian drive to address the immediate needs of the homeless/street dwellers. This included providing dry ration, access to cooked food and primary health care to the residents of permanent and temporary shelters. It was the sight of these homeless individuals in the humanitarian relief effort that led to this detailed study on:

- Profile of the residents in the permanent and temporary shelters of Bengaluru
- Deeper understanding of the issues/risks/vulnerabilities of the homeless and migrant workers
- Approaches that enable the most vulnerable to live a life of dignity and realise their rights as fellow citizens

The not-for-profit organisations, supported by Azim Premji Foundation as a part of The Bengaluru Homeless Programme, joined hands in the design and execution of this study. The research was designed keeping in mind the limitations posed by the lockdown. We were able to conduct in-person interviews of the residents even during the lockdown with the help of shelter home coordinators.

This study is an attempt to understand the residents of the shelter homes - the principal stakeholder of these shelters. It will help the organisations working for the homeless people make informed decisions and work in a more comprehensive manner. There are many aspects though that have remained untouched in this study. We hope the organisations working for those living on the fringes of our society will be able to take it forward and recommend ways to incorporate them into the mainstream.

Regards,
Liril Gupta
Azim Premji Foundation

Acknowledgements

We thank Sparsha Trust and Dream India Network - our partners for Project *Nammane* - who are supporting the homeless population of Bengaluru. Our partners not only helped us understand what the key concerns were for the residents of the shelter homes, but also collected data with the help of the centre coordinators and completed the data entry work within just three weeks. We are especially beholden to the following people from all our partner organisations without whose tireless effort we would not have been able to complete this study.

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| 26 | Chaitanya Global Foundation | Mr Suresh | Director |

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Dr Surashree Shome
Azim Premji Foundation

List of Abbreviations

| | |
|--------------|---|
| APL | Above Poverty Line |
| BBMP | Bruhat Bengaluru Mahanagara Palike |
| BCM Hostel | Backward Class Metric Hostel |
| BOCW | Building and Other Constructions Workers |
| BPL | Below Poverty Line |
| COVID-19 | Corona Virus Disease – 2019 |
| DAY-NULM | Deendayal Antyodaya Yojana - National Urban Livelihoods Mission |
| FM | Finance Minister |
| GoI | Government of India |
| GoK | Government of Karnataka |
| ICDS | Integrated Child Development Services |
| MGNREGA | Mahatma Gandhi National Rural Employment Guarantee Act |
| MHA | Ministry of Home Affairs |
| MHRD | Ministry of Human Resource Development |
| MHUPA | Ministry of Housing & Urban Poor Alleviation |
| NGO | Non-governmental Organisations |
| NOAPS | National Old Age Pension Scheme |
| NSSO | National Sample Survey Office |
| NULM | National Urban Livelihood Mission |
| OBC | Other Backward Class |
| PDS | Public Distribution System |
| PMGKY | Pradhan Mantri Garib Kalyan Yojana |
| PS | Permanent Shelters |
| SC | Scheduled Caste |
| SSY | Sandhya Suraksha Yojane |
| ST | Scheduled Tribe |
| STD | Standard Deviation |
| Philanthropy | Azim Premji Philanthropic Initiatives |
| TS | Temporary Shelters |
| ULB | Urban Local Body |

EXECUTIVE SUMMARY

1. Background of the Study

Following the outbreak of the pandemic that upended lives and economies across the world and the imposition of the national lockdown in India on 24 March 2020, it was the migrant crisis that shook the collective conscience of the nation. An estimated 40 million internal migrant workers, largely in the informal economy, were severely impacted by the government's COVID-19 lockdown.¹ Caught between the devil and the deep sea, the migrants hit the road to rush back home in the hinterlands, defying the virus and the government's repeated appeals to stay put. The central government pressed the state governments into action to quickly set up shelters for the migrants. Around 27,761 temporary shelters (TS) were set up across the country to provide refuge to the migrant workers who were stranded in the cities as a result of the lightning lockdown. In Bengaluru, too, this initiative was taken up. The Bruhat Bengaluru Mahanagara Palike (BBMP), the Bengaluru municipality, initially accommodated the migrants in the available 10 permanent shelters (PS) of the city. Later, BBMP set up 100 temporary shelters across the city.

This study, that was undertaken in the months following the lockdown, surveyed 447 residents from the permanent and the temporary shelters of Bengaluru. It was designed to specifically understand the current and potential challenges that residents of these shelters could be facing. The aim was not to assess the shelters per se, but to understand the composition of the residents and the circumstances they were living in, in these shelters.

Azim Premji Philanthropic Initiatives (hereinafter referred to as "Philanthropy"), which was already working in this space, stepped in to help in this gigantic and unprecedented migrant crisis. It offered its support to seven temporary shelters that had accommodated more than 3,000 stranded migrants in the city until 10 June 2020 (the government closed the TS after 10 June 2020). Much before the pandemic hit, Philanthropy had committed to providing a multitude of services to the homeless people residing in the five (of the 10) permanent shelters of the city for a period of three years by joining hands with NGO partners in October 2019.

The larger aim of this study is to guide us and our partners advocate policies that cater to the needs of the homeless migrants at the state and central levels. We hope the findings of this study will guide Philanthropy and other organisations to design interventions that will improve the standard of living of the poor migrant workers at the urban shelters and also prepare the existing shelters for post-lockdown scenarios.

2. Findings of the Study

2.1. Profile of the Residents

Our study had a sample size of 447. Of them, 47% residents were from the general caste, 20% from OBCs, 13% from SCs and 8.5% from STs. Of the 447 residents, only 33 were women. One-third of the migrants were from the states of Bihar and Maharashtra, another one-third was from North-East, Odisha, Madhya Pradesh, Uttar Pradesh and

¹ <https://www.chathamhouse.org/2020/07/covid-19-hidden-majority-indias-migration-crisis>

Rajasthan and the remaining were from other states. About 99% residents of permanent shelters and 75% residents of temporary shelters were either from Bengaluru Urban or Bengaluru Rural districts.

2.2. Family Details of the Respondents

Our study showed that 17% of the respondents were supporting a family size of four or more. Some 55% were the only bread earners of their families, 44% were supporting their parents financially and 8% of the respondents were supporting a disabled person in the family. According to our study, the average income of a respondent's household was INR 10,293 per month.

2.3. Assets and Entitlements

A total of 57% respondents owned a house in their villages and 22% owned an agricultural land, most being marginal farmers. Only 28% of the respondents had bank accounts and 8% had Jan-Dhan accounts. Our study showed that only 62% of the respondents had Aadhar cards, 47% had voter cards, 6% had a passport and 23% had PAN cards. Only 11% of the respondents' households had MGNREGA cards. Households with BPL, APL and Antodaya cards were 34%, 11% and 3%, respectively.

2.4. Migration and Occupation Details

Of all the migrants surveyed, 81% had come to Bengaluru five years ago. About a quarter of the respondents were seasonal migrants and fraction more than a quarter had migrated to the city whenever an opportunity arose. Of the total respondents, 80% were working before the lockdown. Most of the non-working respondents were either old or were unable to find work in the city. The average income of the respondents was INR 7,731 per month.

2.5. Residents' Understanding of the COVID-19 Virus

Of the 447 respondents, 91.3% had heard about the COVID-19 infections and 72% believed that the disease was curable. The rest were either not aware (22%) or believed that the disease was incurable (6%). Most of the respondents identified fever and dry cough as symptoms of COVID 19 infections. They were also aware that older adults were at higher risk of contracting the infection and being severe ill, but risk awareness about having underlying medical conditions was very low. Our study showed, 58% were unable to buy sanitisers regularly and 48% said it would be difficult for them to buy masks.

2.6. Lockdown and its Impact on the Residents

Our study showed about 55% residents from permanent shelter had moved in there before the lockdown began. The rest came after it. More than 53% of the respondents were either living on the streets or near/on the construction sites before the lockdown. Our study showed that 82% of the long-term residents (those living in the shelters for more than 6 months) of the PS were above the age of 60. Of the respondents, 31% had sought support either to access government entitlements or to reach home or to get access to work in the city.

Our study showed that 20% were living in one of the permanent shelters in the city and 14% were either staying in a rented place or in a place provided by their employers. According to our study, 62% of the respondents lost their jobs due to the pandemic and 45% had lost some of their possessions. The average money in hand with the respondents during the period of our survey was INR 1,522 per person. Of the total respondents, 41% said they had less than INR 100 on the day of the survey. Some 15% of the working respondents said their dues would not be cleared by their employers and another 45% were unsure if they would get paid. Of the working respondents, 71% said they were contacted by their employers to rejoin work after the lockdown. Of them, 91% wanted to join back because they didn't have any money left in hand. More than 75% of the respondents were aware that if they went back to work, there were risks of getting infected with coronavirus.

3. Recommendations

- i. Need to set up exclusive shelters for vulnerable groups, such as those with psychosocial and other disabilities, children, single woman with/without minor dependent children, elderly, infirm, destitute persons with chronic health conditions, transgenders, etc.
- ii. Wider publicity about the shelters among the homeless migrants through channels such as community radio. Dissemination of the information in languages other than Kannada for wider outreach.
- iii. Set up migrant helplines to: (a) provide information about protections and benefits available to them at the shelters; and (b) connect migrants to support services that may be required to secure their rights.
- iv. Create exclusive space within the shelters or in other shelters for the elderly and people with comorbidities to prevent coronavirus infections.
- v. Organise regular health camps and coronavirus awareness programmes at the shelters.
- vi. Occupancy and facility plan for seasonal migrants at the shelters.
- vii. Need to ensure resident entitlements at the shelters. Organisations managing the shelters should take steps to provide dignified living to the elderly, physically challenged and widow residents by helping them develop required skills and ensure they have access to central and state pension schemes.

PROFILING AND STUDY OF SHELTER HOME RESIDENTS

A. Introduction

A.1. Background of the Study

The writ petition (196/2001) brought to fore the severe denial of right to food and shelter of people living on the streets that threatened their fundamental right to life. The Supreme Court took cognisance of the alarming situation and in 2010 directed the central and state governments to provide permanent shelters for homeless in cities (in a phased manner). The order emphasised that for every one lakh urban population, facilities for shelter and allied amenities must be provided for at least 100 homeless persons and that the shelters are to remain open 24 hours a day throughout the year. Accordingly, the Ministry of Housing and Urban Poverty Alleviation (GoI) rolled out the Shelters for Urban Homeless scheme under the National Urban Livelihood Mission (NULM) in 2013. The main aim of the scheme was to provide permanent shelter to the homeless living in urban centres that would have basic infrastructure facilities such as water, sanitation, safety and security. Along with the living space with basic amenities, the shelters-homes are also responsible to help the residents access various entitlements.

The shelter homes' scheme was put to a sudden and rigorous test in early 2020, when the pandemic hit the world. The three consecutive nationwide lockdowns from 25 March 2020 to 31 May 2020, imposed to contain spread of the COVID-19 outbreak in India, left millions of migrant workers homeless as they were laid off overnight with/without their employers clearing their dues. Without any job and with no option to travel back home, these homeless migrant workers were stranded in the cities for months. Many migrants, some alone and some with families, started walking towards their home in the hinterlands. Several of these migrants not only crossed districts, but also states to reach their homes. According to the Supreme Court, about 500,000 to 600,000 such migrants walked back to their villages during the lockdown (by 1 April 2020).² To prevent such movements across and within states, the central government asked the state governments to open relief camps or shelters for the homeless migrant workers. The Ministry of Home Affairs (MHA) data showed that 27,761 shelters were functional across various states and union territories as of 20 April 2020. These shelter homes provided temporary accommodation to about 12.5 lakh migrant workers and homeless people. Of these, 23,924 camps were set up by various state government and about 3,737 by different NGOs.³

In the city of Bengaluru, the plight of homeless migrant workers was no different from those in any other major city of the country. Most of the migrant workers reached railway or bus

² https://www.business-standard.com/article/current-affairs/nearly-600-000-workers-migrated-on-foot-during-lockdown-govt-tells-sc-120033101181_1.html, retrieved on 14 July 2020

³

http://timesofindia.indiatimes.com/articleshow/75000728.cms?utm_source=contentofinterest&utm_medium=text&utm_campaign=cppst, retrieved on 24 June 2020

stations with the hope to travel back home, but in the absence of any travelling mode they were directed by government officials to the nearby permanent shelters. However, these permanent shelters were not sufficient to accommodate thousands of homeless stranded migrant workers in the city. Within a few days of the lockdown, the permanent shelters were overcrowded and maintaining physical distance to avoid the spread of the virus was almost impossible here.⁴

After Noushad and Md Istakhar, both from Ahmedabad, were evicted from their homes by their contractor with a month's salary, they sought shelter at the railway station, but they were caned and thrown out from there by a police personal (sic). A policeman deployed near Majestic Railway Station directed them to Good Shed Road Shelter near the station. When they reached there, they found the shelter was full. From there they were asked to go to a school in Gandhinagar which was also full. They roamed from shelter to shelter, hungry, tired and weary. Unable to find a shelter, they slept on a footpath of a commercial complex.

-Bangalore Mirror, 2 April 2020

As a result of the overcrowding at the permanent shelters, the Bruhat Bengaluru Mahanagara Palike (BBMP) started temporary shelters in government schools, marriage halls and other available public places at the insistence of its NGO partners associated with managing the permanent shelters of the city. An article in the news portal The Quint said some 100 schools across the city and five to six marriage halls in each zone had been converted into shelters.⁵ However, none of the marriage halls were operative as a shelter for migrant workers. Some were used for storing foods and other essential items for relief.⁶ Neither did these temporary shelters have the basic facilities that the permanent shelters had such as sheets/mattresses to sleep, lockers to keep personal belongings, appropriate bathing and toilet facilities, television for accessing information/entertainment, etc. What they provided was a roof above, some plastic sheets to sleep, bedsheets and food three times a day.

Philanthropy, which works to provide a humane and sustainable society for vulnerable groups, had partnered with Impact India Consortium⁷ since November 2019 to extend comprehensive services to the homeless people. An extension of this initiative was Project *Nammane* in the post-pandemic era that helped provide quality facilities, such as shelter, food, medical, psycho-social support and access to social security, to about 250 working homeless/destitute/senior citizens through five BBMP-allotted permanent shelters. Project *Nammane* also supported an NGO network for community outreach, quality control, government liaison, training and media initiatives to ensure effective implementation and expansion of the programme.

⁴ <https://bangaloremirror.indiatimes.com/bangalore/others/crowded-shelter-homes-are-not-a-safe-option/articleshow/74939176.cms>, retrieved on 20 June 2020

⁵ <https://www.thequint.com/coronavirus/migrants-on-road-as-bengaluru-shelters-lie-empty-say-activists>, retrieved on 20 June 2020

⁶ <https://www.thequint.com/coronavirus/migrants-on-road-as-bengaluru-shelters-lie-empty-say-activists>, retrieved on 1 July 2020

⁷ A network of NGOs managing permanent shelters for homeless in the city of Bengaluru

To meet the surging needs of homeless migrants and their families during the lockdown, Philanthropy extended its support to seven temporary shelters in Bengaluru. It helped impact the lives of more than 3,000 migrant workers between from 1 April 2020 and 10 June 2020. This gave the migrant workers access to safe shelters in schools, food, toiletries, regular health check-ups and helped meet their emergency medical expenses. It also facilitated their return home after the lockdown was lifted.

It is important to mention here that the study was not undertaken to assess the status of the permanent or temporary shelters, but rather to understand the residents and the issues they were facing. Data was collected from the temporary shelters, which housed stranded migrants, to understand the socio-economic status of the migrant workers as well as their risks and vulnerabilities. On the other hand, the permanent shelters helped understand the people who were accessing the facilities and their challenges. It is assumed that the findings of the study will guide Philanthropy and its partner organisations design interventions to decrease the risks/vulnerabilities of the homeless population and migrant workers to an extent. It is also expected to help the existing shelters be better prepared for a post-pandemic era. The study is intended to guide our partners advocate for favourable policies for the homeless citizens of our country at the state as well as the central levels.

A.2. Objectives of the Study

The key purpose of the study was to understand the challenges faced by the residents of the permanent and temporary shelters in Bengaluru city. The aim of the study was to:

- Understand the profile of residents in permanent and temporary COVID shelters and the challenges they were facing there
- Give directional assistance to plan and design interventions to address risks/vulnerabilities of the homeless/migrant workers
- Suggest possible areas of improvements in planning and designing shelter homes

A.3. Design of the Report

The Introduction chapter is followed by a chapter on Methodology and Limitations, which explains the processes followed to accomplish the study and also reflects on its limitations. The third chapter, titled Findings of the Study, describes in detail the survey findings and conclusions derived from it. This chapter is sub-divided into the following seven sections:

1. Profile of the Respondents
2. Family Details
3. Assets Owned by the Respondents
4. Reasons for Migration and Occupation Details
5. Knowledge of Respondents on COVID-19
6. Lockdown and Living Condition in the Shelters; and
7. Impact of Lockdown

The last chapter has the recommendations, which are derived from the findings and discussions held with the programme team and partner organisations.

B. Methodology and Limitations of the Study

B.1. Methodology of the Study

The data on the shelter homes is not really consistent. There were many different numbers of shelter homes that different sources were seen quoting. According to the data on the NULM website, there are in all 47 shelters in Karnataka. Of these, 15 are exclusively for men, two are for women, there are 28 general shelters and one each marked as family shelter and special shelter.⁸ The site has mentioned only five shelters in Bengaluru. On the other hand, a letter from BBMP (see Appendix 1) to our partners on 8 April 2020, said there were nine permanent shelters in the city, of which four were in the west zone and the remaining five were in the other zones (except south and RR Nagara zone, which do not have any shelter as of now). An article in *The Economic Times*, on the other hand, was quoted as saying there were eight shelters for the homeless population in the BBMP area at the end of August 2019.⁹ Another article (dated 4 April 2020) in *The Hindu* reported 10 shelters within the city limit.¹⁰

It is difficult to give the exact number of temporary shelters started by BBMP in the city during the lockdown. An article in *The Quint* (dated 23 May 2020)¹¹ quoted Sarfaraz Khan, Joint Commissioner of Health for BBMP, as saying that more than 100 SC/ST and BCM hostels in the city as well as five to six marriage halls in each zone were to shelter homes. However, the same article said that none of the marriage halls/choultries were operative or were being used to shelter the migrants. Responding to a tweet from Advocate Lekha Adavi, the state Labour Department said that one of the halls was enlisted for use of migrants, but not for accommodation. It was used only for storage of food and essentials.¹² Few government schools of the city were certainly converted to temporary shelters. Other than the government, the Archdiocese of Bengaluru had turned five of their schools into temporary shelters with the permission of BBMP. The BBMP and church shelters had the capacity to accommodate 750 stranded migrant workers, which was way below the total number of migrant workers of about 85,000 in the city.¹³

Philanthropy is partially supporting five permanent shelters under the DAY-NULM scheme in Bengaluru from November 2019. It is important to mention here that other than one general shelter,¹⁴ all the four selected shelters were for men only. During the lockdown, Philanthropy had initially extended its support to five temporary shelters. Later another two were added for providing food and other necessities. However, this study is limited to only the five

⁸ https://nulm.gov.in/CommonReport/SUH_Rept_Get_Shelters_ByCategoryTypeStateWise.aspx, retrieved in August 2020

⁹ <https://economictimes.indiatimes.com/news/politics-and-nation/heres-hope-for-homeless-hospitals-as-night-shelters/articleshow/71107236.cms?from=mdr>, retrieved on 24 June 2020

¹⁰ <https://www.thehindu.com/news/cities/bangalore/lockdown-200-choultries-marriage-halls-to-house-homeless-in-bengaluru/article31254544.ece>, retrieved on 24 June 2020

¹¹ <https://www.thequint.com/coronavirus/migrants-on-road-as-bengaluru-shelters-lie-empty-say-activists>

¹² *Ibid*

¹³ <https://www.deccanherald.com/metrolife/all-roads-cleared-where-have-the-homeless-gone-820953.html>, retrieved on 1 July 2020

¹⁴ Murphy Town-05

permanent shelters and the five temporary shelters that Philanthropy supported during the lockdown (please see Annexure 2 for the list of shelters selected for the study).

The shelters, especially the temporary ones, had a constant flow of migrants. While many left these shelters as and when they got an opportunity to travel back to their homes in the hinterland, many others came in to stay here after being evicted by their landlords/employers.

In all, Philanthropy supported 2,802 people in the temporary shelters during and after the lockdown or until the government closed the temporary shelters on 10 June 2020, and about 168 residents of the selected permanent shelters until 29 April 2020. For the purpose of this study, we surveyed all the residents of the permanent and temporary shelters who were residing in the shelters we selected during the week-long period of the survey – that is, between 27 April 2020 and 3 May 2020.

For this study, a questionnaire was prepared to survey the residents of the shelter homes that was piloted with the help of the respective shelter coordinators. After the pilot, the questionnaire was finalised based on the feedback received from the joint discussion of all stakeholders (shelter coordinators, NGO leaders and enumerators). The final questionnaire was translated into Kannada and a web-based training was conducted for all the enumerators (shelter coordinators). In all, 447 people were interviewed, of which 152 respondents (34%) were from the permanent shelters and the remaining 295 respondents (66%) were from the temporary shelters.

After data collection, our NGO partners completed the data entry and submitted it to Philanthropy, which was then cleaned for further analysis and report writing. Many discussions were held with the programme team members, NGO partners and shelter coordinators to understand and clarify residents' issues and concerns that were highlighted in the survey.

B.2. Limitations of the Study

This being one of-its-kind studies in a pandemic-hit era had its share of limitations, some of which were:

- In a normal circumstance, there would have been a pilot survey of potential respondents. And, there would also have been discussions with a few stakeholders to finalise the data collection tool. However, due to the lockdown and related restrictions, the enumerators' feedback on the pilot survey were taken to finalise the research tools
- As we were unable to hire enumerators due to the lockdown, therefore shelter coordinators were asked to collect data for the study. Therefore, an element of bias in few responses cannot be ruled out
- The study only covered the shelters supported by Philanthropy due to the COVID-related restrictions on people movement. Separate studies should be conducted to understand the realities of the other shelters managed by the government or other NGOs that are not partners of Philanthropy

- The findings and recommendations were based on a rapid assessment. More studies should be conducted to understand and address the challenges of residents in shelters homes during normal times and also during other emergency situations

C. The Findings

The study was not essentially designed to understand the differences between temporary and permanent shelters, but bulk of the data has been analysed on these parameters itself. The reason this has been done is because the study is based on the assumption that most of the residents of the permanent shelters were living there even before the lockdown was imposed, and understanding them would help us to provide suggestions to prepare the permanent shelters for post-lockdown situations (Objective 3). On the other hand, a study of the residents of the temporary shelters helped us understand the challenges faced by the stranded migrant workers and assist Philanthropy to develop and design programs/interventions to address issues of the migrant workers (Objective 2). The approach of the study abled us to understand the profile of homeless people in Bengaluru city (Objective 1).

C.1. Profile of the Residents

About 91% of the residents were staying alone in the shelters (in both the types), 6% were staying with their families and the remaining 3% were living with their friends. DAY-NULM-aided permanent shelters were started with an aim ‘to provide shelter to homeless people who do not have a house, either self-owned or rented.’ These shelters were not designed to accommodate families (as in, they could not provide privacy to a family). Thus, most of the residents were destitute and/or living alone in the city. According to the survey, 95% of the permanent shelter residents lived alone, only 5% were living with their families and friends. On the other hand, 90% of those in the temporary shelters were living alone and the remaining were living either with their families or friends.

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

- Revised operational guidelines released on July 2018 under the Deendayal Antyodaya Yojana, National Urban Livelihoods Mission

Even though the DAY-NULM guideline issued by MHUPA mentioned there were exclusive shelters for women, none of the shelters selected for the study were found to be exclusively for women. Of the shelters selected for the study, women migrants were found in three of the shelters – one permanent and two temporary. Of the total residents in the shelters, only 7% were women and 93% were men. While there were 11% women residents in permanent general shelters of Bengaluru, it was 5% in the temporary shelters.

Majority of the residents (87.7%) in the shelters were Hindus. However, residents from other religious communities were also residing in both types of shelters. Against the general notion

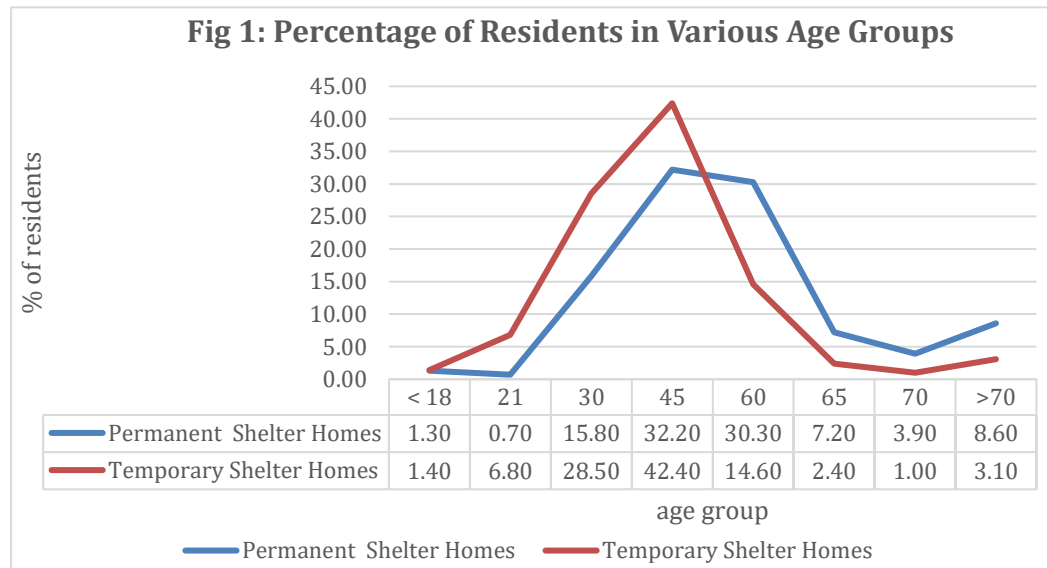
that homeless people are usually from vulnerable communities, it was found that 47% of the residents were from general caste. There were 20% from OBC, 13% from SCs and 9% from STs.

Table 1: Social Category of the Residents

| | | SC | ST | OBC | General | NA* | Total |
|--------------------------|-------|-------|------|-------|---------|-------|--------|
| Permanent Shelter | Count | 23 | 12 | 11 | 84 | 22 | 152 |
| | % | 15.1% | 7.9% | 7.2% | 55.3% | 14.5% | 100.0% |
| Temporary Shelter | Count | 34 | 26 | 78 | 125 | 32 | 295 |
| | % | 11.5% | 8.8% | 26.4% | 42.4% | 10.9% | 100.0% |
| Total | Count | 57 | 38 | 89 | 209 | 54 | 447 |
| | % | 12.8% | 8.5% | 19.9% | 46.7% | 12.1% | 100.0% |

* Residents from Muslim, Christian, Buddhist and Jain religious communities have been categorised as 'Not Applicable.' Only Hindus and Sikhs have been categorised in the given four social groups.

The average age of the residents was 46.9 years (median is 38 years), but there was seen a stark difference between the average age of the residents from permanent shelters and those from the



temporary shelters. The average age of residents in permanent shelters was around 54 years, whereas it was 43.3 years in the temporary shelters. Permanent shelters housed many older adults who were either abandoned by their families or were living on the streets from a long time. Our survey found that 19.5% of the residents of the permanent shelters were above the age of 60 versus the 6.5% of the residents of temporary shelters.

Case Study 1: When Life Takes a U-turn

Mr Ravi K's (59 years old) life took a complete U-turn when he sold his ancestral house in Shivajinagar (Bengaluru) to a person who did not pay him the promised amount. After paying the amount due to all the property holders (his brother and two sisters), he did not have enough money to buy a new property in the city. He shifted to a rented house and filed a case against the buyer in the local court, which is still pending judgement. In the meantime, his daughter-in-law left with all the movable assets, which included jewellery and cash in the bank, and filed a divorce case against his son. Mr Ravi's son, who was working with a firm for a monthly salary of INR 100,000, lost his job as he couldn't cope with the emotional turmoil. Neither could he find a job with a matching salary. Mr Ravi also lost his job two years ago when the factory, where he used to work for two decades, pulled down the shutters. Now, he is working as a part-time accountant in a small factory.

Mr Ravi and his family are going through a financial crisis as neither of the earning members are earning enough to pay for two ongoing litigations. After his wife moved in with their son to Chennai, Mr Ravi shifted to a factory to cut the expenditure on rent. Sometime in the month of November 2020, he shifted to Good Shed shelter and from then on he has been a resident there. He needs to stay in Bengaluru as he has to attend the ongoing cases in the local court. He is eager to rent a house and bring his son and wife to the city, but they do not have enough money to pay the advance for renting a house.

He is happy to stay in the shelter home as he has a roof over his head and food is available three times a day (NULM is providing INR 100/residents to all the shelter homes after the lockdown was imposed). He can also avail of regular health check-ups at the shelter. However, if he brings his family to the city, he will lose these even amenities and, of course, there is no money to take a house on rent.

According to the Educational Statistics Report released by the MHRD in 2018, the overall literacy rate in India was 69.1% in 2014.¹⁵ Although the residents of these shelters were from the most vulnerable communities, not many of them were illiterate. As per our findings, 8.3% of the residents were illiterate, while 0.9% had never been to school but could read and write. Nearly half of the residents (48.3%) had enrolled but not completed secondary school and 17.7% continued their education after secondary schools. The only shining light in the darkness was 2.4% of the residents were either post-graduates or had professional degrees. There was no significant educational difference between the residents of permanent and temporary shelters.

In total, 48% of the residents belonged to urban areas and 51% were from rural areas. Whereas 54% residents of temporary shelters were from rural areas and the corresponding

¹⁵ <https://www.ndtv.com/education/international-literacy-day-2019-figures-on-language-and-literacy-in-india-2097323#:~:text=In%20rural%20India%2C%20the%20literacy,per%20cent%20males%20are%20literate,> retrieved on 25 June 2020

figure for permanent shelters was 45%. We inquired further about their hometowns and found that 99% of the residents of the permanent shelters were either from Bengaluru Urban or from Bengaluru Rural districts, the remaining were either from other districts of Karnataka or from other states of the country. On the other hand, 75% residents of the temporary shelters were either from Bengaluru Urban or Bengaluru Rural districts and 2.7% were from other districts of the state. Nearly 23% of the residents (i.e., 67 out of 295 persons) were from other states of the country. We are not sure why all the residents, except two, were either from Bengaluru Urban or Bengaluru Rural districts in the permanent shelters. According to Census 2011, migrants constitute 42% of the Bengaluru city's population and about two-thirds of them are from the state itself. These probably justify the higher proportion of state and non-state residents in temporary shelters, but not so in the permanent shelters.

Table 2: Place of Origin of the Residents

| | | Bengaluru Urban | Bengaluru Rural | Other districts of Karnataka | Other states of India | Total |
|-------------------------------|-------|--------------------|--------------------|------------------------------------|-----------------------------|--------|
| Permanent Shelters | Count | 144 | 6 | 1 | 1 | 152 |
| | % | 94.7% | 3.9% | 0.7% | 0.7% | 100.0% |
| Temporary Shelters | Count | 204 | 17 | 8 | 66 | 295 |
| | % | 69.2% | 5.8% | 2.7% | 22.3% | 100.0% |
| Total | Count | 348 | 23 | 9 | 67 | 447 |
| | % | 77.9% | 5.1% | 2.0% | 15.0% | 100.0% |

Of the total residents from outside Karnataka, 33% were from Bihar and Maharashtra, another 33% were from the North-East, Odisha, Madhya Pradesh, Uttar Pradesh and Rajasthan. The remaining one-third were from other states.

We also enquired about the physical well-being of the residents. Our findings showed 6.9% of the residents (8.6% in PS and 6.1% in TS) were physically challenged, which signifies high number of people with disabilities accessing shelter facilities¹⁶. Another 8.3% of the residents were suffering from chronic illness (9.9% in PS and 7.5% in TS). We have not enquired further to understand the type of disabilities or the illness, but the findings are plenty to design immediate actions for the residents.

Some key findings:

- i. Sex-wise distribution of the destitute population indicates that women constituted 43.95% of total destitute in urban areas of the country (Census 2001).¹⁷ However, our study of five permanent shelters recorded presence of just 33 women residents. Safety concerns of organisations and of the women destitute themselves might be reasons for lower percentage of women residents in the permanent shelter homes. Whatever be the reasons, women destitute (sometimes with children) were left

¹⁶ According to Census 2011, over 2.68 crore people in India were suffering from one or the other kind of disability. This is equivalent to 2.21% of the population.

¹⁷ Bhargava PK *et al.* Trends and Patterns of Population, Development and Destitution in India. Retrieved from <https://epc2006.princeton.edu/papers/60259> retrieved on June 26,2020

without shelters in urban areas. NULM guidelines on Shelters for Urban Homeless emphasised that every ULB, no matter how small the populace, should construct at least one shelter for women and their dependent children. Therefore, it is time that exclusive shelters for women be demanded from BBMP to accommodate destitute women of the city.

- ii. The elderly and those with comorbidities continue to be most vulnerable to COVID-19 infections as over 50% of total fatalities in the country are among people who are above the age of 60 and 73% of those who died had comorbidities.¹⁸ Therefore, 20% of the elderly and 10% of those with chronic illness in the permanent shelters needed to be provided with exclusive space within the shelters or in other shelters exclusively meant for them. This can help lower their risk of getting infected. However, we understand that many shelters do not have enough space to carve out a separate arrangement for the elderly. In such circumstances, the government should provide a separate shelter for the elderly, especially during the pandemic.
- iii. Adequate IEC campaigns should be taken up by the state/ULB to disseminate information about availability of shelters for the urban homeless among the migrants from other states. Posters, banners, hoardings in different languages should be placed at all vantage points such as railway stations, bus stands, hospitals, parks, important market areas, etc., to help the migrants get access to the shelters in Bengaluru.
- iv. Our findings showed that 7% of the residents (8.6% in PS and 6.1% in TS) were physically challenged. Some 68% of them were working as cook or engaged with the construction industry as labourers. It would be good if the shelters could extend skill development services for these physically challenged people, thereby opening up better livelihood opportunities for them.

C.2. Family Details of the Respondents

The average family size¹⁹ of the respondents was 4.22 members per family (median is 4), which is much lower than the national average of 4.67 (Census 2011). The average family size was 3.8 in the permanent shelters and 4.43 in the temporary shelters. The average family size in the PS was lower than in the TS because there were greater number of respondents in the PS who came from single-person households. A total of 16.4% of the respondents in the permanent shelters were from single-person households. Meaning, they did not have a family. Corresponding figures for temporary shelters stood at 10.8%. Moreover, 56% of the total respondents had a three-to-five-member family size, 23% had a family size of six to 10 members and 1% had more than 10 persons in a family. The remaining 20% had single or double-person households.

Table 3: Number of Family Members of the Respondents

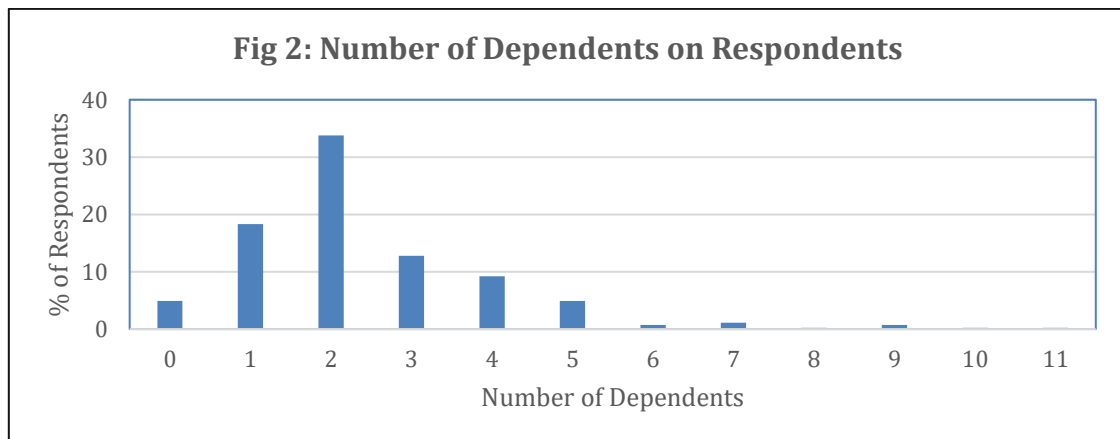
¹⁸

http://timesofindia.indiatimes.com/articleshow/75879310.cms?utm_source=contentofinterest&utm_medium=text&utm_campaign=cppst, retrieved on 26 June 2020

¹⁹ Irrespective of current location of residence

| | | Number of Family Members | | | | | Total |
|--------------------------|-------|--------------------------|-------|--------|---------|----------|--------|
| | | 1 | 2 | 3 to 5 | 6 to 10 | Above 10 | |
| Permanent Shelter | Count | 25 | 19 | 82 | 25 | 1 | 152 |
| | % | 16.5% | 12.5% | 54% | 16% | 1% | 100.0% |
| Temporary Shelter | Count | 32 | 17 | 168 | 76 | 2 | 295 |
| | % | 11% | 6% | 57% | 26% | 1% | 100.0% |
| Total | Count | 57 | 36 | 250 | 101 | 3 | 447 |
| | % | 12% | 8% | 56% | 23% | 1% | 100.0% |

Of the total respondents, 13% were from single-person households²⁰ and nearly 5% of the respondents said that no one in their family was economically dependent on them. The remaining 82% of the respondents had more than one dependent family member. The average number of respondents' dependents (excluding that of single-person households) was 2.41 members (for permanent shelters, it was 2.54 members; and for temporary shelters, it was 2.35 members). The number of dependents ranges between one and nine persons. Our study found that 17.2% respondents were supporting a family size of four and more. Some 55% respondents said that they were the only bread earners of the family.



Financial dependency on respondents could be corroborated further with their marital status, number of children, dependent parents and other family members. According to our findings, 44% of the total respondents were married (61.8% in permanent shelters and 34.2% in temporary shelters). This indicated that a large number of young but unmarried youth came to the city to earn a living and to financially support their families back home. Of the total married persons, 46% had children (35.1% in the permanent shelters and 56.4% in the temporary shelters). Some 44% respondents said that their parents were financially dependent on them (32.9% in permanent shelters and 49.2% in temporary shelters). Nearly half of the respondents from the temporary shelters were supporting their parents. Our survey also found that 8% of the respondents were supporting a disabled person in the family

²⁰ One-member family

(the corresponding figures of permanent and temporary shelters are 6.6% and 8.1%, respectively).

According to our study, the average monthly income of the respondents' household was INR 10,293, with a standard deviation of INR 8,186 per month. It ranged between zero and INR 85,000 per month. Fourteen elderly people in the permanent shelters were not earning anything at all. This included four outliers who said that their family's monthly income was above INR 50,000 per month.²¹ Average monthly income of the respondents' households from the temporary shelters was INR 11,276 per month (STD²² of INR 8,424 per month). The corresponding figure for the permanent shelters was INR 8,412 per month (STD of INR 7,382 per month).

The survey showed that 54 respondents were sending remittances to their families back home. Of these, 58% respondents were from the temporary shelters and 45% were from the permanent shelters. Probably, 83% respondents who were from Bengaluru Rural and Urban districts give cash to their families during their regular visits and, hence, most of them did not get captured in our study data.

On an average, the respondents were sending INR 6,131 per month to their families with a STD of INR 3,858 per month. Average amount sent by the respondents from the temporary shelters was INR 6,339 per month (STD of INR 3,260 per month) and INR 5,616 per month from the permanent shelters (STD of INR 5,036 per month). This means that not only a greater number of residents were sending money to their families from the temporary shelters, but also that they were sending more amount to their family members when compared to respondents of the permanent shelters.

It was observed that 48% percent of the respondents were using bank and postal services to send money, but many of them had also started using mobile transfers using Google Pay and PayTM. Our study found that 5% respondents had confirmed using G-Pay and PayTM and said that they found it to be a hassle-free experience. However, a large proportion of respondents said that they were using other means (besides bank/postal deposit/money order/e-transfer) to send money to their families. Discussion with our enumerators revealed that a large proportion of respondents were still using the traditional method of sending money using social capital.

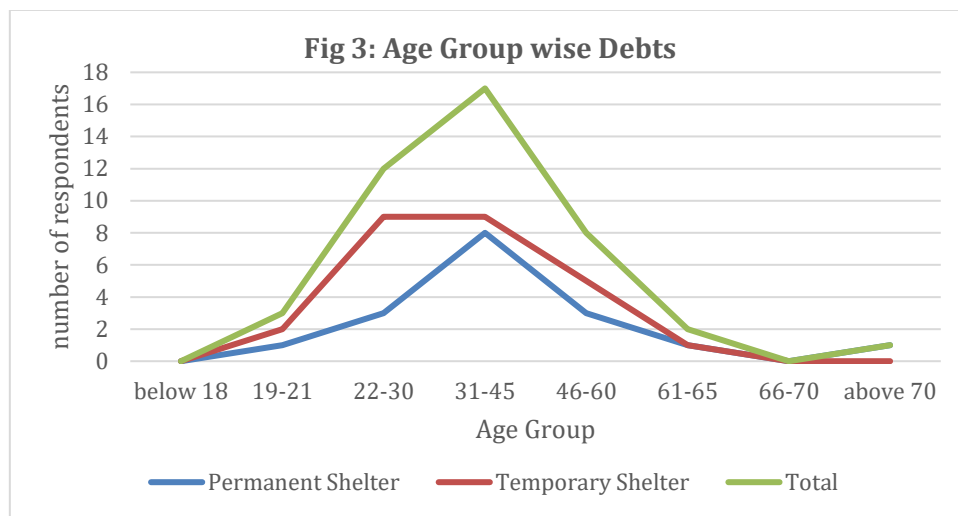
As per the NSSO (70th round), nearly one in three rural households and over one in five urban households are in debt. The southern states are significantly more indebted than the rest of the country. More than half of all households in Andhra Pradesh and Telangana are in debt, while nearly half of all households in Kerala and Karnataka have outstanding loans.²³ According to the findings in our survey, one in 10 respondents were in debt. Of these, 11% of respondents were in the permanent shelters and 9% were in the temporary shelters.

²¹ Excluding outliers, the average income of the respondents' household was INR 9,730 per month

²² STD = Standard Deviation

²³ <https://www.huffingtonpost.in/2016/12/11/indians-are-borrowing-more-than-ever-but-using-the-money-to-run-a-21625288/> retrieved on June 11, 2020

Prime working age of any manual labourer is between 31-45 years. Our data revealed that the debt taken during this period was high, indicating that most economically productive age was spent in earning and repaying debts. After 45 years of age, the incidence of taking a debt decreases gradually as the person’s ability to earn decreases, especially among the manual workers. A similar trend was observed in our study as well (please see the graph below in Fig 3). Average monthly interest paid by the respondents (with loans) was INR 2,236 per month, with a range between INR 100 to INR 10,000 per month (STD of INR 2,076 per month). Average monthly interest paid by the respondents from the permanent and temporary shelters was INR 1,600 per month (STD of INR 652 per month) and INR 2,395 per month (STD of INR 2,285 per month), respectively.



Some key findings:

- i. Unsteady and poor agricultural output, inadequate income opportunities, inappropriate health services and scarce educational institutes for higher education have forced people to migrate to cities in search of better income or health/education services. Bengaluru being one of the fastest-growing cities in the country, is no exception to this. The city attracts people from within and outside the state with its many available job opportunities. According to our study, 82% of the respondents were responsible for support a member or more in his/her family and 55% said they were the only earning member of the family. This meant, income of these people were very important for the sustenance of their families and the 61-day-long lockdown had drained them financially.
- ii. Dependency of the family members on the respondents could be further substantiated by the money they sent to their families. After taking into account the average income of the household (including the respondent’s income) and the remittance the respondents sent, it was found that the respondents sent home about 60% of their income.

C.3. Assets and Entitlements

A total of 56.6% respondents owned a house back in their villages/towns/cities (PS: 42.8%; TS: 63.7%, 40.1% stayed in paid/unpaid/rented places (PS: 53.3%, TS: 34.6%) and the remaining 2.5% said they did not own a house (PS: 3.9%, TS: 1.7%). Three of the 11 respondents without a house were above the age of 60 (PS: 01, TS: 02). Of the 56.6% who owned a house, 27% had a *kutch*a house, 51% had semi-*pucca* houses and the remaining 22% had a *pucca* house. As part of its Swachh Bharat Abhiyan (Clean India Mission), the government targeted to make 90% of its villages open defecation free (ODF) by 2 October 2019. The data reveals that 45% of the respondents from rural areas had an in-house toilet facility, whereas the corresponding figure for urban areas was 61%. In all, only 53% of the respondents said they had toilets in their houses.

A total of 22% respondents owned agricultural land. Of these, 62% were marginal farmers,²⁴ 24% were small farmers²⁵ and remaining 14% were semi-medium farmers who had a land holding of two to five hectares. In permanent shelters, 71% of the respondents were marginal farmers, 16% were small farmers and 13% were semi-medium farmers. The corresponding figures for temporary shelters were 57%, 28% and 15%, respectively.

Following the national lockdown from 24 March 2020, the print and the electronic media deluged the country with news on the stranded workers. States like Assam, Mizoram, Meghalaya, Uttar Pradesh, Jharkhand, Bihar and West Bengal^{26,27} responded to the distress call of migrants from their states and provided direct cash transfers to their accounts. The Bihar government, based on the applications received, transferred INR 1,000 each in the bank accounts of 6.75 workers by 16 April 2020.²⁸ The Arunachal Pradesh government too transferred INR 3,500 to the stranded migrants who got themselves registered after the lockdown.²⁹ However, according to the report published by the Stranded Workers Action Network (SWAN) after 32 days of the lockdown, not many migrants benefited from these cash transfers as they did not have bank accounts. Our study corroborated this. Only 28% of our respondents had bank accounts and another 8.3% had Jan-Dhan accounts. Of those who we spoke to, less than 50% account holders had an ATM card.

²⁴ Land ownership less than one hectare

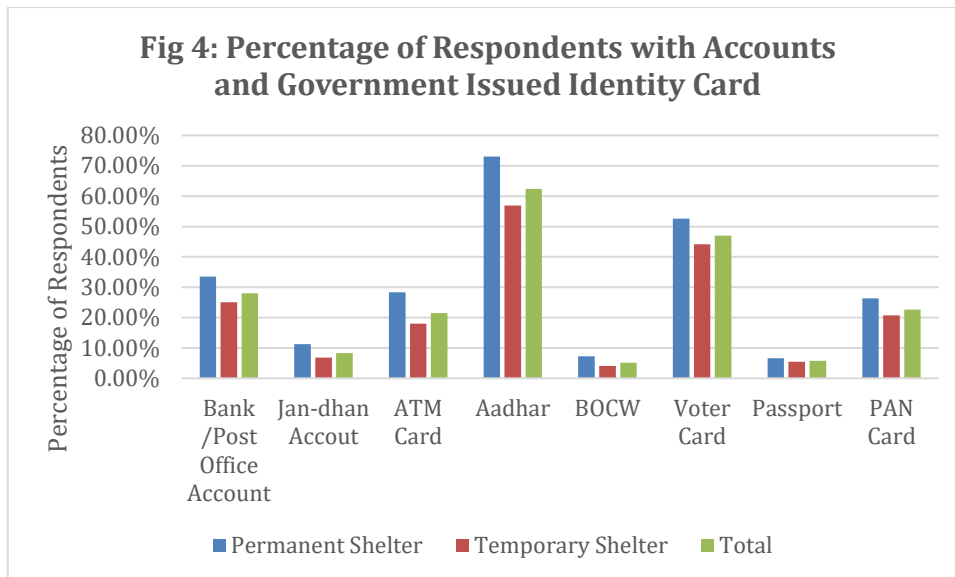
²⁵ Land ownership between one to two hectares

²⁶ <https://www.india.com/news/india/humanitarian-effort-these-states-want-to-provide-financial-assistance-to-people-who-are-stranded-in-other-states-4002203/>, retrieved on 12 June 2020

²⁷ <https://www.telegraphindia.com/india/coronavirus-how-states-dithered-to-help-migrant-workers-during-covid-19-lockdown/cid/1766566>, retrieved on 12 June 2020

²⁸ <https://www.financialexpress.com/india-news/nitish-kumar-govt-transfers-rs-1000-assistance-to-6-75-lakh-bihar-labourers-stranded-in-other-states/1930499/>, retrieved on 12 June 2020

²⁹ <https://www.india.com/news/india/humanitarian-effort-these-states-want-to-provide-financial-assistance-to-people-who-are-stranded-in-other-states-4002203/>, retrieved on 12 June 2020



Linking Aadhar cards to bank accounts or ration cards has helped government departments minimise the duplication of beneficiaries for various state and centrally sponsored schemes. However, several reports confirmed that not many people had linked their bank accounts with their Aadhar cards. The central government has dropped the idea of direct cash transfers to migrant workers because the correct database was available for only 28 lakh migrants in relief camps opened by the state government. Data for the rest - an estimated 7-8 crore migrants - was missing.³⁰ Although there were widespread IEC campaigns in the country encouraging people to avail of Aadhar cards, only 62% of the respondents in our study had Aadhar cards. Some 47% respondents had voter cards, 6% had a passport and 23% had PAN cards.

In 1996, the Government of India enacted the Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Act (hereafter referred to as the BOCW Act) to benefit workers engaged in building and construction activities in the country.³¹ Workers engaged with the construction industry needed to register to access the benefits provided through the BOCW identity card. The construction industry is the third-largest employer in the unorganised, non-agricultural sector³² and employs 12% of India's total labour force.³³ The construction workers were severely hit by the pandemic and subsequent

³⁰ <https://theprint.in/india/why-modi-govt-dropped-the-idea-of-transferring-cash-to-migrant-workers-during-lockdown/427214/> retrieved on June 12,2020

³¹ <https://www.shrm.org/resourcesandtools/legal-and-compliance/employment-law/pages/india-construction.aspx> as retrieved on June 14, 2020

³² <https://www.inventiva.co.in/stories/riyarana/india-lockdown-most-affected-is-unorganized-sector-it-is-93-of-the-total-workforce-41-crore-people-lack-economic-security/> retrieved on June 14, 2020

³³ <https://www.hindustantimes.com/india-news/economic-impact-of-covid-19-pandemic-to-vary-in-sectors/story-DIWjwnBZoON7ZUvgSMSFOL.html>

lockdown. The Jan Sahas survey of 3,196 migrant construction workers revealed that more than 92.5% lost their jobs due to the pandemic.³⁴

Building worker is a person who is employed to do any skilled, semi-skilled or unskilled, manual, supervisory, technical or clerical work for hire or reward, whether the terms of employment be expressed or implied, in connection with any building or other construction work.

- As defined in Section 2(e) of the BOCW Act

The financial package announced by the Finance Minister (FM) included some cash support for construction workers. However, only 3.5 crore of the 6 crore construction workers are registered with different BOCW boards in the country.³⁵ Hence, nearly half of them were not even eligible to receive the cash support. Similarly, direct cash transfers declared by the GoK for registered construction workers benefited only 2.5 lakh of the total 16 lakh construction workers in the state.³⁶ Among our respondents, there were 56 construction workers (across both the category of shelters) and, of these, only 6.7% had BOCW cards. This meant the state-declared benefits did not reach majority of the construction workers. However, it is important to note that 19 workers from the non-construction industry confirmed holding BOCW cards.

As many of the government relief measures were for sedentary families, we enquired about the entitlements enjoyed by the respondents' households. Only 10.7% percent of the respondents' households had MGNREGA cards. Households with BPL, APL and Antyodaya cards were 34%, 11% and 3%, respectively. Family members of respondents with Jan Dhan account (other than respondents) stood at 14%.

Some key findings:

- i. This section highlights the fragile economic condition of the respondents as just 56.6% of them owned a house, of which only 22% had a *pucca* house. Only 22% of the respondents owned agricultural land, of which 86% were either marginal or small farmers. Also, only 53% respondents said they had a toilet in their houses.
- ii. In the last few years, central and state governments had emphasised on Direct Beneficiary Transfers (DBT) to decrease the number of days taken in transferring the amount to the beneficiaries' account. And later to decrease the ghost beneficiaries, the accounts were linked to Aadhar cards. Although many studies have confirmed over time that large sections of our population still did not have a bank account, most of the monetary reliefs during lockdown were sent to the beneficiaries' bank/postal

³⁴ <https://www.news18.com/news/opinion/no-job-no-home-no-food-construction-workers-worst-hit-due-to-coronavirus-lockdown-2574401.html> as retrieved on June 13, 2020

³⁵ Indo Global Social Service Society (IGSSS) Publications. 2020; Seeking Justice for the Informal Sector During the Covid 19 Lockdown

³⁶ <https://www.indiatoday.in/news-analysis/story/migrants-and-governments-a-covid-19-story-of-mismatch-1676753-2020-05-11> as retrieved on June 13, 2020

Every building worker who is between the age of eighteen and sixty and who has been engaged in any building or other construction work for not less than ninety days during the preceding twelve months is eligible for registration.

- As defined in Section 2(e) of the BOCW Act

- accounts³⁷ that were linked with Aadhar. Therefore, it did not come as a surprise to us that only 28% of the respondents had bank accounts and just 8.3% had Jan Dhan accounts. The two other important documents to access entitlements are Aadhar and the voter ID card, which 62% 47% respondents, respectively, had. It is to be noted here that by the time of the survey none of the respondents had received a cash transfer in any of their accounts. According to the DAY-NULM guidelines, the shelter management agencies and committees were responsible for ensuring availability of various entitlements and benefits to the homeless. Therefore, it was proposed that all the NGOs working with the shelter homes should undertake the responsibility of ensuring the entitlements to its residents.
- iii. A total of 17% respondents from the study were working with the construction industry, but only 6.7% of them had BOCW cards. An article in IndiaSpend had highlighted that registration under BOCW is a difficult task as construction workers has to get a 90 days' job completion certificate from the employing builder or contractor. Also, lack of awareness plays another major role in registration under the Act. Shelter homes should connect the residents working in the construction industry with the organisations that help them get registered under the Act.
- iv. The reverse migration of an unprecedented scale³⁸ prompted the Union government to allocate an additional INR 40,000 crore under MGNREGA scheme (INR 61,500 crore was allocated in Union Budget 2010-21), taking the total yearly allocation to more than INR 1 lakh crore. However, not all the households that need a job under MGNREGA have a job card. Our survey findings show that only 4% of the respondent households hold a job card. Therefore, the first initiative of job seekers under the scheme would be to register themselves under the scheme to get a job card and then apply for a job in the panchayat office to get listed in the muster rolls. An article in *The Hindu* (31 May 2020)³⁹ reported large-scale corruption in including names in the muster rolls. That apart, there are other drawbacks of MGNREGA such as non-

³⁷ Due to non-operation of Jan-Dhan account by the account holders, many accounts get temporarily dysfunctional after a period.

³⁸ As per calculation made by Chinmay Tumbe, one estimate shows as many as 30 million migrant labourers have returned to their home states since mid-March 2020. He also added that India's reverse migration since mid-March 2020 was "conservatively at 30 million or 3 crore or 15-20% of the urban workforce." This was a conservative estimate as a lot of intra-state migration was not accounted for. Refer <https://indianexpress.com/article/explained/coronavirus-how-many-migrant-workers-displaced-a-range-of-estimates-6447840/>, retrieved on 26 June 2020

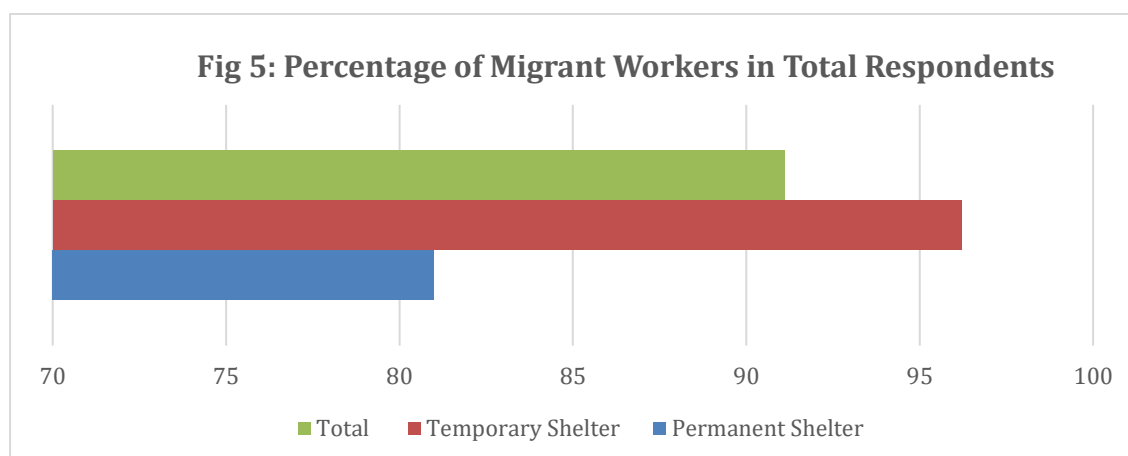
³⁹ <https://www.thehindu.com/news/national/karnataka/coronavirus-lockdown-many-migrant-workers-struggle-to-find-job-under-mnrega/article31717341.ece>, retrieved on 26 June 2020

payment/delayed payment/partial payment to workers,⁴⁰ restrictions with 100 days a year job to a family, etc. With the COVID-19 crisis still looming and likely to last several months and with many workers determined to stay in their villages for a much longer duration, how does MGNREGA address the prolonged demand? And, if at all the government decides to increase the number of days under the scheme, what kind of jobs would need to receive priority?

C.4. Migration and Occupation Details

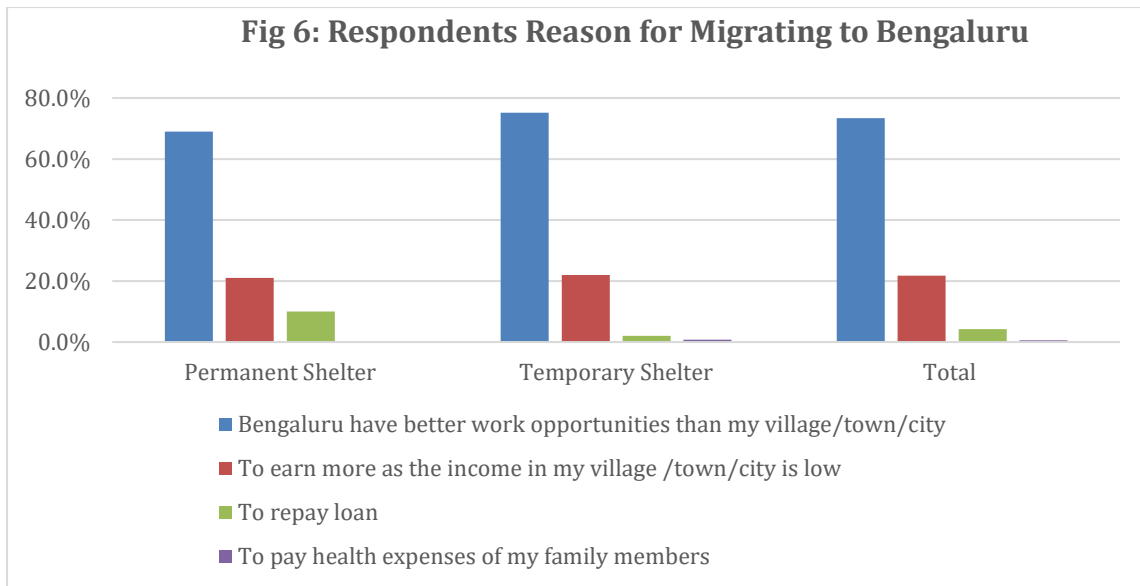
In this section, rather than highlight the difference between permanent and temporary shelters, we shall discuss the overall status of the respondents with respect to migration and their occupation.

We found 9% of the respondents were original residents of Bengaluru. Of the total non-residents, 19% were living in the city for more than five years. The remaining half of the respondents had migrated to the city in the past five years and 31% came to Bengaluru only in the past six months, i.e. November 2019. Some 19% of the residents from the permanent shelters were from of Bengaluru. The corresponding figure for the temporary shelters was only 3.7%.



Of all the migrants (in the shelters), 86.5% migrated to Bengaluru to earn a livelihood, 3.19% came after being deserted by their families, 2.2% came to avail of medical services and another 1.72% each migrated for education and other purposes. Some 6% of the migrated respondents from the permanent shelters were deserted by their family members. The corresponding figure for the temporary shelter was 2.1%. Of the total of 86.5% who migrated to Bengaluru for work, 73.4% migrated in search of better work opportunities. Another 21.7% came to the city to earn more and the remaining 4.9% migrated either to repay a loan taken by them/their family members or to meet the health expenses of the family.

⁴⁰ <http://mohua.gov.in/upload/uploadfiles/files/1566.pdf>, retrieved on 26 June 2020

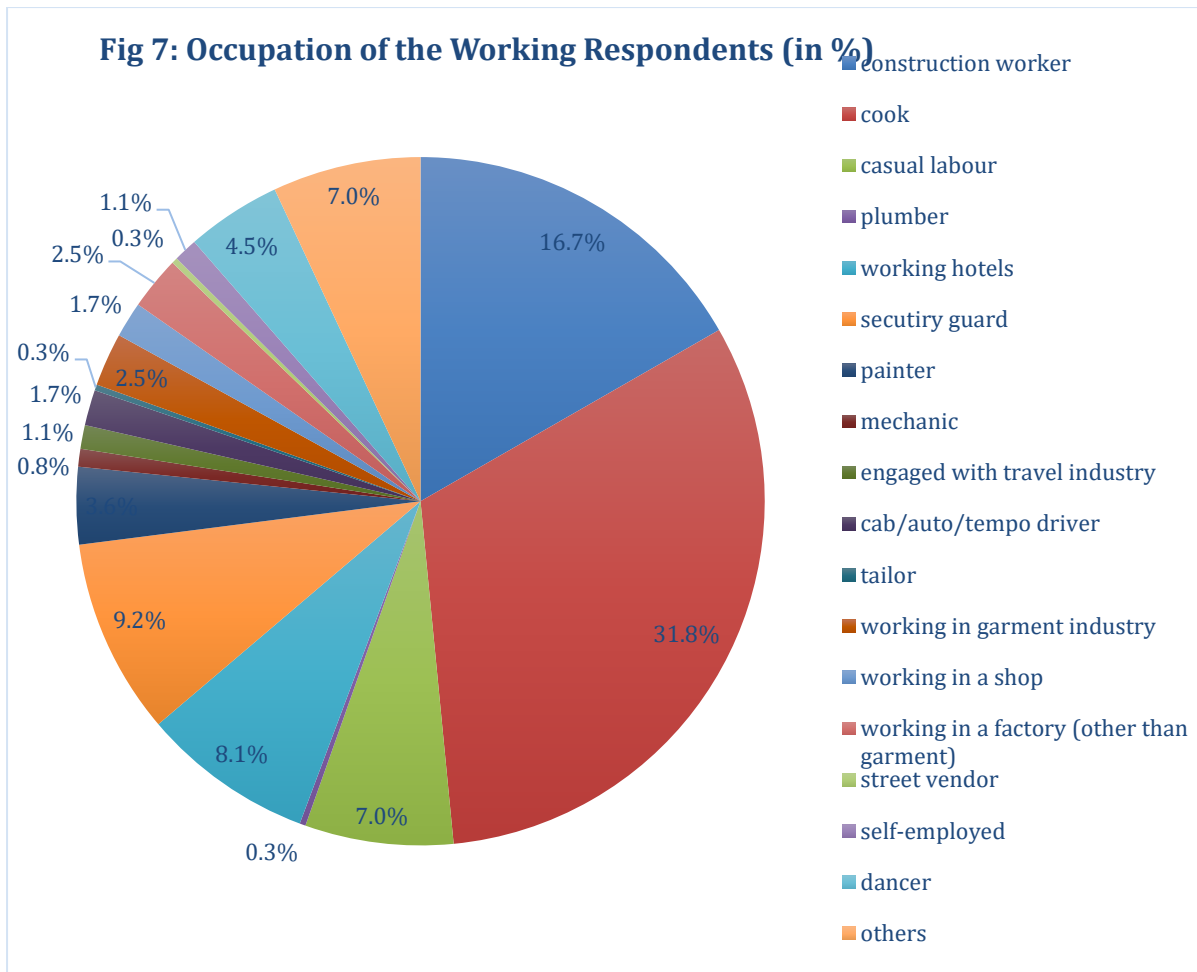


Of the total migrant respondents (91.1%), 75.2% had migrated alone, 13.3% migrated with their families, 4.9% with their friends and 1% migrated with the contractors. Our study showed 81% migrant respondents from the permanent shelters had travelled alone to the city. The corresponding figure for the temporary shelters was 73%. Of the total migrants from both the types of shelters, 98% had travelled either by train or bus. The rest travelled by four-wheelers or by other modes. According to our study, 94% of the migrant respondents from the permanent shelters and 99% of the migrant respondents from the temporary shelters had come to the city either by train or by bus. Some 24% respondents said they were seasonal migrants and had migrated to the city after the kharif season. Another 27.3% respondents migrated whenever they got employment opportunities. Rest was settled in the city and few of them had returned home only to meet their relatives.

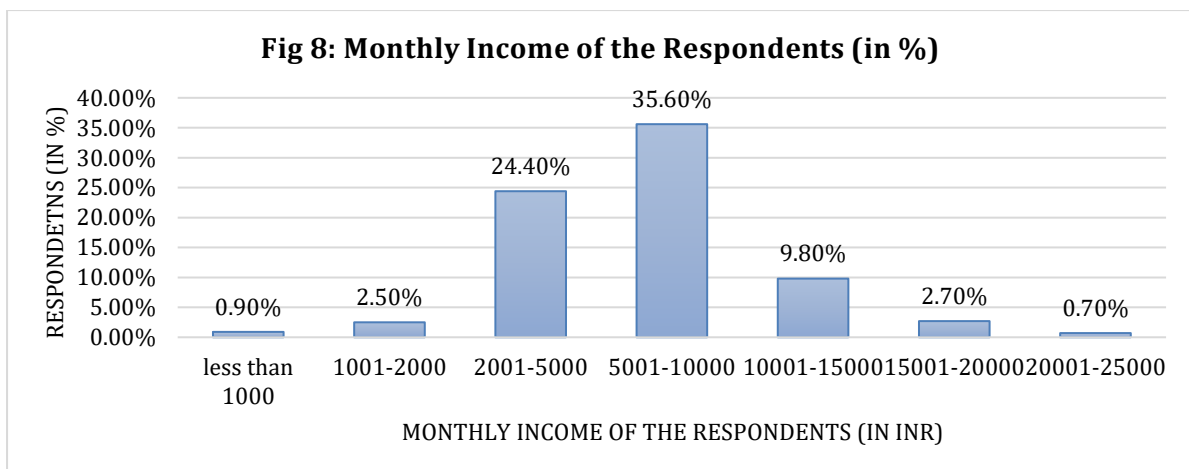
About 80% of the total respondents were working before the lockdown. The corresponding figures for the permanent and the temporary shelters were 78% and 81%, respectively. Of the total non-working respondents, 6% were students, 24% were above the age of 65, 1% were physically challenged, 7% were unable to work due to health reasons and 22% of the respondents were looking for employment. The remaining 40% did not cite reasons for not working. Our study showed that 41% of the elderly residents (above the age of 65) from the permanent shelters were not working as they were unable to do so due to their age. Whereas 30.4% of the residents from the temporary shelters were looking for work before the lockdown.

According to the Periodic Labour Force Survey 2018, the manufacturing sector, followed by 'trade, hotel and restaurant' and the construction sectors employed over 75 million informal workers in urban areas.⁴¹ Our survey revealed that of the 63.2% working respondents, 5% were with the manufacturing sector, 16.7% were in construction (16.7%) and 42% were in trade, hotel, and restaurant. Other than these sectors, respondents were also working as security guards, casual labourers, plumbers, painters, mechanics, cab drivers and tailors.

⁴¹ <https://timesofindia.indiatimes.com/blogs/red-button-day-light/covid-19-and-the-lockdown-impact-estimating-the-unemployment-and-job-losses-in-indias-informal-economy/>, retrieved on 24 June 2020



The average income of the respondents was INR 7,731 per month, ranging between INR 700 to INR 25,000 per month with a standard deviation of INR 4,192 per month. Difference between the average income of the residents of the permanent shelters (INR 6,875 per month) and the temporary shelters (INR 8,126 per month) was INR 1,251 per month. This might be because permanent shelters provided refuge to many elderly and homeless people with little or no income.



Our analysis of occupation-wise income showed that the average income of people working in the manufacturing industry (other than the garment industry) was the highest at INR 14,222 per month. This was followed by the self-employed, who were earning around INR 12,250 per month. The average income of people working with the construction industry or as a plumber or mechanic was between INR 9,000 and INR 10,000 per month. It is important to mention here that income variation within an occupation was very high. For instance, the average income of a cook was INR 6,721 per month with a standard deviation of 52%, which meant that the income of a cook varied between INR 3,241 and INR 10,203 per month.

Table 4: Average Monthly Income of Respondents Engaged in Various Occupations

| Occupation | Number of Respondents | Average Monthly Income (in INR) | Standard Deviation (in %) |
|---|-----------------------|---------------------------------|---------------------------|
| Construction Worker | 56 | 9391.07 | 47.0 |
| Cook | 111 | 6721.62 | 51.8 |
| Casual Labour | 23 | 6956.52 | 65.7 |
| Plumber | 1 | 10000.00 | -- |
| Working in Hotels | 27 | 6037.04 | 49.6 |
| Security Guard | 32 | 5962.50 | 46.6 |
| Painter | 12 | 7475.00 | 56.6 |
| Mechanic | 3 | 9333.33 | 52.9 |
| Working in the Travel Industry | 4 | 8750.00 | 56.3 |
| Cab/Auto/Tempo Driver | 4 | 5000.00 | 74.8 |
| Tailor | 1 | 8000.00 | -- |
| Working in Garment Industry | 9 | 8888.89 | 27.2 |
| Working in a Shop | 6 | 7500.00 | 26.3 |
| Working in a Factory (Other Than Garment) | 9 | 14222.22 | 24.6 |
| Street Vendor | 1 | 5500.00 | -- |
| Self-employed | 4 | 12250.00 | 77.6 |
| Dancers | 14 | 8750.00 | 50.6 |
| Others | 25 | 9500.00 | 49.4 |
| | 342 | 7730.99 | 54.2 |

Our study showed 37% of the working respondents had worked with a single employer. We, however, did not find any connection between the type of employer (fixed or varied) and the kind of occupation. Our study showed that only 35% of the construction workers and 40% of the cooks were working with fixed employers. It further showed that 37% of the total working respondents received monthly payments, 33% received daily payments, 19.6% received it every week and 5% received payments every 15 days. A small percentage of the respondents were paid only after the completion of their work. Another 2% of the total working respondents said their wages were given to the contractors, who, in turn, would pay them after the completion of work or at the end of the month. Only 23% of the total respondents said they enjoyed employer-provided facilities besides wages or salaries. Of these, 19% got a

place to stay, 22% received food, 12% received daily travel allowances, 13% received clothes during festivals and 13% got some medical support (does not include medical insurance).

Of the working respondents, 79% received a cash payment, whereas 9% received money directly in their bank/postal accounts. A small percentage of the workers received payments through Google Pay (3%) or through their contractor (3%).

Only 22% of the working respondents said they were employed for all the 30 days in a month. On average, the working respondents were employed for at least 18 days in a month with a standard deviation of 3.6 days. It means that most of the working respondents got work for more than 15 days in a month. Only 37% of the working respondents get paid weekly day-offs.

Some key findings:

- i. The pandemic and the physical distancing norms that followed had affected the people engaged in the hospitality, travel, garment and entertainment industries. Opportunities for such workers in term of re-skilling or locating alternate employment is crucial for sustenance in the future.
- ii. Inflow of migrants to Bengaluru increased over the years. Our study showed, 50% of the migrants came to the city between 2014 and 2019 and another 31% came after November 2019, rest came prior to 2014. Most of the migrants came to Bengaluru for work. Some came either to avail of medical services. A good number of people in both the types of shelters came to the city after being deserted by their families. People, who had migrated for work, had come to the city for better work or for income opportunities or to earn more and repay loans. However, the migrants could not avail the Public Distribution System (PDS) benefit that guarantees food security to poor households. The report of the Working Group on Migration to MHUPA, submitted in January 2017, suggested that contribution of migrants in the workforce was high and to improve their living standards at the destination state, their access to social protection and public support systems, such as PDS, should be retained anywhere in the country. The central government has now declared its plans to launch a scheme titled One Nation One Ration Card, which will allow the receiver to get access to PDS benefits from any PDS shop in the country.⁴² The scheme should be fast-tracked as this will help thousands of migrants who stayed back in the city for work even after the lockdown.
- iii. Most migrants travelled to Bengaluru by train or bus. Therefore, if the bus and railway stations have information on the shelters, it can help the migrants find a place to live during their stay in the city or until they make alternate arrangements. The Working Group on Migration (2017) had recommended the establishment of migrant helplines to: (a) provide information about the protections and benefits available and (b) connect the migrants to the support services that may be required to secure his or her rights. For example, in claiming unpaid wages or getting access to medical care. Where

⁴² <https://www.thequint.com/news/india/govt-to-launch-scheme-to-allow-access-to-pds-across-the-country>

possible, especially in locations with significant migrant populations, migrant resource centres (MRCs) can be established in association with civil society organisations for more personalised support and services such as health check-ups. The working group also recommended that the use of community radio in increasing migrants' access to information should also be encouraged. The necessary facilitation should be made by the Department of Telecommunication.⁴³

- iv. The following points should be considered while planning for shelters:
 - Even though majority of the migrants, especially men, migrate alone, a substantial percentage (6%) of them migrate with their families too. Therefore, some of the shelters should be designed to accommodate families. Also, the nearest ICDS centres should be encouraged to expand their outreach to the families living in these shelters⁴⁴
 - Even though about half of the migrants moved permanently to the city, more than 24% were seasonal migrants and the rest moved in whenever opportunities arose. This meant that the shelters should plan for higher occupancies during the non-agricultural months
 - We found 11% of the residents were above the age of 65 and, therefore, were in the most vulnerable age group for getting infected with the coronavirus. Thus, provisions should be made to move them to the shelters meant exclusively for elderly people
 - Shelters could be linked to the labour-intensive industries of the neighbouring areas to support people who came to the city for employment. Construction industries, restaurants and marriage halls that employed cooks, security agencies, manufacturing industries should be some of the work opportunities they could explore
 - 79% of the working people in the shelters were paid in cash. Therefore, it is important for shelters to provide lockers for the residents to safe keep their cash and other valuables
- v. Our study showed that 67% of the shelter residents above the age of 65 were not working. Skill development programmes should be designed for this age group to help them earn a livelihood and live a life of dignity. Also, they should be helped to avail of pension under the National Old Age Pension Schemes (a central scheme) or the Sandhya Suraksha Yojane (a state pension scheme for the elderly). Similar support should be provided to the physically challenged and widow residents.
- vi. The average income of the respondents was INR 7,731 per month with a STD of 54%, reflecting the disparity in their income levels. Income variation within some of the occupations was remarkably high, such as cooks, painters and those working in the travel industry. Our study has not probed the income variations within an occupation, but it is assumed that experience in certain occupations might yield better income and, thus, the variation.
- vii. Many states had made significant changes in the application of labour laws to intensify their economic activities. Many academicians and activists argued that this will not

⁴³ Report of the Working Group on Migration (2017) submitted to Ministry of Housing and Urban Poverty Alleviation (MoHUPA) <http://mohua.gov.in/upload/uploadfiles/files/1566.pdf>, retrieved on 26 June 2020

⁴⁴ Also suggested by the Working Group on Migrants to MHUPA

only strip the labour of its basic rights, but also drive down wages, which is already in a pitiable state due to the high unemployment rate in our country. Our study confirmed that, on average, a labourer gets a minimum work of 15 days in a month and in most cases, there are no weekly offs.

C.5. Respondents' Understanding of the COVID-19 Virus

Of the 447 respondents, an overwhelming 408 (91.3%) had heard about COVID-19. The corresponding figures for the permanent and the temporary shelters were 96.7% and 88.5%, respectively. Our study did not establish any correlation between age/literacy and awareness about the virus. According to our study, 72% of the respondents believed that the disease was curable and the rest were either not aware (22%) or believed that the disease was incurable (6%).

Therefore, when it came to listing of the symptoms, the responses tended to be 'yes' for almost all of the symptoms among the residents of the permanent shelters. Whereas, less than 40% of the residents of the temporary shelters identified respiratory problems, sore throat, tiredness, body ache or diarrhoea as a symptom of COVID-19. These variations in identification of symptoms suggested that there was a need for an extensive awareness programme for the residents as well as the migrant labourers, especially when they were planning to return home or looking for opportunities to work.

Table 5: Respondents' Knowledge of COVID-19 Symptoms

| | | Symptoms of COVID-19 | | | | | | |
|---------------------------|-------|----------------------|-----------|----------------------|-----------|-------------|-----------|-----------|
| | | Fever | Dry Cough | Respiratory Problems | Tiredness | Sore Throat | Body Ache | Diarrhoea |
| Permanent Shelters | Count | 151 | 149 | 147 | 142 | 147 | 143 | 114 |
| | % | 99.3% | 98.0% | 96.7% | 93.4% | 96.7% | 94.1% | 75.0% |
| Temporary Shelters | Count | 234 | 227 | 169 | 172 | 171 | 168 | 121 |
| | % | 79.3% | 76.9% | 57.3% | 58.3% | 58.0% | 56.9% | 41.0% |
| Total | Count | 385 | 376 | 316 | 314 | 318 | 311 | 235 |
| | % | 86.1% | 84.1% | 70.7% | 70.2% | 71.1% | 69.6% | 52.6% |

The COVID-19 infection is primarily transmitted among people through respiratory droplets and contact routes. The WHO confirmed that airborne transmission was not reported in an analysis of 75,465 COVID-19 cases in China⁴⁵ until 30 June 2020. And, water was not at all a mode of transmission of the virus causing the COVID-19 infection. As respondents are often seen to reply in the affirmative (with a 'yes') to all awareness-related questions, questions with 'no' as an answer were inserted in the questionnaire to gauge their actual knowledge. For instance, to a question like: 'Can water be a mode of transmission of virus causing COVID-

⁴⁵ <https://www.who.int/news-room/commentaries/detail/modes-of-transmission-of-virus-causing-covid-19-implications-for-ipc-precaution-recommendations>, retrieved on 1 July 2020

19? 31% of the respondents (50% from PS and 21% from TS) answered with a 'yes.' Similarly, 71% respondents (79.6% from PS and 66.4% from TS) considered 'air' as a mode of transmission. However, 81% of the respondents said by droplets and 77% said it was by 'touching' that the virus was transmitted. Quite a significant number of respondents, especially from the temporary shelters, were not aware of the mode of transmission of COVID-19. According to our study, 75% of the respondents in the temporary shelters said the virus was transmitted through droplets and 70% said it spread via touching. The corresponding figures for the permanent shelters were 93.4% and 90.8% for droplets and touching, respectively.

According to the Centre of Disease Control and Prevention in the US, older adults and people of any age with certain underlying medical conditions⁴⁶ were at increased risk of severe illness from COVID-19. Also, people with asthma, cerebrovascular disease, high blood pressure, liver disease, pregnancy, thalassemia, etc., were likely to be at an increased risk of severe illness from COVID-19.⁴⁷ Our study showed that 83% of the respondents were aware that older adults were at higher risk of being critically ill from COVID-19, but awareness about the increased risk faced by people with underlying medical conditions or with specific health conditions, such as pregnancy, was very low. Only 42% of the respondents believed people with heart/liver/kidney ailments were in the high-risk category. And only 33%, 28% and 34% of the respondents thinks that people suffering from asthma, high BP and TB/cancer, respectively, were at high risk. Only 37% of the respondents (including all the women respondents) were aware that pregnant women are at increased risk of getting infected with COVID-19.

Huge messaging campaign undertaken by the government through phone calls and media announcements and the regular health check-ups in the shelters had ensured that the respondents understood and followed the preventive measures. According to our study, majority of the respondents said regular hand washing (92.4%), maintaining physical distancing (95%) and using masks (96%) could prevent getting infected by the virus. Even though the respondents were aware of the preventive methods, 58.4% of them said they would not be able to buy sanitizers regularly. And, another 48% said it would be difficult for them to buy masks.

Our study showed, 93% of the people were aware that they needed to be self-isolated or consult the nearest medical centre if they come in contact with a person infected with the virus. However, only 45% of the respondents were aware that the period of self-isolation should be more than 14 days.

Some key findings:

⁴⁶ Chronic kidney disease; COPD (chronic obstructive pulmonary disease), Immunocompromised state (weakened immune system) from solid organ transplant; Obesity (body mass index [BMI] of 30 or higher); Serious heart conditions, such as heart failure, coronary artery disease, or cardiomyopathies; Sickle cell disease; and Type 2 diabetes mellitus

⁴⁷ https://www.cdc.gov/coronavirus/2019-ncov/need-extra-precautions/people-with-medical-conditions.html?CDC_AA_refVal=https%3A%2F%2Fwww.cdc.gov%2Fcoronavirus%2F2019-ncov%2Fneed-extra-precautions%2Fgroups-at-higher-risk.html, retrieved on 1 July 2020

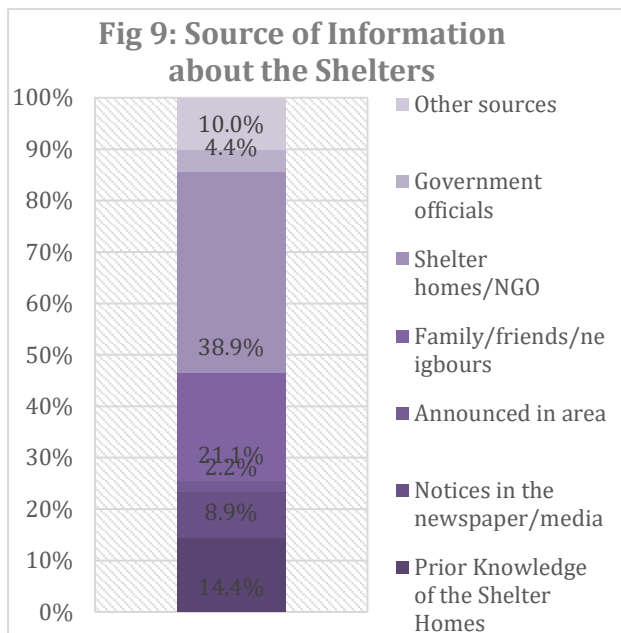
- i. Most of the respondents were aware of the COVID-19 virus and actions they needed to take to prevent the spread of the virus, but knowledge about who was at higher risk seemed to be low. Therefore, it is important that awareness generation programmes be organized not only at the shelters, but also at the source areas. Healthcare workers such as ANMs, ASHA workers and Anganwadi workers should be roped in for awareness generation programmes at the source areas of the state as 50% of the migrants in Bengaluru come from various districts of the state.
- ii. The government should ensure that masks and sanitizers are available at reasonable rates in local medical and *kirana* stores as these are now essential items. Easy availability of these items and accessibility to them will stem the spread of the virus.

C.6. Lockdown and Its Impact on the Residents

During the lockdown, when the permanent shelters were filled to capacity, the shelter seekers were directed to the temporary shelters by the state government. According to our study, 55% of the permanent shelter residents were residing there even before the lockdown started (i.e., prior to 25 March 2020). The rest came only after the lockdown was imposed. To maintain appropriate physical distancing, the permanent shelters reduced their capacity by 30-35%. For instance, at the Good Shed Road 2 shelter, the number of residents had decreased from 40 on 1 March 2020 to 28 on 29 April 2020. Therefore, many residents from the permanent shelters were shifted to the temporary ones. Our study showed that 2% of the residents in the temporary shelters were residing in the permanent shelter before the lockdown came into effect, but they later shifted to the temporary shelters.

After taking into account only those living in the permanent shelters before the lockdown, it was found that 27% were staying in the shelters from 1 January 2020 (about three months prior to the lockdown), 53% from October 2019 (about six months prior to the lockdown) and the remaining 20% were living in these shelters for more than six months. About 82% of the residents who are living in the permanent shelters for more than six months were above the age of 60. Most of them were homeless and abandoned, and if not in the shelters, these people would have had to stay on the streets.

About 85% of the total respondents said this was their first stay in a shelter home. Only 33% of the respondents from the permanent shelters and 5.4% respondents from temporary shelters said they had stayed in the shelters even before the lockdown. Some of this could be due to the lack of awareness among migrant workers about the shelters. If we consider responses of only those respondents who were staying in the shelters prior to the lockdown, it looks like the NGOs were the major source of information as about 39% of the respondents said they came to know about the shelters from them. This was followed by



family/friends/neighbours (21%). Awareness campaigns through newspapers and public announcements helped only 11% of the respondents find a shelter.

During the lockdown, the process of food supply in the permanent and the temporary shelters was outsourced. Philanthropy had sponsored dinner for the residents, while some NGOs had arranged for breakfast and lunch with support from other sources. Only 4% of the total residents (6.1% from the temporary shelters) said that the quantity of food provided was not sufficient. Of the total 5% of the residents (7.9% from PS and 4.1%

from TS) complained about the quality of the food provided in the shelters. The key reasons

Case Study 2: Waiting for His Turn

Mr Rajabustali was dropped by police personnel in the Good Shed Shelter Home-2 on 24 March 2020 – the very first day of the lockdown. The 60-year-old gentleman was from the Bijapur district of Karnataka. In the month of February, he met with an accident while returning from his farm and hurt his right leg severely. He had to undergo a major operation at the Bijapur District Hospital, but failed to recover completely. He was, thus, referred to the Victoria Hospital in Bengaluru. He then shifted to the city in the month of March and consult doctors at the Victoria Hospital, but was further referred to Sanjay Gandhi Institute of Trauma and Orthopaedics in Bengaluru. There, Mr Rajabustali got an appointment with an orthopaedic surgeon and a surgery was scheduled. However, just before the scheduled date for the surgery, the government declared 21 days of lockdown, which was later extended for another 45 days. The hospital rescheduled the operation thrice. However, Mr Rajabustali could not get the surgery done because the COVID-infected patients were being given preference. After waiting for four months, he started consulting doctors at HOSMAT Hospital, a multispecialty private hospital in the city that specialises in orthopaedics and accident-trauma care. Being a private hospital, the charges are higher than the Sanjay Gandhi hospital, but Mr Rajabustali was hoping to pay the most of it through Ayushman Bharat Insurance Scheme (a flagship scheme of the Indian Government's National Health Policy that aims to provide free health coverage at the secondary and tertiary level to its bottom 40% poor and vulnerable population). Mr Rajabustali had enrolled for the scheme a year ago. He was willing to pay the remaining amount from his own pocket as he wanted to return home at the earliest.

Mr Rajabustali lived with his wife and elderly parents on the outskirts of Bijapur city. There, he owned a 31-acre agricultural land, where he grew vegetables. In his absence, there was no one from the family to till the land or undertake any farming activity. He tried to return home as soon as the lockdown was declared, but was unable to get a seat in intra-state buses or trains. Discontinuation of all train and bus services left him stranded at the Bengaluru Central Railway Station. Some police personnel at the railway station who saw him on crutches, dropped him to the Good Shed Shelter Home-2. From then onwards, he has been residing at this shelter. He was not eager to check in to any nearby hotel as he was unsure of the available care and services at these hotels. He was happy to be in a place where people like him could stay while visiting the city for a short period. He was also very appreciative of the government's efforts to keep the shelter residents in fine fettle. He also appreciated the staff of the shelter home who took care of the residents and provided all the necessary support during the pandemic.

they cited were: poor quality (5.1%), lack of spices (1.1%), different taste (0.9%) and few or no vegetables (0.4%).

Philanthropy financially supported the shelters. This included initiatives such as organising regular health camps to ensure timely detection of COVID-19 infections or any other diseases. According to our study, 70% of the respondents said that within a month more than four health camps were organised in the shelters and another 26% confirmed having at least one health camp within a month. Only 4% denied attending any health camp in the shelters in a month's time and all of them were from the temporary shelters.

Lockdown had forced people to stay in an enclosed environment for at least a month and more. During this period, one of the major problems that people faced was that of keeping themselves engaged. Shelter management teams played movies, taught yoga, introduced indoor and outdoor games to keep the residents engaged during the period of lockdown. Mobile games and other entertainment applications were also used. However, we found that conversations with other residents was one of the most preferred forms of engagements. According to our study, 87% of the respondents would spend their time during the lockdown exchanging notes with other residents of their shelter.

Table 6: Methods of Engagement During Lockdown (in %)

| | Permanent Shelters | Temporary Shelters | Total |
|---|--------------------|--------------------|-------|
| Talking with the co-habitants of the shelter | 90.8 | 85.1 | 87.1 |
| Indoor games | 24.3 | 52.9 | 43.2 |
| Outdoor games | 4.6 | 27.1 | 19.5 |
| Exercise/yoga | 15.1 | 14.9 | 15.0 |
| Television | 17.1 | 3.7 | 8.3 |
| Watching movie/songs, etc. via mobile phones | 19.1 | 27.1 | 24.4 |
| Talking to families/friends | 7.2 | 1.7 | 3.6 |
| Nothing/no response | 1.3 | 1.0 | 1.1 |
| Total | 100 | 100 | 100 |

The March 2020 lockdown might have curbed the spread of the COVID-19 infections in India to a certain extent, but it was not conducive for the emotional and mental health of many millions stranded in the city without a place to stay or for those living in the shelters without work and far away from home.⁴⁸ Studies have shown that this sudden loss of employment, along with financial stress or even distress, could spur anxiety and these could manifest themselves in symptoms such as increased aggressiveness, insomnia,⁴⁹ etc. People living in the shelters were also going through the distress of being away of their family members and being without jobs. However, effort to engage residents with various activities did help reduce

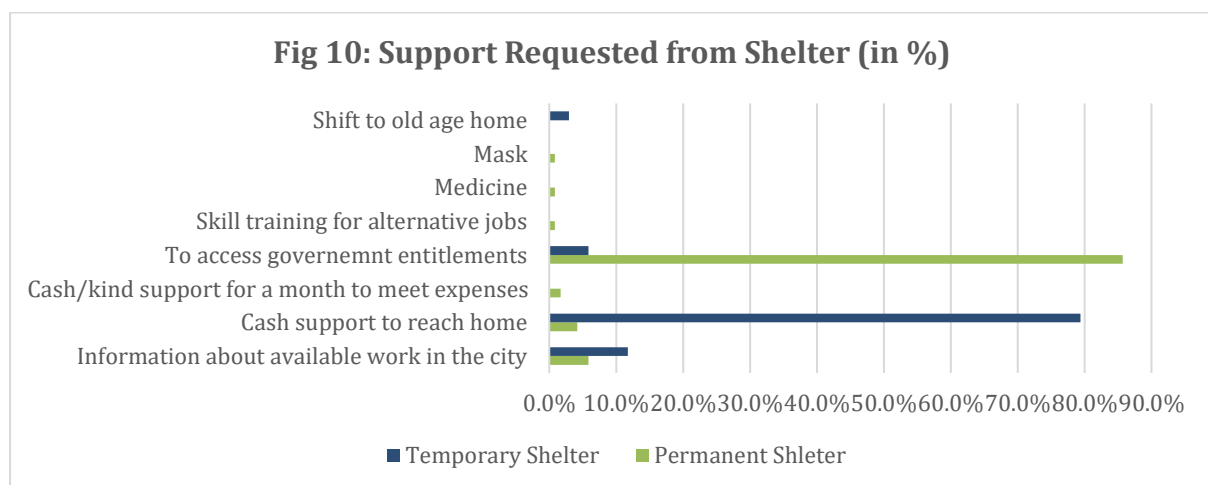
⁴⁸ <https://www.news-medical.net/news/20200527/How-Indias-lockdown-has-affected-mental-health.aspx>, retrieved on 20 June 2020

⁴⁹ <https://www.thehindu.com/sci-tech/health/how-the-covid-19-lockdown-is-changing-our-sleep-cycle/article31432402.ece>, retrieved on 20 June 2020

their anxiety to an extent. According to our study, only 3.8% respondents had sleeping disorders. Only 1.3% of the permanent shelter residents and 5.1% of those from the temporary shelters were unable to get sleep due to anxiety. Other than 2% respondents (3.3% from PS and 1.4% from TS), all the residents said the shelter management teams had never behaved badly with them.

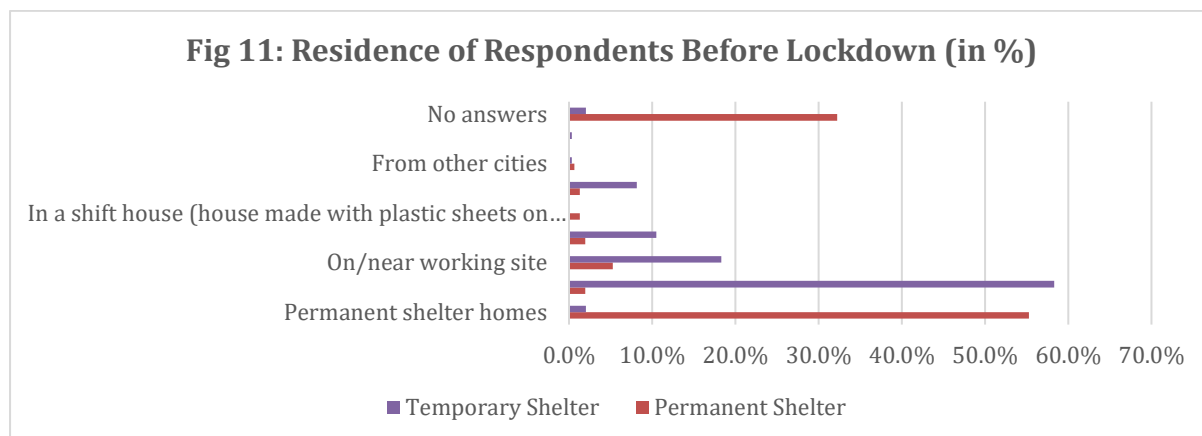
When asked about the available facilities in the shelter homes, a very small proportion – only 1.3% of the residents from the temporary shelters – expressed their concern about the availability of water for non-drinking purposes and less than 2% respondents from the permanent shelters said they did not get hot water and/or had access to television sets. The rest of the respondents had ‘no complaints’ against the shelters and said they were satisfied with the available services. However, it is highly possible that most of the residents were hesitant to share their concerns about the shelters with the shelter coordinators, who also played the role of enumerators for this study.

Of the total respondents, 31% had asked for help from shelter management teams to deal with the ongoing pandemic. Of these, 76.7% were residents of the permanent shelters and only 7.8% were from the temporary shelter. Of the total respondents who had sought support from shelter management teams, about 68% sought help to access government entitlements, 21% asked for cash support to reach home and more than 7% sought information on available work in the city. The remaining 4% sought cash/kind support to meet their expenses for at least for a month. They asked for cash/kind also for skill training for alternate jobs, access to required medicines and for buying masks. However, the support sought by the residents of the permanent shelters was quite different from that of the temporary shelters. Our study showed that while 68% of the residents from the permanent shelters asked for help to access government entitlements, more than 79% residents from the temporary shelters sought help to reach home. Thus, giving us an indication of how different the priorities were of the residents of the temporary shelters who were stranded in Bengaluru due to the lockdown and that of the permanent shelters most of who were living in the city way before the lockdown was imposed.



More than 93% respondents were aware of the reason for the lockdown. Awareness was seen to be more among the residents of the permanent shelters (98.7%) than among the residents of the temporary shelters (90.8%). Before the lockdown, more than 53% respondents were

either staying on the streets or near/at the construction site. And, 20% were living in one of the permanent shelters in the city. We did not enquire about the 'type of house'⁵⁰ the respondents were living in before the lockdown, but 0.4% said they were living in a shift house (kutcha house) which were made of plastic sheets on an encroached vacant land. The remaining 13.6% were either staying in a rented place or in a space provided by their employer or with their relatives. Our study showed that 55% of the residents were living in permanent shelters prior to the lockdown and 76.6% of the residents from the temporary shelters were either living on the streets or near/at the construction sites prior to the lockdown.



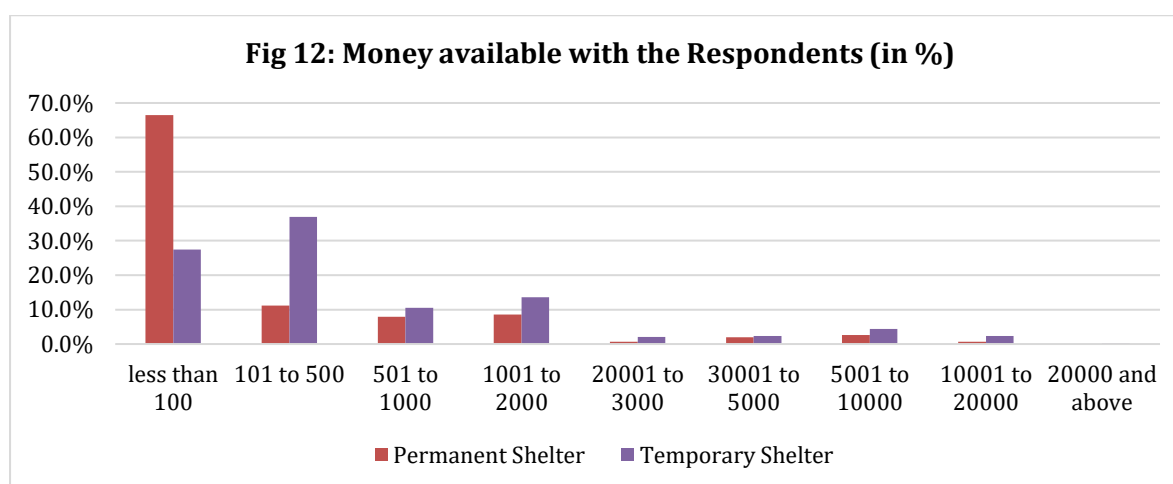
The economic and the social impact of the lockdown on the vulnerable groups was a highly discussed topic of the media, academics and social and development institutes who are working with communities after the lockdown. Our study, too, tried to understand the impact of the lockdown on the people who were living in the shelters or needed to live in a shelter during the lockdown. We found that about 62.4% of the respondents had lost their jobs and 45% had lost some of their possessions. It seemed that more than 80% of the residents of the temporary shelters had lost their jobs and 47.5% had reported losing some of their possessions during this period. On the other hand, about 41% of the residents from the permanent shelters said they had no money left to support their families, while 40% had lost their possessions due to the lockdown and 27% had lost their jobs due to the lockdown.

Table 7: Impact of Lockdown on Respondents (in%)

| | Lost job | Lost some possessions | No money to support family | Stranded in the city without family | Stranded in the city with family | Unable to return home | Unable to access health services | Evicted from house by employer/ house owner | No impact |
|--------------------------|----------|-----------------------|----------------------------|-------------------------------------|----------------------------------|-----------------------|----------------------------------|---|-----------|
| Permanent Shelter | 41 | 61 | 62 | 8 | 4 | 9 | 1 | 1 | 12 |
| | 27.0% | 40.1% | 40.8% | 5.3% | 2.6% | 5.9% | 0.7% | 0.7% | 7.9% |
| Temporary Shelter | 238 | 140 | 74 | 55 | 2 | 11 | 2 | 0 | 5 |
| | 80.7% | 47.5% | 25.1% | 18.6% | 0.7% | 3.7% | 0.7% | 0.0% | 1.7% |
| Total | 279 | 201 | 136 | 63 | 6 | 20 | 3 | 1 | 17 |
| | 62.4% | 45.0% | 30.4% | 14.1% | 1.3% | 4.5% | 0.7% | 0.2% | 3.8% |

⁵⁰ Pucca, kutcha, semi-pucca

According to our calculations, the average amount of money in hand that the respondents had during the period of our survey (25 April 2020 to 3 May 2020) was INR 1,522 per person (with a STD of INR 3,076 per person). The average amount that the respondents from the permanent shelters had was INR 1,057 per person with a STD of INR 2,092/, which was much lower than the average amount of cash in hand that the respondents from the temporary shelters had – of INR 1,697 per person with a STD of INR 3,359. This could be because the permanent shelters had more of the elderly or non-working people living there. Of the total respondents, about 41% said they have less than INR 100 as cash in hand on the day the survey was undertaken. More than two-thirds of the total respondents from the permanent shelters said they had less than INR 100 with them, while the corresponding figure for the temporary shelters was 27.5%. Vulnerability of the respondents could be measured by the fact that within a month of the lockdown (i.e., by April 2020), more than 90.4% of the respondents had less than INR 2,000 in cash with them. At the permanent and temporary shelters, the figures for this were 94.1% and 88.5%, respectively.



According to our study, 74.1% of the respondents (only 344 respondents were considered who had fixed employers) said their dues were cleared by their employers before they were laid off. Of the remaining 25.9% (N=89) of the respondents, about 40% were sure of getting paid by their employers sometime later, whenever the situation improves. However, about 15% respondents said their dues would not be paid by their employers and another 45% were unsure if they would ever get paid. Some of the key reasons cited for non-payment of dues or uncertainty in clearing dues were: non-completion of task (74%), economic loss to the employer (15%) and employers’ unwillingness to pay (9%).

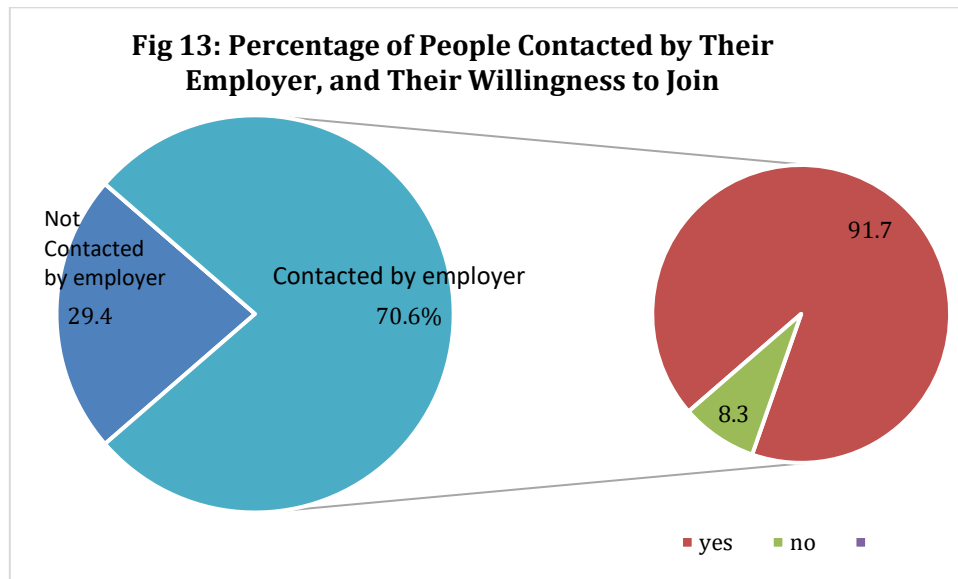
Table 8: Respondents Assured of Getting Paid by Their Employer After Lockdown

| Type of Shelter | Assurance of Getting Paid by Employer | | | Total |
|--------------------------|---------------------------------------|------------|------------|-------------|
| | Yes | No | Don't know | |
| Permanent Shelter | 15.6% (5) | 15.6% (5) | 68.8% (22) | 100.0% (32) |
| Temporary Shelter | 53.3% (31) | 14.6% (8) | 32.1% (18) | 100.0% (57) |
| Total | 39.8% (36) | 14.9% (13) | 45.3% (40) | 100.0% (89) |

**Number in parenthesis are number of respondents*

About 70.6% of the working people said they were contacted by their employer to rejoin after the lockdown and, of them, 91% said they wanted to join back. The reasons the respondents

cited for rejoining work were no money left (56%), need to earn to support family (43%) and to complete the pending work to ensure they get paid by their employers/contractors (1%).



More than 75% respondents were aware that if they started working, there were risks of getting infected with coronavirus. However, this did not deter them from not opting to work in urban India. A recent study by the Centre for Decentralisation and Development, Institute for Social and Economic Change (ISEC) concluded that five major reasons for migrants to return to the cities for work after lockdown were

- Availability of secure and attractive job contracts
- Belief that economic improvement was possible only in urban areas
- Limited use of acquired skills in rural areas
- Limited skills which are irrelevant in rural areas; and
- Higher remuneration in cities⁵¹

Our study, too, confirmed that only 26.3% of the respondents were confident of getting some work back in their villages/towns/cities. Rest of the respondents (74.7%) were not sure of either not sure (11.2%) or sure denied getting work back home.

Of the total working people (N=418), only 7% said they would work on their agricultural land until they found some other work. More than 22% of the respondents owned agricultural land. Most of the respondents said they would either work as a casual labourer (43.4%) or would do whatever was available to sustain a livelihood (23.2%). The remaining respondents were hopeful of getting work as an agricultural labourer or under the MGNREGA scheme in their villages or getting some work in towns close to their villages. However, most of the respondents were in distress as they saw their income levels declining either due to non-availability of work or as they knew the work they would get in their villages would pay them much less than what they earned in the city. Of the total working population in the survey (N=418), more than 58% said their income would fall and another 31% said they were not

⁵¹ <https://www.thehindu.com/news/national/karnataka/77-of-migrants-plan-to-return-to-work-in-cities-study/article31609690.ece>, retrieved on 27 June 2020

sure. Only, 11% of the respondents were confident that their income levels would not decline in the coming months. It is important to add here that less than 6% of the respondents engaged in the construction industry or working as cooks or casual labourers had shown confidence of getting work without a drop in income levels. On the other hand, all the respondents working in the garment industry, travel industry or those working as mechanics had the confidence of getting a job without their income taking a hit. Data for this study was collected in the second phase of the lockdown, that is, between 27 April 2020 and 15 May 2020.

According to an article in the *Frontline* (dated 5 June 2020), many workers were laid off from a garment industry in KR Puram (North-East Bengaluru) after the fourth phase of the lockdown ended. Also, with the state government notification (on 22 May 2020) to exempt factories from Sections 51 and 55 of the Factories Act, the maximum number of working hours in a factory were extended from eight to 10.^{52,53} This meant that not only were some of those working in the garment industry were laid off, but also that those who are going to work there would have to work for longer hours at the same wage. However, the notification was withdrawn on 12 June 2020, on the request of the trade unions.⁵⁴

At the end, the question remained how the people from the poor economic background would deal with the lockdown and the ongoing pandemic. Our study showed that more than 44% of the working population do not had any idea how to deal with the situation. About 33.5% of the working population were hoping to return after the situation improved and the remaining 16.3% were confident of getting alternate work in their villages/towns or in the neighbouring towns/cities. About 5.3% were thinking of taking loans to meet their daily expenses.

Some key findings:

- i. More than 82% of the residents who are staying in the permanent shelters between November 2019 and April 2020 were above the age of 60. Most of the elderly people were abandoned and homeless. If not in the shelters, they would have had to stay on the streets of Bengaluru. We recommend that these elderly people be gradually shifted to old age homes (if available) as they are at high risk of getting infected with the virus and falling severely ill.
- ii. Shelters were never fully occupied during normal times (prior to the pandemic). One of the primary reasons for this was lack of awareness about such facilities. According to the national guidelines issued on Scheme of Shelters for Urban Homeless, state/ULB should take steps to ensure regular and wider publicity about these shelter homes.

⁵² <https://frontline.thehindu.com/dispatches/article31746641.ece> as retrieved on June 26, 2020

⁵³ Many other states have also introduced subtle changes in implementation of labour laws to restart India's economic engine after lockdown. Rajasthan, Madhya Pradesh, Uttar Pradesh, Gujarat, Maharashtra, Odisha, Punjab and also Goa have changed their labour laws by amending provisions or suspending some others. Retrieved from <https://www.indiatoday.in/news-analysis/story/coronavirus-lockdown-labour-reforms-migrant-workers-1678324-2020-05-15> retrieved on June 28, 2020

⁵⁴ <https://www.thehindu.com/news/national/karnataka/karnataka-govt-withdraws-notification-on-increased-work-hours/article31812861.ece> retrieved on July 2, 2020

Posters, banners, hoardings should be placed at all vantage points such as railway stations, bus stands, hospitals, parks and main market areas for more information and awareness about the locations of the shelters and the facilities available there. Leaflets and local newsletters should carry news about the shelters for wider dissemination. Handholding of the homeless should also be done with the involvement of CBOs, NGOs, NSS, etc., on a regular basis so that the homeless people could be sensitised and encouraged to use the shelters.⁵⁵ Also, it is important that the information be disseminated in languages other than Kannada.

- iii. During the lockdown, food was provided to all the residents, regular health camps were organised for early detection of COVID-19 infection and other diseases. Shelters had organised various activities to keep the residents engaged and relaxed. According to our study, 97% of the respondents were content with the available facilities in the shelters.
- iv. Most of the people had sought support for accessing entitlements, work and cash to reach home and support their families during the pandemic. After the lockdown, the shelter coordinators helped interested residents register online on the Seva Sindhu portal⁵⁶ to secure a berth on a train. Philanthropy paid for the local transport to the bus/train stations, bus/train tickets for the residents and also arranged for their food and other basic needs for their journey.
- v. The poor migrants faced difficulties in accessing housing and other basic amenities such as water and sanitation. They, especially those who migrated for shorter durations, were often forced to live in urban slums, facing constant threats of displacement and eviction. Many lived on pavements and city parks that had no basic services and were subject to harassment, especially the women. Even when migrant workers were able to access better housing, usually on rent, those were essentially informal settlements. Demolition/eviction of such informal settlements adversely affected the supply of rental housing. Our study showed that more than 53% of the respondents were either staying on the streets or near/on the construction site before the lockdown. Another 20% were living in one of the permanent shelters in the city and a small percentage of respondents were living in a make-shift house made of plastic sheets on an encroached vacant land. The remaining 13.6% were either staying in a rented place or a space provided by their employer or with their relatives. Government programmes have sought to address the issue by rehabilitating slum dwellers in improved housing facilities and promoting private supply of affordable housing. The government-initiated shelters⁵⁷ also caters to a very small percentage of the homeless population. The question of housing for migrants cannot be delinked from the broader issue of housing in informal settlements, including in the slums. These spaces provide a broader range of housing options – of different prices and varying quality (in terms of access, space per person, access to amenities such as toilets and kitchens) – that make up for the lack of formal housing options.

⁵⁵ http://nulm.gov.in/PDF/NULM_Mission/NULM-SUH-Guidelines.pdf, retrieved on 26 June 2020

⁵⁶ The Seva Sindhu is a web portal under the control of the Karnataka government to provide various online services to the citizens of the state. The portal played a crucial role for people stranded during the lockdown.

⁵⁷ Old age shelters, working women hostels are also included on the list of shelters here.

- vi. Our study also tried to understand the impact of the lockdown on the people who were living in the shelters or were forced to live in a shelter during the lockdown. Our study showed that about 62.4% of the respondents had lost their jobs, while 45% had lost some of their possessions. According to our calculations, the average amount of money in hand with the respondents during the period of the survey was INR 1,522 per person with a STD of INR 3,076. Vulnerability of the respondents could be measured by the fact that within a month of the lockdown (i.e., by April 2020), more than 90.4% of the respondents had less than INR 2,000 in hand. Majority (about 74%) of the working respondents said their employers had cleared their dues before laying them off. Similar findings could be corroborated by the Azim Premji University or SWAN's survey on migrant workers.

There has been a deluge of requests after the restrictions were eased. Every day, we receive demands for at least 1,000 labourers, both skilled and unskilled. Employers have never approached us like this before.

*- Gayathri Vasudevan, CEO and co-founder of LabourNet,
A Bengaluru-based social enterprise working in the unorganised sector*

- vii. When the lockdown was imposed and economic activity came to a grinding halt, thousands of migrant workers took to the streets, demanding that they be allowed to go home. With no public transport to take them anywhere, they walked to their towns and villages situated as far as in Uttar Pradesh, Bihar, West Bengal and Jharkhand. Seeing their resolve, the Karnataka government organised 284 Shramik special trains for about 4.6 lakh migrants between May and 24 June, 2020.⁵⁸ Bengaluru is no longer under lockdown, but with a large section of the migrant labourers having left the city, Bengaluru finds itself somewhat crippled.⁵⁹ Many small and large industries have been complaining of labour shortages. The country's construction giant L&T was seen facing an acute labour shortage, compelling them to operate at half capacity.⁶⁰ Companies have called back their labourers and even offered to pay for their travel back to the city.⁶¹ According to our study, about 70.6% of the working people said they were contacted by their employers to rejoin work after the lockdown and, of them, 91% wanted to join back as they need to financially support themselves and their families. Also, not many respondents were sure about getting work back in their villages and most of them feared a substantial drop in their income levels, especially the people working in the construction industry or those working as cooks or casual labourers.

⁵⁸ The data does not include those who hitched rides or attempted to leave the city on foot.

⁵⁹ <https://www.thehindu.com/news/national/after-turning-their-backs-during-lockdown-cities-now-want-migrant-workers-back/article31927237.ece>, retrieved on 28 June 2020

⁶⁰ Ibid

⁶¹ <https://www.hindustantimes.com/india-news/from-air-tickets-free-train-travel-to-higher-wages-employers-try-to-bring-back-migrant-workers/story-2IJWPSMriR3O9FnBZ1kjPO.html>, retrieved on 28 June 2020

D. Recommendations

Most of the recommendations were derived from the findings of the study, but many were also suggested by our programme team, partners and others working on this issue. At the end of each recommendation, we have indicated the stakeholder who should follow up on the suggestions: government (G), NGO/partner organisation (P) or Philanthropy (A).

Generating Awareness about the Shelters

According to our study, 53% of the respondents were either living on the streets of Bengaluru or near/on the construction sites before the lockdown was imposed. We also found that the awareness about the availability of the shelters was very low among the homeless population, especially among the migrants from other states. Our study showed that only 33% of the residents had ever stayed in a shelter home before the lockdown as there was complete lack of awareness about the shelters. We, therefore, suggest that the following steps be taken either by the government or by NGOs to generate awareness among the migrants:

- State/ULB should take adequate measures for **wider publicity of the shelters among the homeless migrants**. Posters, banners, hoardings should be placed at all vantage points such as railway stations, bus stands, hospitals, parks and main market areas to disseminate more information on the location of these shelters and the facilities available there. Leaflets and local newsletters should carry news about the shelters. The CBOs and NGOs should help with the handholding regularly, just so the migrants are better sensitised and encouraged to use the shelters.⁶² It is also important that the **information be disseminated in languages other than Kannada for the migrants from other states**. (G, P, A)
- Most migrants travelled to Bengaluru by train or bus. Therefore, information about the shelters at the bus and railway stations can help migrants find the right location to live in the city or take refuge in until they find an alternate place to stay. The Working Group on Migration (2017) had recommended the **establishment of migrant helplines** to: (i) provide information about the protections and benefits available to them; and (ii) connect the migrant to support services that may be required to secure his or her rights. Where possible, especially at locations with significant migrant populations, migrant resource centres (MRCs) can be established in association with civil society organisations for more personalised support and services such as health check-ups. The working group also recommended the **use of community radio in increasing awareness among the migrants**. The necessary facilitation should be made by the Department of Telecommunication (DoT). (G, P, A)

Provisions/Specialised Services at the Shelters

Our study has clearly depicted the pattern of migration, which is:

⁶² http://nulm.gov.in/PDF/NULM_Mission/NULM-SUH-Guidelines.pdf

- About 91% of the residents were migrants, most of who came to Bengaluru to earn a living
- Most of the migrants were from various districts of the state but two-thirds of the migrants were from seven states of the country
- Most of the migrants came to Bengaluru to work for a temporary period. After completing their work or post the summer season, they returned home to their villages or towns. We also found that most of them were paid in cash by their employers

About 80% of the total respondents were working before the lockdown was imposed. Most of the non-working residents were either too old or unable to find work during their stay in the city. The average income of the working residents (including non-migrants) was INR 7,731 per month, of which 79% was sent home to their family members. More than 80% of the working respondents were paid in cash. Based on our study, here are some recommendations:

- As a significant percentage of residents were seasonal migrants, the shelters can **plan higher occupancy during the non-agricultural months** (G, P)
- As a significant percentage of working residents in the shelters were paid in cash, it is important for shelters to **provide lockers** to keep the cash and other valuables of all the residents safe during their period of stay (G)
- The migrants should be made more **financially literate** for safe and easy cash transfers to their families (P, A)
- There should be **structured outreach programmes** to reach out and support the homeless people (G, P, A)

Access to Entitlements

Access to entitlements were linked to government issued cards such as Aadhar card, BPL card, voter card, passport, PAN card, BOCW card, etc., that either proved the identity of a person or the cards that were indicative of a household's economic or social status, such as MGNREGA, BPL/APL/Antodaya card, minority community certificate, etc. In the absence of these cards, it would not be possible for a person or a family to access government-provided benefits/entitlements linked with a particular card. Our study revealed that not all the respondents had some of these important cards that were required to get access to the entitlements. Only 62.4% of the respondents had Aadhar card, 47% had voter card and only 6.7% of the 56 construction workers covered by the study had BOCW card. Similarly, only 10.7% respondent households had MGNREGA cards and only 33.6% had BPL cards. Based on these findings, this is what we recommend:

- According to the DAY-NULM, the shelter management agencies and committees are responsible for ensuring availability of various entitlements and benefits to the homeless. Therefore, it is proposed that all **organisations managing the shelters should also undertake the responsibility of ensuring that all residents have access to the entitlements** (P)
- The migrants do not have access to PDS benefits, which guarantees food security to poor households. The central government has already declared its plans to launch a scheme titled One Nation One Ration Card, which will **allow the receiver to access**

PDS benefits from any PDS shop in the country. This should be implemented as soon as possible to help thousands of migrants who stayed back in the city for work (G)

- Regular awareness campaigns at source as well as in the destination migration areas of the migrant construction workers would help **improve the number of registrations under the BOCW**. The process of registration also needs to be simplified to encourage construction workers to register under the Act (G, P, A)
- Assist migrants in **opening bank accounts and use app-based services to help residents send money back home** (P)

COVID-19 and Health

Even though most of the respondents had heard about coronavirus, their understanding of the symptoms of the disease, the mode of transmission, knowledge about who were more vulnerable to the disease and quarantine period, etc., were varied. Lack of awareness along with inadequate provisions in the shelters (see the case study below), put 20% of the elderly residents and 10% of the residents with chronic diseases at risk.

Case Study 3: Arrangements in Shelter Homes During the Pandemic

Good Shed 1 and Good Shed 2 shelter homes were in the same building, which was near the Railway Parcel Office of Bengaluru's Central Railway Station. During our visit to these shelter homes on 29 August 2020, we found there were 20 people residing at Good Shed 1, which could accommodate up to 40 people. At Good Shed 2, which had a capacity to accommodate 50 people, we found 23 people residing. All the 43 residents of these two shelters were sharing the same toilet complex that had two latrines and one bathing space. In the available one room of 20'x30' space (both the shelters had one room each), 45 to 50 beds were accommodated. In keeping with the physical distancing norms due to the pandemic, either a bed was left empty between two occupied beds or two beds were kept wider apart. Good Shed 1 had 16 working lockers for a few of its residents, but the sanctioned lockers for Good Shed 2 were still to be delivered by the government when we visited the site. As the government made a provision of providing three meals a day to all the residents of the DAY-NULM shelter homes across the country, the management committee of both the shelters were also responsible for providing food to the residents. However, neither Good Shed 1 nor Good Shed 2 had a kitchen space. Therefore, Good Shed 1 procured food from another shelter home and Good Shed 2 cooked the meals in an open space near the shelter home.

Several measures were taken at the shelters to prevent the spread of the disease among the residents. They were all given sanitizers and masks, there were regular medical check-ups, there was provision for food, etc. This certainly helped stem the spread of the disease within the shelters (only one case had been detected among the residents until 30 July 2020). Based on the experiences of our project partners, here are some recommendations:

- The elderly and those with comorbidities are the most vulnerable to COVID-19 infections. Therefore, **exclusive space within the shelters or in other shelters should be arranged for the elderly and people with comorbidities**. This would lower their risk of getting infected (P)
- There should be **regular health camps in the shelters** and in the informal settlements of the city for early detection of COVID-19 infections and other diseases (G, P)
- In this pandemic-scarred world, masks and sanitizers are seen as essential commodities. Therefore, they should be **available in the shelters to prevent the spread of the disease** (G, P)
- **Extensive awareness programmes** for the shelter residents on various aspects of COVID-19 infections should be regularly organised. That apart, the state should ensure extensive awareness generation programmes in the place of origin of ‘within the state’ migrants (G)
- **Temporary shelters should be continued** until all stranded migrants are provided safe transit back home or to their workplaces, depending on the preference of the workers (G, P, A)

Work and Employment

About 55% of the residents were the only bread earners of their families. 44% of the respondents said they were supporting their parents and 8% to a disabled person in a family. After the lockdown was declared, many people had to leave the places they were residing in as either their employers had asked them to vacate or they were unable to pay rent. Also, most people were also not willing to stay in the city as they had no/less earnings during the period of the lockdown. In their haste to leave the city, they left not only their house but also some of their possessions that they were unable to carry. During the survey we found that the average amount available with the residents was INR 1,522 per person. Skill development and/or access to entitlements came as major recommendations to tide over the crisis. Here are some of our recommendations related to work and employment:

- Focus on **enhancing livelihood opportunities** for the homeless as most of them lost their jobs during the lockdown. Experts have suggested launching job guarantee schemes in urban areas too, which will connect job seekers to employers with fair remuneration (G)
- Shelters could also extend services on **skill development for better livelihood opportunities to all its residents**, including the elderly and those with disabilities (P, A)
- The pandemic and its physical distancing norms had affected the people engaged with the hospitality, travel, garment and entertainment industries. These workers should be helped by creating **re-skilling opportunities or by helping them locate alternate employment** (P, A)
- Steps should be taken to provide a dignified life to the elderly. Shelters should provide support to them in helping develop job-specific skills and also by **helping access to pension under the National Old Age Pension Scheme** (central scheme) or Sandhya Suraksha Yojane (state pension scheme for the elderly). Similar support should be provided to the physically challenged people and widow residents (P)

Establishment of Shelter Homes

Even though the female destitute constitutes 43.95% of the total destitute population in urban areas of the country (Census 2001), Karnataka has just five shelters for women compared to the 10 shelters the state has for men. Women are not willing to stay in a general shelter⁶³ due to safety concerns. According to our study, only 7% of the respondents were women. We also found that the available shelters for men were not sufficient for the homeless population of Bengaluru.

Similarly, other homeless vulnerable groups such as those with psycho-social disabilities and other disabilities, single woman with/without minor dependent children, elderly, infirm, destitute persons with chronic health conditions and transgenders too need exclusive shelters designed to suit their requirements. One of the key findings of our study was that 20% of the residents were above the age of 60 and 82% of the elderly were residing in permanent shelters from October 2019 onwards. Based on this, we recommend the following to the Government of Karnataka:

- As per DAY-NULM guidelines, for every one lakh urban population, provisions should be made for permanent community shelters for a minimum of 100 people. Taking into account Bengaluru's estimated population of more than 12 million (12,326,532) in 2020,⁶⁴ the city should have more than 120 shelters. However, Bengaluru has only 10 shelters. Therefore, it is imperative for the BBMP to **increase the number of shelters in the city**. Bengaluru needs another 80-100 shelters (G)
- DAY-NULM guidelines for Shelters for Urban Homeless emphasised that every ULB, no matter how small the population, should construct at least one shelter for women and their dependent children. Therefore, it is time that **exclusive shelters for women with their dependent minor child/children** should be demanded from BBMP to accommodate destitute women of the city. Support of the nearest ICDS centre should be extended to the minor children of destitute women from the shelters (G)
- There are significant groups of extremely vulnerable homeless who continue to remain invisible in mainstream interventions such as state-supported shelters. These include persons with psycho-social disabilities and other disabilities, children, single woman with/without minor dependent children, elderly, infirm, destitute persons with chronic health conditions, transgenders, etc. The DAY-NULM guidelines had emphasized on setting up separate **shelters to cater to these vulnerable groups**. ULBs programmes/interventions should adhere to the guidelines and start providing shelters to the most vulnerable in urban areas. Else, they will continue to be excluded and live on the fringes of our society. As majority of the residents who avail of the shelters for longer periods are above the age of 60, geriatric care should be included in the services provided in the shelter homes (G)
- The state should consider utilisation of BOCW funds towards provision of housing (shelters) for migrant workers in construction and related industries on a priority

⁶³ Karnataka has 24 general shelters where homeless people from anywhere in the country can live (www.nulm.gov.in)

⁶⁴ <https://worldpopulationreview.com/world-cities/bangalore-population/>

basis. This would address the needs of the majority of migrants who work in these industries (G)

- The Union Cabinet had, on 8 July 2020, approved development of **Affordable Rental Housing Complexes⁶⁵ (ARHC)** for urban migrants and poor that would make housing available at affordable rent close to the place of work. With this, existing government-funded vacant housing stock will be converted into ARHC through ‘concession agreements’ for 25 years. According to official sources, more than 3.5 lakh people will benefit from the ARHCs. BBMP should step forward to set up ARHC in areas that have high concentration of migrants so as to provide shelters to migrants at nominal rents (G)

Conclusion

This study is our first attempt to understand the issues homeless people face and support their cause. There are many issues that need further understanding and we hope that the findings of this study will pave the way for those studies. One among them is ‘why all the residents, except two, were either from Bengaluru Urban or Bengaluru Rural districts in the permanent shelters?’ Is it lack of awareness or lack of interest of the migrants from other states that plays a role in deciding whether or not they will avail of the shelter facility? Better understanding of the issue will help decide the course of future interventions.

⁶⁵ A sub-scheme under the Pradhan Mantri Awas Yojana - Urban

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Important Definitions

1. **Homeless:** Homeless persons include those who do not have a house, either self-owned or rented. They 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 (Source: DAY-NULM guidelines on Shelters for Homeless).
2. **Migrants:** An umbrella term, not defined under international law, that denotes a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons (Source: UN⁶⁶). However, according to the Census of India, when a person is counted in the census at a place different from his/her place of birth, s/he is considered a migrant. This may be due to marriage, which is the most common reason for migration among women, or for work. The latter being the case for men mostly.
3. **Migrant Worker:** A person who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which s/he is not a resident [Source: International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (adopted 18 December 1990, entered into force 1 July 2003)]⁶⁷
4. **Migration:** The movement of people away from their place of usual residence, either across an international border or within a state.⁶⁸
5. **Permanent Shelter:** With an aim of providing permanent shelter equipped with essential services to the urban homeless, Deendayal Antyodaya Yojana - National Urban Livelihoods Mission (DAY-NULM) initiated a plan to provide permanent shelters in various cities of the country in a phased manner under the Scheme of Shelters for Urban Homeless (SUH). The objectives of SUH are to: i) ensure that the urban homeless population has availability and access to permanent shelters, including basic facilities such as water supply, sanitation, safety and security; ii) cater to the needs of the vulnerable segments among the urban homeless by creating special sections within the shelters for them and by making provisions for special service linkages for them. Vulnerable segments include dependent children, aged, disabled, mentally ill and recovering from grave illness, etc.; iii) provide access to various entitlements, such as social security pensions, PDS, ICDS, identity, financial inclusion, education, affordable housing, etc., for the homeless populations; iv) formulate structures and framework of engagement for development, management and monitoring of shelters and ensuring basic services to the homeless by involving state and civil society organisations, including homeless collectives.⁶⁹
6. **Remittances:** Private monetary transfers that migrants make, individually or collectively. Remittances are primarily sent to people in the place of origin with whom

⁶⁶ <https://www.iom.int/key-migration-terms>

⁶⁷ Ibid

⁶⁸ Ibid

⁶⁹ https://nulm.gov.in/PDF/NULM_Mission/NULM-SUH-Guidelines.pdf

migrants maintain close links. Although, in some cases, they are also sent to relatives who might not be from the place of origin.⁷⁰

7. **Temporary Shelters:** The temporary shelters had been set up in many cities to provide shelter to the stranded migrants following the imposition of the national lockdown. To deal with the situation, for effective implementation of the lockdown measures and to mitigate the economic hardship of the migrant workers in exercise of their powers [under Section 10(2)(I) of The Disaster Management Act], the MHA directed states and Union territories to ensure that there was no movement of people across cities, state or along highways. They were asked to make adequate arrangements of temporary shelters and provisions of food, etc., for the poor and needy, including migrant labourers in their respective areas.

⁷⁰ *Ibid*

Annexure 1: List of BBMP-supported Permanent and Temporary Shelters in Bengaluru on 8 April 2020 (as per the letter released by BBMP)

| ಬೃಹತ್ ಬೆಂಗಳೂರು ಮಹಾನಗರ ಪಾಲಿಕೆ | | | | |
|--|-------------|---|------------------|---|
| ನಗರ ವಸತಿ ರಹಿತರಿಗೆ ಆಶ್ರಯ ಉಪ ಘಟಕದಡಿ ಆಶ್ರಯ ಪಡೆದಿರುವ ನಿರಾಶ್ರಿತರ ವಿವರ | | | | |
| ವರದಿಯ ದಿನಾಂಕ: 08.04.2020 (ಬೆಳಿಗ್ಗೆ 10.30) | | | | |
| ಕ್ರ. ಸಂ. | ವಲಯ | ನಗರ ವಸತಿ ರಹಿತರ ಆಶ್ರಯ ಕೇಂದ್ರದ ಹೆಸರು ಮತ್ತು ವಿಳಾಸ | ಕೇಂದ್ರದ ಸಾಮರ್ಥ್ಯ | ದಿನಾಂಕ.08.04.2020 ರಂದು ಆಶ್ರಯ ಪಡೆದಿರುವ ನಿರಾಶ್ರಿತರ ಸಂಖ್ಯೆ |
| 1 | ಪಶ್ಚಿಮ | ಗೂಡ್‌ಲೆಡ್ ರಸ್ತೆ ಕೇಂದ್ರ -1 | 40 | 28 |
| 2 | | ಗೂಡ್‌ಲೆಡ್ ರಸ್ತೆ ಕೇಂದ್ರ -2 | 40 | 26 |
| 3 | | ರಾಮಮಂದಿರ, ರಾಜಾಜಿನಗರ -3 | 14 | 13 |
| 4 | | ಹೆಲ್ತ್ ಕಿಯೋಸ್ಕ್, ಉಪ್ಪಾರವೇಟೆ ಮುಂಬಾಗ-4 | 90 | 58 |
| 5 | | ಗಾಂದಿನಗರ ಪಾಲಿಕೆಯ ಶಾಲೆ | 60 | 50 |
| 6 | | ಬಿಬಿಎಂಪಿ ಬಾಲಕಿಯರ ಪ್ರೌಢಶಾಲೆ, ಕಾಟನ್‌ಪೇಟೆ | 50 | 49 |
| 7 | | ಸೆ. ಫಿಲೋಮಿನ ಇಂಗ್ಲೀಶ್ ಶಾಲೆ, ಎಂ.ಜೈ ರೈಲ್ವೆ ಕಾಲೋನಿ. | 100 | 95 |
| 8 | | ಸೆ. ಜೋಸೆಫ್ ಶಾಲೆ | 80 | 42 |
| 9 | ಪೂರ್ವ | ಮರ್ಫಿ ಟೌನ್, ಮರ್ಫಿ ಟೌನ್ ಮಾರುಕಟ್ಟೆ ಹತ್ತಿರ | 54 | 36 |
| 10 | ದಾಸರಹಳ್ಳಿ | ತುಮಕೂರು ರಸ್ತೆ, ದಾಸರಹಳ್ಳಿ | 30 | 14 |
| 11 | ಮಹದೇವಪುರ | ನಗರಸಭೆ ಕಟ್ಟಡ, ಹೂಡಿ ಮುಖ್ಯರಸ್ತೆ, ಹೂಡಿ | 14 | 10 |
| 12 | ಬೊಮ್ಮನಹಳ್ಳಿ | ಅಂಬೇಡ್ಕರ್ ಭವನ, ಜಂಬೂಸವಾರಿ ದಿಣ್ಣೆ | 40 | 5 |
| 13 | ಯಲಹಂಕ | ಬಾಗಲೂರು ರಸ್ತೆ, ಬಾಗಲೂರು | 40 | 25 |
| | ಒಟ್ಟು | | 652 | 451 |

Annexure 2: List of Shelters Selected for the Study

| S. No | Name of Shelter | Area | Distance from the nearest Bus/Rly Station | NGO Partner Responsible for Maintaining the Shelters |
|----------|---------------------------------------|-----------------------------|---|--|
| A | Permanent Shelters | | | |
| 1 | Ram Mandira, Rajajinagara | Rajajinagar | 4 KMs | ICDSS |
| 2 | Good Shed Road Shelter – CURDS | Near City Railway station | 200 Mts | CURDS |
| 3 | Good Shed Road Shelter – ICDSS | Near City Railway station | 200 Mts | ICDSS |
| 4 | Upparpet Shelter – 04 | Near City Railway station | 300 Mts | CURDS |
| 5 | Murphy Town – 05 | Ulsoor | 12 KMs | Sparsha Trust |
| B | Temporary shelters | | | |
| 1 | St. Philomena’s School | Behind City Railway station | 100 Mts | ICDSS |
| 2 | Cottonpet BBMP School | Cottonpet | 0.5 KMs | Dream India Network |
| 3 | Gandhinagar BBMP School | Gandhinagar | 1.5 KMs | CURDS |
| 4 | St. Joseph’s School | Chamarajpet | 1.5 KMs | Dream India Network |
| 5 | Natya Ratna Varadachar Kalyana Mantap | Sheshadripuram | 3 KMs | ICDSS |