CHAPTER – 5
GOVERNMENT POLICIES AND PROGRAMS OF REHABILITATION OF POURAKARMIKAS

5.1 INTRODUCTION:

Dependable and comprehensive information on pourakarmikas in Bangalore are not available although several rounds of surveys have been conducted by government, non-governmental organizations and academicians. Regular up-to-date information or demographic characteristics is very much necessary to analyze the actual situation of pourakarmikas in Bangalore. But researcher has no other alternative than to depend on various government reports, survey findings and published & unpublished study materials. However, some government reports and survey results are unique and reliable which may help us to collect some answers to the questions on this issue. In this chapter government policies and programs of rehabilitation of pourakarmikas and initiatives taken by the central and state governments for rehabilitation of pourakarmikas will discussed from some specific points of view. In order to make constitutional provisions effective, a number of Committees and commissions had been constituted by both the Central and State Governments, from time to time, for the welfare of the scavenger community. Some of the main committees and commissions constituted by the Central and State Governments are as follows:

1. 1949: The Scavengers' Living Conditions Enquiry Committee (Barve, B.N.), Government of Bombay.
2. 1953: Backward Classes Commission (Kaka Kalelkar), Government of India.
5.2 INITIATIVES TAKEN BY THE CENTRAL AND STATE GOVERNMENTS SINCE INDEPENDENCE

i) BARVE COMMITTEE:

The problem of scavenging and improving the conditions of scavengers has persistently been engaging the attention of the Government since independence. The erstwhile Government of Bombay, appointed a committee known as the Scavengers' Living Conditions Enquiry Committee in 1949 with late Shri V.N. Barve as Chairman to study and enquire into the Living conditions the scavengers in the State of Bombay and to suggest ways and means to improve their present conditions of work and to fix their minimum wages. The Committee submitted its report to the Government of Bombay in 1952. In 1955 the Ministry of Home Affairs circulated a copy of the major recommendations of the Barve Committee to ail the State Governments requesting them to adopt these recommendations as they were really capable of wider application and could be implemented profitably by all State Governments. A similar action was taken by the Ministry of Health also.

a) SCHEME FOR THE SUPPLY OF WHEEL-BARROWS AND IMPROVED IMPLEMENTS TO SCAVENGERS

The Government of India, as a first step to make the work of scavenging consistent with human dignity, suggested supplying of wheel-barrows/hand carts to sweepers employed by municipalities etc for scavenging work so that
the practice of carrying night-soil as head load could be eliminated altogether. As it was felt that this requirement if left alone to the municipalities etc might not, however, be fulfilled in the absence of adequate financial resources, the Government of India in the Ministry of Home Affairs in 1957-58 offered to subscribe 50% of the cost towards the purchase of wheel-barrows/hand carts through the State Governments to such of the needy municipalities and other local bodies as might undertake to provide immediately to scavengers employed on this type of work, wheel-barrows or hand carts to eliminate the practice of carrying night soil as head load and were prepared to contribute the remaining 50% cost with or without the assistance from the State Governments and the grant-in-aid would be admissible only to such local bodies as agreed to stop this practice completely and not those taking up the scheme piecemeal. But the response from the local bodies/States was rather very poor. In many cases the amount sanctioned to the State Governments were not utilized at all and in cases were amounts have been utilized these were negligible The wheel-barrows provided to the scavengers were most improper and so heavy that they were bound to be discarded by the scavengers.

ii) BACKWARD CLASSES COMMISSION (KAKA KALELKARCOMMISSION)

The first Backward Classes Commission which was appointed in 1953 under the Chairmanship of Kaka Kalelkar submitted its report in 1955. The Commission described the condition of sweepers and scavengers as sub-human. The Commission observed that the alert community of Harijans has compelled us to look into their condition although technically the problem is not within our terms of reference. We visited Harijan quarters and studied their situation. The term “sub-human” can alone appropriately describe their conditions.

Bhangis cleanse our latrines and help maintain some measure of health and sanitation. Without Bhangis; the whole population would have to face the ravage of epidemic. And yet, these very Bhangis are forced to live in the filthiest of surroundings, and in some places they are even asked to carry night-
soil on their heads. The receptacles for night-soil should not leak. Any society that expects one section of humanity to perform such humiliating and degrading services should be ashamed to itself. Municipalities are the greatest sinners in this respect. The plea that they do not have enough funds to improve the quarters of the Bhangis is hollow. If the city fathers had the same feelings for these unfortunates as they seem to have for their clerks and chaprasis, they would have managed to find resources to house the Bhangis in decent quarters. Mahatma had to threaten a fast in order to secure permission for one of his Brahman colleagues of the Ashram to clean the latrines of a British jail. Let all city fathers who love to call Mahatma Gandhi 'Father of the Nation', do something concrete in his manner to remove this blot from our civilization.

The Bhangis should not be condemned to live in segregated localities. They should be distributed and given quarters among other groups. The observations and recommendation of the Backward Classes Commission were brought to the notice of all the State Governments by the Ministry of Home Affairs in October 1956 emphasizing the need to introduce mechanical and up-to-date methods of cleansing latrines so that the inhuman practice of doing this work by hand and carrying night soil on heads is obviated as far as possible and also specific schemes covering every sphere of life to uplift Bhangis from their 'sub-human' level of existence.

iii) CENTRAL ADVISORY BOARD FOR HARIJAN WELFARE:

The Ministry of Home Affairs constituted Central Advisory Board of Harijan welfare in 1956 under the chairmanship of late Pandit Gobind Ballabh Pant, Minister of Home Affairs. This board inter alia reviewed the working and living conditions of the sweepers and scavengers in the country and recommended to the government to introduce a centrally sponsored scheme for this purpose.

iv) MALKANI COMMITTEE:

The board in its meeting held on the 12th October, 1957 constituted a committee, known as scavenging Condition Inquiry Committee consisting of Prof. N.R. Malkani as Chairman and Sarvashri K.L. Balmiki, R.K. Bose, N.S.
Kajrolkar and P.N. Rajabhoj as Member to prepare a scheme to put an end to the degrading practice of scavenging having to carry night soil in buckets or baskets. The Committee started to work from January 1958 and submitted its report in December 1960. The report is informed by a genuine feeling for the scavengers’ lot and contains concrete recommendations not merely for eliminating the practice of carrying night soil as head loads, but also for removing filth and indignity from all stages of scavenging and for improving the working and living conditions and social status. Some of the recommendations made by the committee are as follow:

(A) WORKING CONDITIONS:

i. For putting an end to the practice of carrying night-soil as head load or waste load, wheel-barrows should be introduced.

ii. The use of receptacles in private and public Latrines should be made compulsory.

iii. It should be obligatory to use a standardized scraper which should be supplied by the local bodies to their employees and not left to the scavengers themselves.

iv. Efforts should be made to encourage the use of rubber gloves, particularly at the pail-depots and dumping grounds.

v. Carrying of night-soil in basket, tasla and drum etc., as head load should be prohibited by law and made an offence.

(B) HOUSING FOR SWEEPERS AND SCAVENGERS:

i. Construction of quarters of conservancy staff should be near their place of work as far as possible but never around the pail-depots, morgues, public latrines, dumping grounds etc. These quarters should be built in colonies inhabited by others so as to avoid segregation.

ii. The housing of scavengers should be improved so as to create a new sense of self-respect amongst scavengers particularly their children.

iii. One-room tenements would not be adequate as scavengers have large families. From the point of view of moral hygiene every
tenements must have at least two rooms, a kitchen, a bathroom, a latrine and also if possible electricity and water supply.

(C) WAGES:

i. Wages should be paid to scavengers according to the Minimum Wages Act. State Governments who have not done it so far should appoint committees to go into the question of wages and payment of other allowances to scavengers and suggest basic wages which should, however, not fall below the minimum wages.

ii. Unclean work allowance should not be in cash but in the form of extra amenities such as gloves, availability of water etc.

iii. For full-time employees the hours of work should not be more than 7 hours per day of which only four to five hours be reserved for scavenging work. Part-time workers should not be asked to work both in the morning and evening as this deprives them of the chance of obtaining other work.

iv. Local bodies should frame leave rules and Scavengers should be given the benefit of casual, privileged and earned leave etc.

v. State Government should see that at least in the local bodies where scavenging service is municipalized, scavengers are allowed a full day off in a week.

The Committee observed that "as long as dry latrines continue, the problem will exist and it is a story of the far distant future to think of all the towns having underground sewers". The various recommendations/observations of the Committee were sent to all the State Governments by the Ministry of Home Affairs for implementation. A Centrally Sponsored Scheme for Improving the working and living conditions of sweepers and scavengers was also introduced during the Third Five Year Plan which will be discussed in the preceding paragraphs.

v) COMMITTEE ON CUSTOMARY RIGHTS:

The Central Department of Social Welfare appointed a committee in 1965 under the chairmanship of Prof. N.R. Malkani, to examine the question of
the abolition of customary rights of the scavengers. The Committee submitted its report to the Government in 1966. The committee found that where scavenging is not municipalized the latrines were cleaned privately and one particularly scavenger acquired hereditary rights to clean such latrine as against another scavenger by an understanding and agreement. A customary relationship also develops with the householder and the scavenger receives payments in some form or the other. The response of the Government of India as well as the State Governments to various recommendations of this Committee was very poor and hence no action could be taken.

**vi) THE NATIONAL COMMISSION ON LABOUR, 1966:**

The National Commission on Labour, headed by P.B. Gajendra Gadkar, was appointed by the Government of India. While studying the question of unorganized labour, the commission also dealt with the question of the working conditions of sweepers and scavengers. In its report submitted in 1969, the commission noted that though the government had accepted, in principle, most of the important recommendations made by the earlier committees about working conditions, housing and wages for sweepers and scavengers, programmes proposed by the government to improve their conditions were, far from satisfactory. It further said that the social stigma of Untouchability continued to be attached to this category of workers.

The commission made some suggestions for the betterment of their working conditions. These are:-

1. *The State Government should enact suitable legislation, regulating service conditions, and set-up an adequate inspectorate for the purpose.*

2. *Recruitment should be strictly regulated and detailed records of seniority of substitute workers, registration of conditions and issue of call letters and appointment orders should be mentioned.*

3. *The Provident Fund Act should be made applicable to sweeper and scavengers employed by local bodies.*

4. *The applicability of the Employee’s State Insurance (ESI) Act to sweepers and scavengers employed by local bodies should be examined.*
5. **Efforts to abolish the practice of carrying night soil on head should be intensified.**

6. **Emphasis should shift from improved methods of carrying night soil to the abolition of carrying night soil itself.**

**vii) B.P. PANDYA COMMITTEE:**

The National Commission on Labour constituted by the Union Ministry of Labour appointed a sub-committee (1968-69) under the chairmanship of Shri Bhanu Prasad Pandya to look into the working and service conditions of sweepers and scavengers which also met the same fate at the hands of the Central and State Governments as happened, in the case of the report on Customary Rights. One of the important recommendations of the committee was that “the Central Government should undertake a comprehensive legislation for regulating their working, service and living which should also provide for adequate inspectorate and enforcement machinery”. Similar committees were also constituted at the State level in the States of Uttar Pradesh (1955), Haryana (1969), Kerala (1971) and Karnataka (1976).

**a) IMPROVEMENT IN THE WORKING AND LIVING CONDITIONS OF THOSE ENGAGED IN UNCLEAN OCCUPATIONS**

As a follow up of the various recommendations made by the Malkani Committee, the Government of India in the Ministry of Home Affairs introduced a scheme during the Third Five Year Plan as a centrally sponsored scheme which consisted of two parts viz.

i. Improvement in the working conditions of sweepers and scavengers, tanners and flayers, and

ii. Improvement in the living conditions of those Scheduled Castes that were engaged in unclean occupations or were landless laborers. The financial assistance was provided by the Government of India to the State Governments so that they could give.

a. A grant-in-aid to municipalities/local bodies for the purchase of hand-carts, wheel-borrows scrapers, gum boots and the protective devices.
b. Subsidy for construction of houses for sweepers, scavengers, tanners and flayer, and house sites to members of Scheduled Castes who were engaged in unclean occupations or were landless laborers. This programme was only a supplementary one as the long term - solution to the problem of scavenging depends upon the conversion of dry latrines into sanitary latrines and measures for improved conservancy and sanitation services like septic tanks etc.

b) SHORTCOMINGS OF THE SCHEME:
The scheme could not make much headway due to the following reasons:

i. The design of the wheel-barrows was not suitable for Women - and children who were the main users since it was too heavy be handled by them.

ii. No financial assistance was provided to the Municipalities for maintenance and repair of the wheel-barrows.

iii. There was no arrangement for parking of the wheel-barrows.

iv. The improved implements like receptacles. Scrapers, improved brooms, brushes, gumboots and hand gloves etc were not supplied to all the scavengers, and, if supplied to some, it was seldom used by them.

v. It was noticed that in some municipalities 50 per cent contribution as envisaged in the scheme, was not provided by them. The scheme proved to be a failure and was therefore discontinued during the Fifth Five Year Plan.

5.3 GANDHI CENTENARY YEAR:

During the Gandhi Centenary Year (1969) the Government of India took up a special programme for converting dry latrines into water pour- flush latrines. Under this scheme the householders were provided 25 per cent subsidy and 75 per cent loan recoverable in easy installments. The householders were also allowed 10 connect their service latrines to nearby public sewer, if any. The Ministry of Health had suggested to the local bodies and municipalities:
i. No new buildings should be allowed to be constructed without provision of flush-out latrines;

ii. In areas where sewers have been laid; strict enforcement of law for compulsory connection of dry latrines in the existing houses to sewers should be launched; and

iii. Where, sewers are not laid, a special drive should be launched for conversion of dry latrines into flush-out latrines in selected areas by connecting them to local septic tanks or leaching Pits.

5.4 CENTRALLY SPONSORED SCHEME OF MINISTRY OF WORKS AND HOUSING

The Ministry of Works and Housing took up a scheme on pilot-cum-demonstration project for the conversion of dry latrines into water borne latrines in the selected towns during the Fifth Five Year Plan and provided an outlay of Rs. 4.40 crores for this purpose. Some 30 towns were selected 10 the country under this scheme. The financial assistance provided to the State Governments was in the form of loans.

The scheme could not make much headway as there was no element of subsidy in the scheme; with the result that the response of the State Governments towards this scheme was very poor. The scheme was, therefore; dropped during the Sixth Five Year Plan. Pre-Metric Scholarships for the Children of those engaged in Unclean Occupations viz. Sweepers, Scavengers, Tanners and Flayers. The Centrally Sponsored Scheme of Pre-Metric Scholarships for the children of those engaged unclean occupations viz sweepers and scavengers, tanners and flayers is in operation since Sixth Five Year Plan. The main objective of the scheme is to provide good quality of education to the children of those engaged in unclean occupations. The scheme was originally Intended for hostlers only but it has now been modified (1991-92) to cover day scholars also.

Scholarship is provided to the children staying in the hostels at the rate of Rs. 200 per month per child for-classes III to VIII and Rs. 250 per month per child for classes IX and X. The rate of scholarships for day scholars is Rs 25
per month for classes I to V, Rs. 40 per month for VI to VIII. And Rs. 50 per month for IX and X. The children also get Rs. 500 per annum as an ad-hoc amount to meet other expenses. The scheme has undergone substantial modifications to make more purposeful by removing income ceiling criteria, providing scholarship to all children up to class VIII. With condition that if third child is born after April 1993, only two children of the family would be eligible for this scholarship and this restriction is relaxed up to 2 children in classes IX and X. During 1995-96 central assistance of Rs. 892 lakhs was released to the State Governments under this scheme and an equal amount was provided by them. The allocation made for this scheme during 1996-97 was Rs.10 crores. The achievement under this scheme was as follows:

<table>
<thead>
<tr>
<th>Sl No</th>
<th>Year</th>
<th>No. of students benefited</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1991-1992</td>
<td>90,912</td>
</tr>
<tr>
<td>2</td>
<td>1992-1993</td>
<td>99,912</td>
</tr>
<tr>
<td>3</td>
<td>1993-1994</td>
<td>1,30,715</td>
</tr>
<tr>
<td>4</td>
<td>1994-1995</td>
<td>1,76,253</td>
</tr>
<tr>
<td>5</td>
<td>1995-1996</td>
<td>2,40,983 (Likely)</td>
</tr>
</tbody>
</table>

Source: [http://www.ministry social welfare.com](http://www.ministry social welfare.com)

The major constraint in the way of educational development of sweepers and scavengers is the unwillingness on the part of parents to send their children to school. The unwillingness of the parents is due to economic reasons. The children help their parents in earning livelihood. The scheme is to induce the parents to send their children to schools and to compensate them for the loss of income on this account. The scheme has not made much headway so far as the coverage of children is still very small.

5.5 SRI I.P.D. SALAPPA COMMITTEE'S REPORT IN THE YEAR 1976

The government of Karnataka in 1972 appointed the Sri I.P.D. Salappa Committee to go into the question of improving the living and working conditions of sweepers and scavengers in the state. The committee had to
investigate this and make recommendation to the government as to the special provisions which may be made by government for their advancement. The committee also had to investigate this and make recommendations to the government as to their special provisions which may be made by the government for their advancement. The committee also had to investigate their social, economic and educational condition and to make recommendations for taking steps to accelerate the progress in these fields.

i) THE SALLAPA COMMITTEE’S FINDINGS ON THE CONDITIONS OF THE POURAKARMIKAS

At the time of the working of the Committee the only pourakarmikas were those directly employed by the Local Bodies. Today there are a large number of contract laborers working in this area along with the permanent workers employed by the Municipality. The conditions of work however, have changed very little and the findings and recommendations of this Committee still remain valid.

ii) CONDITIONS AT WORK:

1. The salaries should be disbursed by the Accounts staff and pay slips should be issued. Otherwise their salaries should be paid through Scheduled bank.

   Today contract workers are not paid the same wages that the permanent workers. The agents of the contractors do not pay the wages properly to the workers and no proper reports are kept.

2. It had been suggested that they be given brooms with long handles to allow them to stand and sweep and also to give them an antiseptic cloth mask. These have still not been provided to them. Guidelines on the amount and kind of work to be extracted are not observed with respect to the contract workers. Every sweeper should be provided an assistant to collect the rubbish which is not done. The dustbins should be completely closed. These people should be provided gloves, face protection and gum boots. Since the work in manholes is hazardous the workers undertaking such work must be suitably compensated by giving them 30% of their salary in addition to a
uniform. All these are denied to the workers even today. Appropriate clothing; protective gear and cleaning should be provided.

3. Pourakarmika should be required to work for more than 7 hours a day and 5½ days in the week with adequate breaks and in successive shifts. They must be given all government holidays admissible to other government servants. If required to work otherwise the Pourakarmika should be given compensatory holiday and pay. No lady worker to work after 6 pm. On full weekly holiday should be granted.

4. Another important issue is that the supervisory staffs are in the habit of using very obscene and vulgar expressions while talking to the pourakarmikas in general and to lady in particular. Stringent measures should be taken against such officials as well as the members of the public. There is an urgent need for staff to change their attitude and always make it point to be polite and courteous to all pourakarmikas under their jurisdiction. Erring officials and members of public should be punished under the provisions of the existing Untouchability Act.

5. Pourakarmikas are financially weak with no alternate means of living. Benefits of pension and gratuity should be sanctioned to them and they should be treated on an equal footing with the class IV officials. Compulsory life insurance scheme and family welfare schemes should be introduced. Family welfare scheme should be made compulsory.

6. Appointment of Labour Welfare Officers should be made mandatory wherever the strength of the pourakarmikas is not less than 200-in any municipality.

7. Each municipality should maintain regular registers of persons eligible for appointment as pourakarmikas in leave vacancies. The pourakarmikas should be classified as skilled workers under separate cadre rules and given the privileges of the Industrial Disputes Act, 1947 and the Workman's Compensation Act. Only one recognized trade union in each local body should be allowed be allowed, to prevent misuse by political parties. Today
there is a union of the pourakarmikas who are contract labour but they are not given the protection they are legally entitled to.

iii) SOCIAL CONDITIONS:

It is utterly untenable to say that only the classes of untouchables have to do this work forever. Other caste Hindus should be encouraged to take up this profession and those caste Hindus who have been recruited as Pourakarmikas due to unemployment problem at present are allocated not heir legitimate work of Pourakarmikas but some other work which has nothing to do with their appointments. To separate the scavenging work and the community the committee suggested that it should be made compulsory for municipalities in the state to restrict their recruitment of SCs and STs to the posts of pourakarmikas. The rest of the post should be filled by members of the other communities. The committee recommended that the government pass suitable legislation to impose a moratorium on the present debts of the pourakarmikas. Steps should be taken so that they are not harassed.

The municipal councils should extend credit to the pourakarmikas they should be persuaded to contribute to insurance and savings schemes credit-cum-consumer societies should be established by the cooperatives should be facilitated by appropriate legislation which will ease the problem of indebtedness and may also provide capital to bid for the municipality tenders.

iv) LIVING CONDITION:

The committee recommended that sweepers and scavengers' should be given free housing sites and decent living quarters. No liquor shops should be permitted near their colonies. Other municipal worker housed is encouraged to live in these colonies so that the pourakarmikas are not isolated.

5.6 ROLE OF NON-GOVERNMENT ORGANIZATIONS:

Besides the emergence of Sulabh International Social Service Organization as the most effective and dynamic voluntary organization contributory to the liberation of scavengers a few voluntary organizations have done pioneering work in this field. The most prominent amongst them are the
Harijan Sevak Sangh; Safai Vidyalaya, Ahmadabad; and the Gandhi Smarak Nidhi, Pune.

5.6.1 HARIJAN SEVAK SANGH

The Harijan Sevak Sangh was founded on September 30, 1932 as a result of Mahatma Gandhi's epic fast in the Yeravada Jail near Poona. This fast was in protest against the Communal Award of the British Government which threatened to separate the so-called untouchables from Hindu society. The object of the Sangha as to eradicate untouchability through truthful and non-violent means, to remove the difficulties and the disabilities of the untouchables and to secure for them a status of full equality in all fields with the other Hindus. The Sangh had from the beginning sought the co-operation of the municipalities and other local bodies in ameliorating the working and living conditions of sweepers and scavengers. The response had been slow but a beginning had been made by drawing the attention of these bodies to the lot of the sweepers and scavengers.

Thirty-five co-operative societies functioned under the Sangh during the third year of its existence (1935) to provide credit to them and save them from the clutches of money-lenders, in Bombay. 226 rooms had been hired by the Sangh and let out to the sweepers and scavengers at cheap rates. As a result of the Sangha's intervention the Ujjaini and Bhilsa Municipalities in the Gwalior State began to give loans to sweepers at a low rate of interest. In UP, Faizabad Municipality advanced Rs. 500 to the Sweeper's Co-operative Society and agreed to recover the amount in monthly installments from their salaries. In Meerut (UP) and Bellary (now in Karnataka). The Sangh was able to secure the benefit of maternity leave for women sweepers. After the introduction of provincial autonomy in 1930, the Sangha made representations to Congress Ministries for bringing about improvements in the working and living conditions of sweepers employed by local bodies so that they might get a decent minimum wage, proper housing, education and other facilities and might be saved from the corrupt officials and money-lenders. The
Municipalities in Bombay, Ahmadabad, Madurai, Tiruchirapalli, Bangalore, Madras and Kanpur constructed residential quarters for their sweeper. The Sangha helped the co-operative society of sweepers at Ranvar in Kathiawar to build quarters for sweepers. Six Sweeper’s Sevaks were working for the welfare of the sweepers in different parts of the country under the new scheme started by the Sangh.

After independence the work of the Sangh was increased manifold. The Central Board of the Sangha in its meeting held on 15th and 16th November, 1958 discussed the hardships of the Sweepers and scavengers and welcomed a suggestion by Shri Appa Saheb Patwardhan that a permanent exhibition be organized at the Headquarters of the Sangh in Delhi where models should be displayed of improved latrines and implements for cleaning and removal of night-soil. The Sangha had been receiving grants from the Central Government for Bhangi Kashta Mukti programme. The Sangha runs this programme through the Safai Vidyalaya at Ahmadabad. The 78 Bhangi Sevaks employed by the Sangha were working 14 branches, contacting municipal authorities for the betterment of the sweepers themselves to adopt more scientific ways of work.

They also helped in the formation of credit co-operative societies and 125 of these were functioning. There were in addition, a large number of industrial, housing and agricultural societies which they encouraged. As a result of the work of these Bhangi Sevaks, more than 7000 wheel-barrows were supplied to the scavengers and about 400 residential quarters constructed for them. The Sangha felt that while emphasis is to be laid on improved methods of working for the sweepers, it was clear in its intention that the ultimate goal was to make it unnecessary for man to carry or clean human excreta and therefore the Sangha had been laying emphasis on better types of latrines. But, it was long cry to the day when even all the municipalities in the country, could claim that every single latrine within their jurisdiction had sanitary fittings. The attack was, therefore, two-pronged. On the one hand, the Sangha and its
workers devoted great attention to the welfare of sweepers and improvement in their methods of work; at the same time it was trying to persuade the municipalities and other local bodies to make it obligatory for house-owners to have only sanitary latrines.

5.6.2 SAFAI VIDYALAYA, AHMADABAD:

Safai Vidyalaya, a sanitation institution was set up by the Harijan Sevak Sangh at Ahmadabad under the leadership of Shri Ishwar Bhai Patel and entrusted with the implementation of Bhangi Kashta Mukti Programme which provides training in respect of the method, approach, use of improved implements for cleaning latrines etc to junior and senior engineers, masons, sweepers and scavengers besides sanitary inspectors of primary health centers in rural areas and social workers. Short-term courses for policy makers and administrators are also arranged at various levels to convince them of the importance of sanitation. This Institution under the dynamic leadership of Shri Ishwar Bhai Patel has been very helpful in getting various bye-laws changed and subsidies granted by the local bodies and panchayats for conversion of dry latrines into pour-flush sanitary ones to eradicate the sub-human practice of carrying night-soil as head load by the scavengers.

The available information shows that 1.31 lakh dry latrines were converted in Gujarat from 1964-65 to 1977-78 out of total of 1.75 lakhs dry latrines. By 1988, the total number of 1.80 lakh dry latrines were converted (1.05 lakh in urban areas and 0.75 lakh in rural areas) out of 1.86 lakh dry latrines which were increased from 1.75 lakhs due, to discovery of new dry latrines. An evaluative study of low cost sanitation, In Gujarat (1991) revealed that most of the scavenger’s children are unemployed in spite of their educational attainment at different levels. This has caused restlessness and tension in the scavenger community.

5.6.3 GANDHI SMARAK NIDHI, PUNE:

The Gandhi Smarak Nidhi Pune has been working to abolish scavenging by converting the service latrines into pour-flush sanitary latrines .and also by constructing new latrines which do not require the Services of scavengers The
Nidhi had also set up a Cell-Bhangi Mukti Yojana-for propagation and construction of sanitary latrines. The Nidhi also imparts training for social and municipal workers which also includes training for the construction of sanitary latrines and biogas plant.

5.6.4 SULABH INTERNATIONAL SOCIAL SCIENCE ORGANIZATION:

One of India’s most serious environmental hygiene problems is proper management and disposal of human waste. The neglect of this basic sanitary measure is a chronic feature in the development of most of our towns and villages and the cause of most water-borne diseases. At present according to the figures made available by the 1991 Census more than 76 per cent of the people in India have no toilet facility and only about 24 per cent have toilet facility. A large percentage of people in both rural and urban areas, therefore, defecate in any open space available. With the phenomenal rise in population, the problem has become more acute and it is necessary to provide toilet facilities to the common man at a cost which is affordable, socially acceptable and easily available. The organization that has come to the forefront in performing a sterling service in the field of low-cost public sanitation in both rural and urban areas is Sulabh International Social Service Organization.

Dr. Bindeshwar Pathak, Founder of the Sulabh Movement took up the challenge for the liberation of scavengers from carrying night-soil as head load during the Gandhi Centenary year in 1969. In 1970 he founded a non-profit voluntary social organization named Sulabh Shouchalaya Sansthan (now known as Sulabh International Social Service Organization) which was recognized by the Government of Bihar as the only organization having the expertise of the leach-pit type latrines in the State and a catalytic agency to work between the beneficiaries, local bodies and the Government. In 1968-69 the Government of Bihar made an allocation of Rs. 2 lakh to various local body including the Patna Municipal Corporation for the conversion of dry latrines into Sulabh Shouchalaya, It was because of the excellent work done by Dr. Pathak with
missionary zeal in this field that the budget of the Government of Bihar was increased to Rs. 2 crores in 1985-86.

The research and development of cheap and appropriate sanitation technology has been one of Dr. Pathak's most important programmes. The technology developed by him is cost-effective, consumes less water and requires material and know-how that is available easily and indigenously. This scavenging free-Sulabh technology got the backing of WHO, World Bank and UNDP etc. The United Nations Centre for Human Settlements recognized India's cost-effective and appropriate sanitation systems-Sulabh International system-as a global Urban Best Practices in the Habitat II conference held at Istanbul Turkey in June, 1996. The Economic and Social Council of United Nations has recently granted special consultative status to this organization.

a) SULABH'S TECHNOLOGY:

Sustainability and replicability are the two basic principles of an appropriate technology which is fulfilled by the Sulabh Shouchalaya. Sulabh Shouchalaya (twin pit pour-flush toilet) developed by Sulabh International in 1970 is socio-culturally acceptable, affordable, easily available and users are able to operate and maintain it easily. It provides all the health benefits by safe disposal of human excreta on site, which sewerage provides. Sulabh Shouchalaya is most appropriate to serve as an alternative to bucket privies and stop open air defecation. It can be constructed even in the most congested areas of cities and towns and has been widely accepted by the people because of its low-cost and requires only two liters of water to flush and can thus function even where enough water is not available.

Neither has it required the services of scavenger nor does it pollute the air. The waste collected in the pit is converted into rich manure and good soil conditioner. The squatting pan can be cleaned and easily maintained by house owners themselves. The two pits work alternatively continuously. It has a high potential for up gradation i.e., can be easily connected to sewer when introduced in the area. Sulabh Shouchalaya can be built on upper floors of the
houses too. It can be provided within the house as it has no foul smell or fly mosquito nuisance. In the case of such toilets, vent pipe is not necessary as gases get dispersed into the soil. The special feature of this type of toilet is that it has two pits instead of one. The reason being that single leach pit units are appropriate only if they can be de-slugged mechanically by a vacuum tanker, since their contents are not pathogen free. In the two pit system, the filled pit can be cleaned manually even by the householder himself because of the long period of digestion which makes it free of foul smell and safe for handling.

In a single pit system, de-sludging has to be done immediately after the pit has been filled up to enable its re-use and this involves handling of fresh and undigested excreta which is a health risk and the services of scavengers would be required. If a deeper and larger single pit is provided, de-sludging operation will be difficult and there would be greater chances of pollution, especially where ground water level is high. Sulabh Shouchalaya is also cost effective. It can be designed with different specifications and use of different type of materials without compromising the basic design principles with variable cost ranging from Rs. 500 to Rs. 10,000. It can, therefore, be afforded even by the economically weaker section. The design can also be modified·suiting to the space available for construction of Sulabh Shouchalaya. With the use of Sulabh technology dry latrines in over 7 lakh houses have been provided with Sulabh toilets and thereby 35,000 scavengers have been freed from the demeaning and dehumanizing methods and practices of cleaning bucket privies and 240 towns have been made scavenging free. Sulabh International has provided the liberated scavengers with necessary training in a variety of alternative occupations/vocations -that carry no social stigma. Sulabh has a work force of 35,000 persons from different disciplines viz. administrators, planners, engineers, architects, sociologists, doctors, scientists, media persons.

**b) PAY AND USE COMMUNITY TOILETS:**

This Organization also operates and maintains more than 3,000 pay and use toilets-cum-bathroom complexes all over India. The facilities are available
to men for a token charge of 50 paisa, while for women children and the disabled it is free. There is no charge for the use of urinals. About 10 million people in India use this facility provided by the Sulabh in individual households and at community toilets with bathing and laundry facilities, popularly known as Sulabh Shouchalaya complexes.

c) MOBILE LATRINES:

In many slums, there is no space for construction of community latrines with bathing facilities. Sulabh has designed mobile units mounted wheels. The units provide toilet and bathing facilities, wash basins, water storage tank and collection tank for human excreta and water.

d) BIOGAS:

Dr. Pathak is probably the first person in the world who has given the idea of obtaining biogas only from the excreta collected in large size public toilets used by 2,000 to 5,000 persons a day. Despite odds, he got the first such biogas plant set up at Patna in 1982 after almost six years of research. So far 63 biogas plants have been installed at the community toilet complexes and more are in the process of being set up.

e) SOCIAL UP GRADATION:

Sulabh international has also taken up a programme of social upgradation of scavengers and the adoption of one family of scavenger, each by prominent social service minded citizens of the country holding prestigious position in all walks of life.

f) ENGLISH MEDIUM SCHOOL:

The Organization has opened an English-medium public school at Palam, New Delhi for the children of scavengers who are given free Modern education with thrust on vocational training, computer and office management. The school also has children from other castes and communities with the aim that age old social and class prejudices could vanish. The scavengers' children are taught through English medium so that they can complete as equal in open job market.
g) TECHNICAL TRAINING:

Sulabh also provides trainings to the children of scavengers for various technical courses like carpentry, mechanic, motor driving, shorthand typing, cane work, leather work, mason tailoring and garment making, electrician, beautician’s courses etc on ITI pattern and syllabus. It has set up two such institutes, one at Jambhol in Maharashtra and the other at Palam, New Delhi.

h) SULABH INTERNATIONAL MUSEUM OF TOILETS:

Sulabh has also established a Sulabh International Museum of Toilets in 1994, the first of its kind in the world. The Museum has a rare collection of facts, pictures, and objects detailing the historic evolution of toilets from 2,500 BC to date.

i) DR. PATHAK AND HIS SULABH MOVEMENT:

Dr. Bindeshwar Pathak, a 27 years old young social worker from Rampur Baghel, a small village in the district of Vaishali in Bihar and fresh from college took a very serious view of the ill-clad, ill-fed and emaciated men and women carrying night-soil on their heads and his own men looking upon them as if they were than apex of mankind. This changed not only his own consciousness but the future course of human history. Dr. Pathak realized that forcing this class of men to carry human excreta on their heads is an inhuman practice which becomes only an uncivilized barbarous society of ignoble savages. With the light of mission in his eyes, he launched the Sulabh Movement for the liberation of scavengers in 1970. It is twenty-six years -back when he founded the Sulabh International Social Service Organization earlier known as Sulabh Shouchalaya Sansthan, a non-profit voluntary social organization having no capital resource of its own. It is dedicated to Gandhian ideology of emancipation of scavengers and has not acquired long and wide experience in low-cost sanitation and biogas. It also works to prevent pollution of environment and enteric diseases and promote clean living especially among the poor. In a nut-shell the Sulabh Movement is mixed package of improved technology, extensive training and social reforms different from other social reform movements in that it combines technology with idealism.
The Sulabh concept and technology have been accepted as an alternative to high cost city sewerage systems, and not only has been the status of scavengers changed in these years but a large number of them have also been liberated and settled in other professions.

**j) ELIMINATION OF SCAVENGING:**

In the beginning the activities of sulabh movement were confined to Bihar alone but later Dr. Pathak realized that unless this movement taken up at the all-India level, its impact may not be felt in other states. He, therefore, made an all-round effort to mobilize the opinion of some of the central and state ministers to take up a central scheme not only for the liberation of scavengers from the obnoxious system of manual scavenging but also for their rehabilitation in other dignified professions in order to integrate them to the mainstream of the Indian social life where there is no distinction between the touchable rich and the untouchable unprivileged poor. It came to a test in March 1981 when a meeting was organized at the instance of Dr.Pathak with the then Union Minister of Works and Housing, Shri Bhisham Narayan Singh to discuss the proposal of the Government of Bihar for the liberation of scavengers.

This meeting was attended by Shri Ramesh sha, Minister of Urban Development, Bihar; Shri S.H.M. Burney, Secretary, Shri P.S. Krishnan Joint Secretary and other officers of the Ministry of Home Affairs and Secretary and other officers of the urban development department of the government of Bihar. It was decided in the meeting that a scheme may be introduced for the total elimination of scavenging from the selected towns on the whole town approach basis. The scavengers have to be liberated from this system and given alternative employments jobs without any loss of income and both liberation & rehabilitation have to be done simultaneously without any time gap. Since there was no scheme where this proposal could be accommodated, it was agreed that the liberation of scavengers is one of the measures for the removal of untouchability which is admissible under Sec. 15A of the Protection of Civil
Rights Act, 1955 since scavengers are the victims of worst form of untouchability because of their unclean occupation and could be taken up under the Centrally Sponsored Scheme of ‘Implementation of Protection of Civil Rights Act’.

The State Government was asked to formulate a comprehensive scheme for the liberation of Scavengers in respect of small and medium towns and this proposal should also include scheme for the rehabilitation of the liberated scavengers - in alternative jobs/occupations so that they may not revert back to this inhuman occupation of scavenging. The Government of Bihar accordingly submitted the proposal to the Ministry of Home Affairs in respect of two towns viz Bihar Sharif and Purnea in March 1981 and was provided with central assistance on a matching grant basis. Thus a beginning was made from Bihar and subsequently the scheme was introduced in other States as well.

h) SILVER JUBILEE YEAR OF SULABH MOVEMENT:

This is the silver jubilee year of the sulabh' movement which also coincides with the 125th birth anniversary of Mahatma Gandhi. Sulabh International Social Service Organization has built up a national network of sanitation facilities spread over 1000 towns with about 7 lakhs units in almost all States and Union Territories in India. It has been assigned to construct and maintain sanitation facilities in Nepal and Bhutan also.

l) ONE MAN FORUM AGAINST AGE-OLD PRACTICE OF SCAVENGING:

Dr. Pathak, the founder of sulabh international social service organization and the sulabh movement believe that the struggle has just begun and much has to be accomplished during the coming years. He has become a one man forum against the age-old practice of scavenging and is today the greatest champion and liberator of the scavenging class which remained oppressed and ostracized in India from time immemorial. To free scavengers from their demeaning labour and install hand-flush latrines throughout the country, cleaning up and deodorizing city streets and providing employment and training to hundreds and potentially thousands to enable his countrymen and all who need his services to benefit from the expertise in the construction
of inexpensive sanitation facilities, as the initiator of construction and maintenance of public convenience on pay and use basis, production of biogas from human excreta and its conversion into energy, are some of the major objectives and ingredients of Dr. Pathak's programme it is in recognition of the outstanding work being done by him, he has been honored with several national and international awards including K.P. Goenka Memorial Award for Environment for 1984, won Padma Bhushan in 1991, National Citizens Award 1991, International St. Francis prize for the environment, 'Canticle of All Creatures' instituted by the Vatican in Rome in 1992 and the Limca Book of Records 1995. He is not content with what he has already achieved. He would rest content, he says only when scavenging really becomes a thing or the past not only in India but other countries as well where it is still in vogue.

5.7 NATIONAL FORUMS

i) MINISTRY OF HOME AFFAIRS

Seeing the success of the liberation of scavengers' programme in Bihar, the Ministry of Home Affairs, government of India, also took up the programme under the Protection of Civil Rights Act 1955 in 1980-81. The ministry viewed that out of so many cruelties meted out to harijans, carrying head loads of night-soil by a particular caste, called scavengers (Bhangis) after 37 years of independence, was the most heinous. This was a blot on human civilization. Therefore, the ministry carried on this programmes on the 'whole-town-approach' basis, which means that one town should be wholly freed from scavenging and then another should be taken up.

Under this programme, the ministry started giving assistance to the State governments on the 50:50 basis The Ministry of Home Affairs is giving matching assistance to the state governments, i.e. 50 per cent cost of the total project of a town to liberate the scavengers and the rest 50 percent expenditure has to be met by the state government. On this pattern, the Ministry of Home Affairs (now Ministry of Welfare) has provided assistance to 19 States and
Bihar is one of the beneficiaries of the programme. The Ministry of Welfare i.e., providing financial assistance to the state governments for making the towns scavenging free. A sum of Rs. 43 crores was released up to March 1989. In all 32 towns out of 166 selected under this programme and were freed from scavenging up to March, 1989. In 1989-90 there is a target of 300 towns to be freed from scavenging out of which 130 towns have already been sanctioned. A massive programme for the rehabilitation of liberated scavengers and their wards has been taken up in Bihar and also in other States.

ii) HUDCO ROLE:

The housing and urban development corporation (HUDCO), set up by the government of India in 1970 is a premier techno financing institute in the field of housing and urban development. Primarily moved by the continuing sub-human practice or carrying night-soil as head-load, in 1983 it started financing sanitation schemes facilitating the eradication of the evil practice of manual scavenging and leading to the liberation of scavengers. Since then it has been promoting the adoption of two-pit leaching system (Sulabh Shouchalaya) for low-cost sanitation.

This will help in achieving the targets fixed by the government of India during the current decade declared as 'International Drinking Water Supply and Sanitation Decade'. According to the arrangement of financing followed so far; HUDCO has been extending financial assistance to the extent of 50 per cent of the cost of a latrine unit at 6 per cent interest repayable in 12 years and the balance 50 per cent is arranged by the borrowing agency from its own resources. For the same purpose, the ministry of welfare has been separately extending grants to the state governments for the conversion of dry latrines. As a special effort towards the elimination of manual scavenging and improving sanitation conditions, it has now been decided to integrate schemes floated by the ministry of welfare and HUDCO for better coordination and results. It has been decided that this scheme may be taken up in 300 small and medium towns with less than 5 lakhs population and on a 'whole town' basis in the current
financial year. The approach would be through the conversion of dry latrines in to low cost water-seal pour-flush latrines and rehabilitation of the scavengers liberated or their dependents through alternative employment and training. The current system of grants from the ministry of welfare to the governments for liberation of scavengers is being dovetailed with the HUDCO's loans so that the local body is in a position to extend loans and subsidies for conversion or construction of low-cost sanitation units up to plinth level. The loan and subsidy portion would be based on the income of the beneficiaries as follows:

1. **EWS** - 45% subsidy and 55% loan.
2. **EWS** - 25% subsidy, 60% loan and 15% beneficiary's Contribution.
3. **MIG and HIG** - Nil subsidies, 75% loan and 25% beneficiary's contribution.

For all categories, additional loan for the superstructure can be extended by HUDCO to the extent of 50 per cent of the cost not exceeding Rs. 1,000; the balance would have to be met either by the beneficiary or by the concerned state government. As to the modus operandi, the HUDCO receives and considers applications from agencies authorized by the government to carry out programmes for undertaking basic sanitation facilities schemes like housing boards, slum clearance boards,

Development authorities, improvement trusts and local bodies etc. The financial assistance is an available for the projects for conversion of dry-pit latrines into water-seal pour-flush latrines (Sulabh Shouchalaya) or construction of new latrines in the existing houses which do not have such facilities, community latrines, public baths and urinals in the areas where such facilities are not available are also financed under the scheme. The intending borrowers are required to prepare detailed project reports containing description of the proposals like the location, proposed system of sewage disposed supported with drawings, specifications, cost estimates, implementation period and the system of post-implementation maintenance. The proposal for provision of individual latrines or community latrines with
disposal arrangements has to conform to guidelines prepared by the Govt. of India. Up to October 31st, 1989 a loan assistance of Rs. 41.95 crores has been sanctioned for the low-cost sanitation projects, including new constructions, conversion of dry latrines into low-cost pour flush water-seal latrines with two leaching pits and construction conversion of community latrines. These schemes cover 212 towns in ten states of Andhra Pradesh, Gujarat, Karnataka, Kerala, Madhya Pradesh, Orissa, Punjab, Uttar Pradesh and West Bengal. After successful completion of these schemes, 146 towns are likely to be free from scavenging.

5.8 INTERNATIONAL FORUMS

i) INTERNATIONAL AGENCIES:

International agencies like W.H.O, UNICEF and UNDP have played an important role in sanitation programmes. Although they have worked for low-cost sanitation, the national objective of liberating scavengers was also served.

ii) WORLD HEALTH ORGANIZATION (W.H.O):

When in Bihar a controversy was raised by the Public Health Engineering Department on the pollution of the drinking water source, the W.H.O came to the rescue of the programme; other-wise there was a chance of the whole programme falling flat. W.H.O, with the help of the ministry of works and housing, government of India, and UNICEF organized a national seminar in patna on the conversion of bucket privies into water-seal latrines in 1978, at which, apart from) the secretaries of urban development departments and the chief engineers of almost all the State Government,

Representatives from the All-India Institute of hygiene and public health, calcutta, environmental engineering research institute, nagpur, planning commission, director general of health services, world bank, W.H.O and UNICEF participated. The seminar recommended that a two-pit system should be adopted in the hand-flush water-seal toilets. This was a historical seminar and the idea of conversion of dry latrines into hand-flush water-seal latrines started catching up. The recommendation of the seminar was printed by W.H.O and circulated among the authorities concerned, which really convinced the
engineers on the adoption of this technology. Also W.H.O circulated an article written by Jitendra Tuli, public officer of W.H.O, which created a tremendous impact on planners, administrators, engineers, etc. An international workshop was organized by W.H.O on primary health care in 1983, at which low-cost sanitation was discussed thread-bare and it was recommended that sanitation was very much related to health care.

iii) UNICEF:

This world agency also played an important role in the sanitation programme, of India. It helped in having hand-flush water-seal toilets in schools, besides funding the construction of hand-flush toilets under ICDS (Integrated Child Development Services) programme. UNICEF also involved itself in sanitation pro-grammes in Andhra Pradesh, Orissa, Uttar Pradesh, Madhyapradesh, Jammu and Kashmir and Bihar.

This international agency collaborated with W.H.O and the Ministry of Works and Housing in the Patna national seminar, and it bore the entire expenditure of the International seminar organized in Calcutta. A national workshop was organized by UNICEF in Sri Lanka in which the author participated as a 'resource person'. UNICEF has hitherto sponsored the visit of experts of different countries, viz., Sri Lanka, Bangladesh, and Nepal, Afghanistan, Vietnam, Ethiopia, the U.S.A., Indonesia etc, to Patna to see the low-cost sanitation programme. Apart from this, literature on low-cost sanitation has been distributed by UNICEF and the idea of low-cost sanitation has been propagated through the media of mass communication (slides, etc.). UNICEF has also sponsored the programme for imparting training to masons and engineers in low-cost sanitary toilets.

iv) UNITED NATIONS DEVELOPMENT PROGRAMME:

UNDP, whose executing agency is the World Bank, started its activities in India in the field of low-cost sanitation in 1978. First of all it got evaluated the programme of low-cost sanitation already being carried out in Bihar and Gujarat. Thereafter, a study on the probability of pollution of the drinking water source from the pit latrine was done in Bihar, Gujarat and Tamil Nadu.
with the help of the Prevention and Control of Water pollution Boards of these States. UNDP also assigned the task of preparing a design of the low-cost sanitary latrine to the Central Building 'Research Institute', Roorkee in Uttar Pradesh. The assistance of the All-India Institute of Hygiene and Public Health, Calcutta, Environmental Engineering Research Institute, Nagpur, Central Building Research Institute, Roorkee, Indian Council of Medical Research, New Delhi, Public Health Institute, Poonamallee and PRAI, Lucknow and finally got prepared a manual on low-cost sanitary toilets for its adoption in South East Asia, Latin America and Africa. UNDP was requested in 1979 by the Govt. of India to assist in preparing master plans and preliminary engineering and feasibility reports on low-cost water-seal latrines for Assam, Bihar, Gujarat, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh. For this purpose, 20 towns were selected in Uttar Pradesh and 511 towns each of the other six remaining States, in the first instance, by the Government of India.

The reports in respect of these States, completed in 1981, covered 110 towns and generated considerable interest in the Central and State Governments. The studies related to the conversion of existing dry latrines into low-cost water-seal latrines, provision of individual low-cost water seal latrines in houses and provision of community toilets for those households for which individual latrines could not be constructed. Encouraged by these studies which constituted phase I of the project, the Govt. of India requested UNDP to prepare similar feasibility reports for Andhra Pradesh, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Orissa, Punjab, Tripura and West Bengal, Goa, Mizoram and Pondicherry. The studies done by UNDP helped the Government launch a centrally-sponsored scavenging elimination programme with 50 per cent grant to convert in the dry latrines in 33 towns in 14 States of Andhra Pradesh, Assam, Bihar, Haryana, Himachal Pradesh, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal. UNICEF financed some demonstration units in a few States. The State Governments also started putting
the low-cost pour-flush latrines both in the project and non-project towns in the course of preparing the feasibility reports, UNDP organized, supervised and financed, either partly or fully, a number of special studies which include a evaluation of ongoing latrine conversion programmes in Bihar, Gujarat and Tamil Nadu, evaluation of the community latrines in Bihar maintained on the ‘pay-and-use’ basis, design criteria of pour-flush latrines, optimization of technology of pour-flush latrines, sociological study on the impact of latrine conversion on scavengers, insti-tutional, financial and legal studies of 20 local bodies and soil and water pollution studies due to on-site disposal of human excreta conducted in Bihar, Gujarat and Tamil Nadu, as stated earlier. UNDP has also played a very important role in the diffusion of the concept of low-cost sanitary latrine outside India. Due to the involvement of UNDP in this programme, those engineers, who were rather hesitant to accept this technology, now approve of its installation in urban areas. Also, UNDP got organized all international seminar in Calcutta, a national seminar in Delhi and two regional seminars, one in Rajasthan and the other in Tamil Nadu. In all these four seminars the adoption of low-cost sanitary toilets in urban areas was unanimously recommended.

5.9 LIBERATION OF SCAVENGERS DURING FIVE YEAR PLANS CENSUS OF HOUSEHOLDS HAVING TOILET FACILITY DURING 1981-1991

At the time of 1991 Census it was found that the percentage of households having toilet facility in the country was only 23.70 per cent. In other words more than 76 per cent of the people or about three-fourth of the total population in the country had no toilet facility. In the urban areas the percentage of households having toilet facility was 63.85 per cent as compared to 58.15 per cent in 1981. More than one-third of the urban households in most of the States and Union Territories did not have toilet facilities while more than half of the urban households in 177 districts did not have toilet facilities, the percentage of households having toilet facilities in the rural areas at the time of 1991 census was only 9.48 percent.
There was an appreciable increase in the availability of toilet facility in the urban areas during 1991 census as compared to 1981. In terms of percentage the increase was registered in the States/Union Territories of Mizoram (59.92), Lakshadweep (38.03), Sikkim (21.54), Meghalaya (15.54), Kerala (13.52), Dadra & Nagar Haveli (12.31), Andhra Pradesh (10.53); Arunachal Pradesh (10.49), Goa (9.31), Nagaland (9.03), Karnataka (9.24), Punjab and Pondicherry (8.48 each), Orissa (7.39), Manipur (7.07), Tamil Nadu (6.20), Haryana (6.18), Rajasthan (5.79), Gujarat (5.60), Andaman (5.18), Maharashtra (5.08), Himachal Pradesh (4.86), Uttar Pradesh (4.48) and Bihar (3.59). The other States/Union territories which recorded only marginal increase were Chandigarh (1.24), West Bengal (1.01), Tripura (0.65) and Madhya Pradesh (0.27). It is rather surprising that the metropolitan city of Delhi registered a decrease in the availability of toilet facility from 68.02 per cent in 1981 to 66.64 per cent in 1991. This may be presumably due to the constant immigration of people to Delhi from other areas since the last decade. The toilet facility was available by varying degrees to the urban households in different States and Union Territories.

The lowest percentage of 49.27 was found in Orissa and the highest percentage of 96.32 in Tripura. If the States and Union Territories are arranged in ascending order according to the percentage of availability of toilet facilities based on 1991 Census, the eight North-eastern States (Arunachal Pradesh, Assam, Meghalaya, Mizoram, Manipur, Nagaland, Sikkim and Tripura) top the list (more than 81 per cent), followed by West Bengal (78.75), Punjab (73.23), Kerala (72.66), Delhi (66.64), Uttar Pradesh (66.54), Gujarat (65.71). Maharashtra (64.45), Haryana (64.25), Karnataka (5.2), Rajasthan (62.27), Himachal Pradesh (59.98), Tamil Nadu (57.47) Bihar (56.54), Goa (55.82), Andhra Pradesh (54.60), Madhya Pradesh (53.00), and Orissa (49.27). Among the Union Territories Chandigarh (79.77) tops the list followed by Andaman (65.72), Dadra & Nagar Haveli (65.14), Lakshadweep (64.65), Pondicherry (50.02), and Daman & Diu (45.75).
1) ENORMITY OF THE PROBLEM:

It is estimated that nearly two billion people (about a third of World's population) are without adequate basic sanitation facilities and by the year 2000 the number may increase to 3 billion. In India the situation is not different, more than 750 million people out of 900 million population either defecate in the open or use insanitary bucket/dry privies cleaned manually or community facilities, if available. Hardly 20 per cent of the urban populations have access to water flush arrangements connected to sewerage system. 14 per cent have access to water borne toilets connected to septic tanks, 33 percent have bucket or dry privies and the remaining 33 per cent do not have any latrines in their houses. Out of nearly 4700 towns/cities there are hardly 232 towns and cities with sewerage at present. None of them, however, covers the entire municipal city area, leave alone the adjoining suburbs included in the municipal limits, in most of the urban areas even on the streets where sewers have been laid; houses have not been connected inspite of municipal laws making such connections compulsory, thus insanitation continues. In the rural areas 102 million households have no toilets facility at all.

According to the Task Force for tackling the problems of scavengers and their rehabilitation constituted by the Planning Commission in July 1989, there were 76.4 lakhs of dry latrines in the country, of which 54.2 lakhs were in the urban areas and 22.2 lakhs in the rural areas.

2) INTRODUCTION OF THE SCHEME:

The Ministry of Home Affairs while reviewing the progress of various schemes taken up by the Central and State Governments for improving the working and living conditions of the sweepers and scavengers realized that unless a comprehensive scheme giving incentive to the people is taken up, the problem of scavenging cannot be eliminated. In 1980-81 the Ministry of Home Affairs introduced a scheme of conversion of dry latrines into water pour sanitary latrines and rehabilitation of liberated scavengers and their dependents in dignified occupations in the selected towns. This scheme was taken up under the existing centrally sponsored scheme of ‘Implementation of the Protection of
Civil Rights Act’ as one of the measures for the removal of untouchability since the scavengers were the victims of the worst form of untouchability because of their unclean occupation.

Under the scheme financial assistance was provided to the State Governments on matching grant and whole town approach basis. The State Governments in turn provided financial assistance to the local bodies for the conversion of dry latrines, 50 per cent of the total cost for conversion was given to the householders as subsidy and remaining 50 per cent as loan recoverable in easy installments irrespective of income. The householder had therefore not to spend any money in the beginning on the conversion of dry latrines which was done by the local bodies itself through voluntary agencies or contractors by inviting tenders. Before a town was taken up under the scheme, a preliminary survey was carried out with a view to collecting some basic information like family composition of the scavengers, marital status, age group, educational qualification, if any etc. so as to enable the Government to chalk out-suitable schemes for their rehabilitation. Since there was limitation of funds, the scheme was taken up in the selected towns only.

As mentioned above in 1980-81 the scheme was taken up in two towns of Bihar namely, Bihar Sharif and Purnea at a total cost of Rs. 1.26crores, 50 per cent of this amount was provided by the Ministry of Home Affairs and the remaining 50 per cent by the Government of Bihar. Next in 1981-82, the scheme was extended to another, eight States namely Andhra Pradesh, Assam, Kerala, Maharashtra, Rajasthan, Tamil Nadu, Tripura and Uttar Pradesh. The scheme was in operation in 16 States by the end of the Sixth Five Year Plan. The total number of towns taken up during this period was 70 where about one lakh dry-latrines were converted into pour-flush latrines and 5,000 scavengers rehabilitated in alternative employment. This was definitely a good achievement.
3) ABSORPTION IN THE MUNICIPALITIES/LOCAL BODIES:

It was found that in a large number of towns most of the displaced scavengers were observed in the municipalities/local bodies itself and nobody was rendered unemployed. The problem arose only in the case of dependents of those who were employed as private scavengers. The private scavengers were mostly women and children.

4) ROLE OF SCHEDULED CASTES DEVELOPMENT CORPORATION:

The Scheduled Caste Finance and Development Corporation (SCDCs) set up in various States have played a vital role in rehabilitating the unemployed scavengers by providing them with margin money loan assistance, subsidy and bank loans etc. for settling them in various trades and occupations. In some States short-term training was provided to the scavengers to enable them to settle down in various trades and occupations. The progress of rehabilitation programme was however slow due to lack of coordination between the Urban Development Local Self Department and the Welfare Department at the State level.

5) EARMARKING OF FUNDS FOR REHABILITATION:

The Ministry of Home Affairs provided funds to the State Urban Development Local Self Department only for the conversion of dry latrines into water-pour sanitary latrines and not for the rehabilitation of unemployed scavengers. The work was to be done by the Department dealing with the welfare of Scheduled Castes and Scheduled Tribe as, the State level out of the funds provided by the Ministry of Home Affairs to them towards share capital contribution to the SCDCs and out of SCA (Special Central Assistance) 10 per cent of the SCA was earmarked for the economic development of the vulnerable groups which included scavengers also.

6) DESIGN OF LATRINES:

Use of first pour-flush water seal latrines with a single leaching pit for disposal of human excreta was initiated in 1943 by the all-India Institute of Hygiene and Public Health, Calcutta and it was then known as the dug well latrine. The Research-cum-Action (RCA) Project was later taken up by the
Government of India through the Health Centers of Poonamallee (Tamil Nadu), Singur (West Bengal) and Najafgarh (Delhi) in the mid-fifties. Another project was taken up at Planning; Research-cum-Action Institute (PRAI), Lucknow (UP) in 1958 and the offset double pit system was evolved. These efforts were however restricted to rural areas. In 1970 it was Sulabh International which first developed and introduced the low cost sanitation in the urban areas in a big way. Thus the offset double pit system has been introduced and found successful in different geological, hydro geological and physical conditions. A pour-flush latrine consists of a squatting pan of a special design (having a steep gradient at the bottom and particular depth) and a trap having 20 mm water seal. This is designed that the human excreta of one person can be flushed with even less than 2 liters of water. The excreta is discharged into the leaching pits constructed in the house compound and where it is not possible to do so for lack of space into the pits constructed under even footpaths or streets or inside houses: The squatting pan is connected to the leaching pit through a pipe.

These pits are lined with honey-comb brick work or open jointed stones so as to allow the liquid in the pits to percolate and gases to be absorbed into the soil and at the same time preventing the pit from collapsing. The sludge gets digested and settles down gradually. The pits are used alternatively. When one pit is filled, it is stopped being used and the excreta is diverted to the second pit, the filled up pit is left unused; and in about 24 months the contents become rich Organic humus, innocuous, free of pathogen and smell. When convenient, it is emptied and contents could be used as manure. It is then ready to be put back into use when the second pit becomes full in its turn. With simple care and cleaning by the household, the pour-flush latrines can be satisfactory and hygienic sanitation system. They can be located inside the house even since water-seal prevents odor or insect nuisance.

7) MAINTENANCE OF LATRINES:

Maintenance of pour-flush latrines is very easy and simple. Day-to-day maintenance consists only of washing the latrine floor and cleaning the pan. No
other maintenance cost is needed. The cost of cleaning the pits can be covered by sale of humus obtained from the pits as manure.

8) COST OF CONVERSION OF DRY LATRINES:

The cost of conversion of a dry-latrine into pour-flush one varies from Rs. 900 to Rs. 4,500 for 5 users depending upon the area and soil. This does not include superstructure; the cost of which is to be borne by the beneficiaries themselves. Loan facilities are available for this purpose.

9) REASONS FOR SLOW PROGRESS:

The progress of this scheme in the initial stage was slow on account of the following factors:

i. Selection of only one or two towns in each State every year under this scheme due to limitation of funds. Lack of willingness on the part of municipalities/local bodies to implement the scheme.

ii. Non-availability of good and reputed agency to execute the work. Except Sulabh International, no other "NGO had dedication and expertise to undertake this type of work.

iii. The State Urban Development/Local Self Government Department unwilling to contribute 50 per cent of the matching share under the scheme,

iv. Lack of coordination between the State Urban Development Local Self-Government Department and the Department dealing with the welfare of Scheduled Castes and Scheduled Tribes in the rehabilitation of unemployed scavengers.

FINDINGS OF STUDY:

An evaluation of this scheme in three selected towns of Bihar and one Rajasthan in 1990 revealed that the socio-economic conditions of scavengers in the selected towns have improved in terms of income, saving and movable assets after liberation. The survey also showed that the scavengers do not suffer the kind of social and economic discrimination which they used to suffer before liberation.
10) TRANSFER OF SCHEME TO THE NEWLY CREATED MINISTRY OF WELFARE

The scheme of liberation of scavengers inter alia the entire work relating to the development of Scheduled, Castes and Scheduled Tribes was transferred from the Ministry of Home Affairs to the newly created Ministry of Welfare in September 1985.

5.10 PROGRESS DURING SEVENTH FIVE YEAR PLAN:

An allocation of Rs. 39.07 crores was made for this scheme during the Seventh Five Year Plan. This allocation was quite meager as compared to the magnitude of the problem. The Task Force constituted by the Planning Commission in July 1989 had estimated the number of dry latrines in the country for the year 1989 as 76 lakhs. This programme was taken up in 226 towns from 1980-81 to 1988-89 in nineteen States.

It is estimated that 3.14 lakhs of dry latrines were converted into water borne latrines and more than 10,000 scavengers liberated and rehabilitated in alternative employment by the end of March 1989 as shown in the following

TABLE: 5.2 scavengers liberated and rehabilitated in alternative employment

<table>
<thead>
<tr>
<th>Sl No</th>
<th>Year</th>
<th>No. of towns made Scavenging free</th>
<th>No. of Scavengers rehabilitated</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1984-1985</td>
<td>8</td>
<td>1941</td>
</tr>
<tr>
<td>2</td>
<td>1985-1986</td>
<td>2</td>
<td>1462</td>
</tr>
<tr>
<td>3</td>
<td>1986-1987</td>
<td>15</td>
<td>2313</td>
</tr>
<tr>
<td>4</td>
<td>1987-1988</td>
<td>7</td>
<td>4342</td>
</tr>
<tr>
<td>5</td>
<td>1988-1989</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Total</td>
<td>32</td>
<td>10058</td>
</tr>
</tbody>
</table>

Source: http://www.ministry social welfare.com
i) MODIFICATION OF FUNDING PATTERN

The funding pattern of the scheme was modified from the year 1989-90 as per the recommendations of the Study Group set up under HUDCO as indicated below:

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Funding Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Economic Weaker Sections (EWS) (Monthly income up to Rs.1250)</td>
<td>45 percent subsidy + 50 percent loan + 5 percent beneficiary contribution.</td>
</tr>
<tr>
<td>B</td>
<td>Lower income Group (LIG) (Rs. 2651 to Rs. 4450)</td>
<td>25 percent subsidy + 60 percent loan and 15 percent beneficiary contribution.</td>
</tr>
<tr>
<td>C</td>
<td>Middle Income Group (MIG) (Rs. 2651 to Rs. 4450)</td>
<td>Nil subsidies +75 percent loan and 25 percent beneficiary contribution.</td>
</tr>
<tr>
<td>D</td>
<td>Higher Income Group HIG (Above Rs. 4450)</td>
<td>Loan + 25 percent beneficiary contribution.</td>
</tr>
</tbody>
</table>

Source: [http://www.ministry social welfare.com](http://www.ministry social welfare.com)

ii) INTEGRATED SCHEME

Under the Integrated Scheme, the subsidy portion was provided by the Ministries of Welfare and Urban Development and loan by HUDCO. A Central Coordination Committee was set up under the chairmanship of the Joint Secretary, Ministry of Urban Development with the representatives of the Ministry of Welfare and HUDCO to consider proposals received from the State Governments under the scheme and decide about selection of town’s unit cost and release of subsidy etc.

During 1980 Central assistance of Rs. 10 crores was released to the State Governments for 264 towns and Rs. 2905 crores during 1990-91 as balance amount of Central assistance in respect of these towns.

5.11 PROGRESS OF THE SCHEME OF LIBERATION OF SCAVENGERS DURING 1980-81 AND 1990-91

It would be thus seen that the total quantum of central assistance released to the State Governments under the old scheme of 'Liberation of Scavengers' by the Ministries of Home Affairs and Welfare since its inception in 1981 to 1990-91 was Rs. 82.02 crores in respect of 490 towns. The number of dry latrines converted into water-borne sanitary latrines during this period...
was about 10 lakhs and the number of unemployed scavengers rehabilitated in alternative trades/ occupations and employment was 16,859. The number of towns made scavenging free was 40. The States of Kerala and Tripura were declared scavenger Free States.

a) MINISTRY OF URBAN AFFAIRS AND EMPLOYMENT  BIFURCATION OF SCHEME:

The Planning Commission in the meeting held on the 10th September 1991 to review the programme of liberation of scavengers, decided that the Ministry of Urban Development will be in charge of conversion of dry latrines and the Ministry of Welfare will look after only the rehabilitation of scavengers. It has also decided that 45 per cent subsidy will be given to EWS category and 25 per cent to LIG. The beneficiaries have to be a 5 per cent and 15 per cent respectively of the cost as their contribution. The MIG and HIG categories will not have the facility of subsidy. The conversion of dry latrines in their case has to be through loans and their own contribution. The amount of loan and central subsidy is released in a synchronized manner from HUDCO directly to the local bodies or the nodal agency nominated by the State Government. The repayment period for the HUDCO loan is a maximum of seven years and the rates of interest for all categories is 10.5 per cent.

b) UNIT COST:

The ceiling on the unit cost of Rs. 2500 for 5 users (excluding superstructure) has recently been raised for different categories as under:

<table>
<thead>
<tr>
<th>Table 5.3 Unit cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>i  5 users units</td>
</tr>
<tr>
<td>ii 10 users units</td>
</tr>
<tr>
<td>iii 15 users units</td>
</tr>
</tbody>
</table>

Source: http://www.ministry social welfare.com

The additional allowance of 25 per cent over these amounts is also available to hill areas and the North-Eastern States. As the funds earmarked for this programme are limited there are large number of such towns with dry latrines which require priority attention, it was considered necessary to priorities the towns for implementation of this programme and accordingly it
has been decided that henceforth though the present whole town approach would continue, unless all the towns having dry latrines are fully covered, no town without dry latrines would be taken for implementation of this programme. According to the available information, 570 towns throughout the country have been declared scavenger free. The State of Kerala, Karnataka, Gujarat and Tripura have been declared scavenger free. The scheme received great setback after the modification of its financial pattern and the transfer from the Ministry of Welfare to the Ministry of Urban Development. The bifurcation of the scheme into two parts, each part being handled by two different Ministries, has retarded the progress of this scheme. The Ministry of Urban Development is getting the scheme implemented through HUDCO and not directly as was being done when the scheme was with the Ministry of Home Affairs/Welfare. The implementation of the programme of Low Cost Sanitation for Liberation of Scavengers has so far been very slow as will be seen from the following.

**TABLE: 5.4 The implementation of the programme of Low Cost Sanitation for Liberation of Scavengers**

<table>
<thead>
<tr>
<th>Sl No</th>
<th>Year</th>
<th>No. of dry latrines converted</th>
<th>No. of new latrines constructed</th>
<th>No. of community latrines</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1992-1993</td>
<td>75,260</td>
<td>-----</td>
<td>-----</td>
</tr>
<tr>
<td>2</td>
<td>1993-1994</td>
<td>2,76,004</td>
<td>2,40,021</td>
<td>400</td>
</tr>
<tr>
<td>3</td>
<td>1994-1995</td>
<td>1,34,121</td>
<td>1,28,523</td>
<td>Nil</td>
</tr>
</tbody>
</table>

*Source: [http://www.ministry social welfare.com](http://www.ministry social welfare.com)*

An allocation of Rs. 27.80 crores was made for this scheme during 1995-96.

**c) REASONS OF SLOW PROGRESS:**

The cumulative figure of achievement since the scheme was transferred to the Ministry of Urban Development has been reported as 3, 90, 402. The main reasons for the slow progress of this scheme can be summed up as follows:

i. The scheme is not being implemented by the Ministry of Urban Development directly but through HUDCO. The procedure adopted
by HUDCO for sanctioning loans and subsidy is too cumbersome and it takes a very long time in releasing funds. The States are therefore, rather reluctant to approach HUDCO for such financial assistance.

ii. The allocations made for this scheme are too meager. There is a provision of Rs. 150 crores only for this scheme during the Eighth Five Year Plan.

iii. The funds are blocked at the State level and not released to the Municipalities/Local Bodies.

iv. The liberated scavengers could not be provided with any employment by the municipalities/local bodies.

v. In a number of States the scheme is being implemented departmentally or through contractors. The progress of work was satisfactory when it was entrusted to the reputed NGOs like Sulabh International etc.

This agency which is in this field since 1970 and has got a band of dedicated workers, engineers and other technicians to execute the work. They take guarantee to maintain household latrines for a period of five years and public latrines for 30 years. The work done by them has been appreciated not only by the Government of India or the State Government but also by the international agencies like UNDP, World Bank etc. It is advisable to release funds to the reputed NGOs directly by the HUDCO as is being done by CAPART.

There is need to evaluate the working of this scheme through an independent agency so that the loopholes and shortcomings which come to notice are removed and remedial action taken to make it more effective. The commitment made by the Government that all the dry latrines in the country would be converted into water-borne flush latrines by 1997 and the country would be scavenging free by the end of this century would not be fulfilled unless adequate financial support is provided. The work of the conversion of
dry latrines and rehabilitation of liberated scavengers should go side by side as originally envisaged under the scheme when it was started by the Ministry of Home Affairs in 1980-81.

d) MINISTRY OF ENVIRONMENT AND FORESTS:

Under Ganga Action Plan of the Ministry of Environment and Forest there is a component of low cost sanitation, for implementation in towns along the river Ganges in Uttar Pradesh, Bihar and West Bengal. The Ministry has released Central assistance to these States in respect of 36 towns for the conversion of more than 30,000 household latrines and about 15,000 community latrines within a radius of 1-2 kilometers along the river bank. This scheme has been taken up primarily from the point of view of cleaning river Ganges and not liberating scavengers. It has no rehabilitation scheme for liberated scavengers. This scheme has very limited scope.

e) MINISTRY OF RURAL AREAS AND EMPLOYMENT:

The problem of liberation of scavengers in the rural areas is not acute as the entire population is defeating in the fields and hardly 10 per cent of the rural population has access to sanitary facilities for the disposal of human waste. The Ministry of Rural Development has taken up low cost sanitation scheme for the construction of water pour latrines in the rural areas but the progress is extremely slow due to certain inherent defects in the scheme. The main strategies of the scheme are:

i. To provide subsidy to the poorer among the households below poverty line.

ii. To encourage other households to buy the facilities through markets, including sanitary mart.

iii. To launch intensive campaign in selected areas and to support such campaigns with infrastructural faculties to establish individual sanitary latrines wherever possible.

iv. To establish sanitary complexes exclusively of women wherever necessary.

v. To encourage locally suitable and acceptable models of latrines.
vi. To eradicate manual scavenging by converting all existing dry latrines in rural areas into low cost sanitary latrines.

f) CONSTRUCTION OF INDIVIDUAL HOUSEHOLD LATRINES:

Construction of individual household’s latrines by persons below poverty line is supported in cluster of 20 or more in a village. In exceptional cases like the dispersed tribal habitation villages, the cluster may be even 10 or more. The unit cost of construction is limited to Rs. 2500 of which 80 percent is paid as subsidy to the selected beneficiaries below the poverty line. In case the unit cost exceeds Rs. 2,500, the additional cost is borne by the beneficiaries or specific approval of the Government of India is obtained before execution. Out of the total annual funds, a minimum of 20 per cent is earmarked for paying subsidy to the individual households from SCs and STs below the poverty line where the percentage of SC/ST population to total population below poverty line is less than 20 per cent. Where the SC/ST population below poverty line, is more than 20 per cent of the total population below poverty line, earmarking should be enhanced at least to match the percentage of SC/ST population.

g) CONVERSION OF DRY LATRINES:

It has been decided to convert all the dry latrines (estimated to number around 24 lakhs) in the rural areas into pour-flush or other suitable type of latrines. The pattern of subsidy will be the same as in the Case of individual household latrines, limiting it to households below poverty line.

h) VILLAGE SANITATION COMPLEXES FOR WOMEN:

It has been decided by the Government to earmark Up to 10 percent of the annual funds for providing public latrines in the selected villages exclusively for women who will be constructed and maintained by the panchayats/charitable trust/NGOs.

i) RURAL SANITARY MARTS (RSMS):

United Nations International Children's Education Fund (UNICEF) has successfully demonstrated the validity of the concept of Sanitary Marts by implementing the scheme through voluntary organizations like Ramakrishna
Mission in Midnapur District, West Bengal; Rural Sanitary Marts (RSMs) are outlets dealing with materials required for construction of latrines and other sanitary facilities. Besides, it also keeps the designs of various low cost sanitary facilities showing estimated cost and the list of trained masons. Rural Sanitary Marts also serve as Service Centres; UNICEF provides assistance of Rs. 50,000 for each Mart with turnover of Rs. 2 lakhs per annum for a period of two years. One time assistance up to Rs. 12,000 is provided for publicity, etc, Where UNICEF assistance is not available for setting up RSMs. The State Governments have been empowered to set up RSMs with assistance from the Ministry of Rural Areas and Employment through reputed voluntary organizations/Pachayati Raj Institution in difficult areas where proper marketing facilities for sanitary components do not exist.

j) TOTAL SANITATION OF VILLAGE:

Other Sanitation facilities such as drains, Soak pits, solid and liquid waste disposals, etc. are generally taken up under Jawahar Rozgar Yojna or other programme for civic amenities in the Panchayat. Where this is not feasible due to other priorities and non-availability of adequate financial resources, the facilities are taken up under the Centrally Sponsored Rural Sanitation Programme (CRSP).

k) CAMPAIGN FOR CREATION OF FELT-NEED:

While government machinery for publicity is useful to some extent, a well orchestrated programme of publicity, health, education and creation of required facilities can make any change in the attitude of the people. Supports of the reputed local voluntary organizations, autonomous institutions, social, political and religious organization that carry conviction with the people are enlisted in creating the felt need. These organizations are selected on the basis of their reputation for good and adequate infrastructure already available with them.

State Governments are also assisted to develop model villages under Integrated Rural Sanitation Programme covering faculties like sanitary latrines, conversion of dry latrines, garbage pits, soakage pits, drains, pavement of
lanes, sanitary latrines in a anganwadies, schools, panchayat ghar, health centres, smokeless chullahs; cleanliness of ponds, tanks, clean surroundings around stand posts, hand pumps, sanitary wells and other drinking water sources with platform including washing and bathing platform, drains etc. So far the State Governments of Andhra Pradesh, Himachal Pradesh, Jammu & Kashmir and Madhya Pradesh have taken up model village schemes.

**Table 5.5 EXTENT OF SUBSIDY**

<table>
<thead>
<tr>
<th>Sl No</th>
<th>Item</th>
<th>Subsidy Central State</th>
<th>By Contribution by user/Panchayat</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Construction of sanitary latrines and Conversion of dry latrines for individual Households below poverty line.</td>
<td>40% 40% 20%</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Village Complex for women.</td>
<td>35% 35% 30%</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Drains and other sanitation facilities (as far as possible to be met out of JRY and other funds)</td>
<td>25% 25% 50%</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Awareness campaigns, Health education demand creation etc.</td>
<td>Up to 10 per cent of the annual allocation. -- Nil</td>
<td>----</td>
</tr>
<tr>
<td>5</td>
<td>Administrative Cost</td>
<td>Upto 3 per cent of the annual allocation -- Nil</td>
<td>----</td>
</tr>
</tbody>
</table>

*Source: [http://www.ministry social welfare.com](http://www.ministry social welfare.com)*

For Sanitary Mart, the assistance from the Central Government is limited to an interest free loan as revolving fund of Rs. 50,000 per mart for the purpose, which would be repayable at the end for three years.
I) CRITERIA FOR ALLOCATION OF CENTRAL ASSISTANCE TO STATES/UTS FOR IMPLEMENTATION OF CRSP AND ITS UTILIZATION BY STATES

   a. 50 per cent weightage being given to incidence of poverty in States/UTs
   b. 40 per cent weightage being given to rural population.
   c. 10 per cent weightage being given to recognized hill States and hilly areas on the basis of their population.

m) ALLOCATION OF FUNDS:

An outlay of Rs. 380 crores has been provided in the Central Sector and Rs. 294.23 crores in the State Sector MNP for this scheme during the Eighth Five Year Plan. The allocation made for 1994-95 was Rs. 60 crores in the Central Sector and Rs. 90.37 crores under State Sector (MNP).

Table 5.6 Achievements-No, of Sanitary Latrines

<table>
<thead>
<tr>
<th>Sl No</th>
<th>Year</th>
<th>CSRP</th>
<th>MNP</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1992-1993</td>
<td>48,528</td>
<td>2,79,545</td>
<td>3,28,073</td>
</tr>
<tr>
<td>2</td>
<td>1993-1994</td>
<td>1,48,878</td>
<td>1,82,995</td>
<td>3,31,873</td>
</tr>
<tr>
<td>3</td>
<td>1994-1995</td>
<td>-------</td>
<td>---------</td>
<td>3,39,000</td>
</tr>
</tbody>
</table>

*Source: http://www.ministry social welfare.com*

A total of 14, 73,800 sanitary units have so far been constructed under this scheme. An expenditure of Rs. 135.79 crores has been incurred during 1992-93 and 1993-94 and the likely expenditure during 1995-96 was Rs: 150.37 crores. The total rural population as estimated in 1991 census was 627.1 million. The households having sanitary facilities were about 10 per cent. This means that 112.9 million rural households are yet to be provided with basic facility of sanitation. Even at a modest cost of Rs. 2500 per unit, a gigantic investment of Rs. 28,225 crores will be required for this purpose. If a contribution of 20 percent of the cost by the beneficiary is assumed the
investment required on the part of the Government would be about Rs. 22,580 crores. Such a huge investment will be obviously beyond the means of the Centre and State Governments in the foreseeable future. In the Eighth Five Year Plan a partly sum of Rs. 674.23 crores (Rs. 380 crores in the Central Sector and Rs. 294.23 crores in the State Sector MNP) has been provided for this scheme. The problem of rural sanitation has further been aggravated due to rapid population growth.

Lack of proper sanitation in densely populated areas has become one of the most pressing problems; the lack of privacy in toilet facilities is in particular a serious problem for the women folk, old infirm and children in the rural areas. The women generally use secluded places either surrounded by trees or partly covered with crops or hidden by a raised grassy mound. The public defecation in the open is the source of inconvenience and hardship and cause of filth and disease in the rural areas. This results in the pollution of soil, water, and food which is detrimental to public health. In moist ground the larvae may be carried by the people and animals. Surface water run-off from places where people have defecated results in water pollution, In view of the health hazards created and the degradation of the environment, no open defecation should be allowed in the villages. No reliable data is available about the exact number of dry latrines in the rural areas. The Task Force on the Liberation of Scavengers constituted by the Planning Commission as referred to earlier had estimated the number of dry latrines in the rural areas around 2.48 million and the number of scavengers engaged in cleaning these dry latrines was about 67,200 (53,335 males and 13,865 females). We have to adopt a holistic approach (a) for conversion of dry latrines into water flush latrines. (b) For training and rehabilitation of liberated scavengers and their dependents, and (c) For prohibiting the children of scavengers from continuing this practice and sending them compulsorily to the schools with scholarships, board and lodging facilities or mid-day meal facilities.
n) MOVEMENT FOR ADEQUATE SANITATION:

Adequate sanitation is not only a pre-requisite of an acceptable standard of living for the people in the rural areas but also an effective measure to reduce health risks due to polluted environment and the transmission of excreta related diseases. There is no denying the fact that the age old habits and tradition of defecating in the open can be gradually changed and the attitude of the rural folk molded by launching a strong movement for social reform with the help of social workers and reputed Voluntary Organizations.

So far very little work has been done say hardly 12 per cent in this field. There is need to launch better and effective promotional and educational campaign both on social and health aspect.

o) PROGRAMMES OF RURAL SANITATION:

Besides the Central Rural Sanitation Programme which was started in 1986-87, there are a number of other programmes under which sanitary latrines are being constructed in the rural areas like Indira Awas Yojana, Employment Guarantee Programme for Rural Landless (RLEGp) and National Rural Employment Programme. There was thus, multiplicity of sanitation schemes in the rural areas. The design, cost, material, funding pattern etc. in respect of sanitary latrines under these programmes varied from scheme to scheme. There is lack of delivery system for design, material and masons etc. The involvement of beneficiaries, particularly women in these programmes was almost negligible. Since sanitation was given the lowest priority in these programmes, no tangible results could be achieved. Nearly 20-25 per cent of the rural populations are keen to install low cost pour flush latrines on their own provided the design, material and components are made available to them. It has been observed that there is a higher degree of acceptability with regard to proper sanitation facilities in areas where there is high literacy exposure to the urban way of life. It may, therefore, be easier to first cover these villages which are closer to towns where literacy rate is higher and there it may be extended gradually to other rural areas where there is demand.
p) MOTIVATION OF PEOPLE:

For the success of rural sanitation programme, people’s participation is essential and it is necessary to create public awareness and education of the masses in the beneficial use of night-soil linked bio-gas plants both from the sanitation point of view and also for generation of power. The social inhibitions should be removed. Beneficiaries should be motivated to take up the programme of their own. Voluntary Organizations can play a very important role in mobilizing public opinion towards this programme.

Motivation of people through meetings, mass media like radio and television etc. can also be done effectively. The experience of the past few years has amply demonstrated that unless the people-every single individual are totally involved in the planning and implementation of this programme, very little will be achieved. The involvement has to be committed and unwavering. A sense of personal responsibility has to prevail. There is now increased awareness of sanitation needs, constraints and possibilities. This has stimulated public and private initiatives in the rural areas to evolve and apply simple, inexpensive and socially acceptable technology and promote and support participation by community people especially women.

5.12 ROLE OF WORLD BANK:

UNDP, whose executing agency is the World Bank, started its activities in India in the field of low-cost sanitation in 1978. They were requested to assist in preparing master plan and preliminary engineering and feasibility reports on low-cost-water-seal latrines for Assam, Bihar, Gujarat, Maharashtra, Rajasthan, Tamil Nadu and Uttar Pradesh. For this purpose, 20 towns were selected in Uttar Pradesh and 50 towns each of the other six remaining States. The reports in respect of these States, completed in 1981, covered 110 towns and generated considerable interest in the Central and State Governments. The studies, related to the conversion, existing dry latrines into low cost water-seal latrines, provision of individual low-cost water-seal latrines in houses and provision of community toilets for those households for which individual latrines could not be constructed. Similar feasibility reports were also prepared
for Andhra Pradesh, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Orissa, Punjab, Tripura and West Bengal, Goa, Mizoram and Pondicherry. The studies done by UNDP helped the Government launch a centrally sponsored scavenging elimination programme with 50 per cent grant to convert all the dry latrines in 33 towns in 14 States. The low cost sanitation is also a component of the World Bank assisted Water Supply and Urban Development Projects in States like Kerala, Tamil Nadu, Uttar Pradesh, Gujarat and Madhya Pradesh. The scheme could not be taken up in all the States due to non-availability of funds.

5.13 MINISTRY OF SOCIAL WELFARE:

As per the decision of the Planning Commission taken in the meeting held on the 10th September, 1991 the Ministry of Welfare has to look after only the rehabilitation of scavengers. The Ministry of Welfare have, therefore, formulated a comprehensive scheme for the rehabilitation of scavengers and their dependents in a manner that within a period of five years, all the scavengers and their dependents are rehabilitated in alternative occupations.

i) NATIONAL SCHEME OF LIBERATION AND REHABILITATION OF SCAVENGERS AND THEIR DEPENDENTS

The National Scheme of Liberation of scavengers was launched by the Ministry of Welfare in March 1991 as a sequel to the Government's commitment to eliminate inhuman practice of manual handling of night-soil and filth by the end of the Eighth Plan period. It is noteworthy that the scavenging has been and continues to be a hereditary occupation as a result of which by and large the children of scavengers in due course also become scavengers. Similarly, women of the families of scavengers are also entirely engaged in scavenging. The Task Force constituted by Planning Commission in July 1989 in its report submitted on 21st March, 1991 had estimated the number of scavengers for the year 1989 as 4,00,999 out of which 3,33,779 were estimated to be in urban areas, and 67,220 in rural areas. In the urban areas, 2, 06,612 were estimated to be males and 1, 27,167 females. This shows that about 83 per cent scavengers are in urban areas and 17 per cent in the rural
areas. It also shows that 35 per cent are women. The estimated number of scavengers as given above is in respect of Scheduled Castes only. Taking into account the number of non-Scheduled Caste scavengers and also the growth in the number of scavengers since 1989, the number of scavengers may be roughly about 8 Lakhs.

**ii) MAIN COMPONENT OF THE SCHEME:**

The National Scheme of Liberation and Rehabilitation of Scavengers have the following components:

i. *Time bound programme for identification of scavengers and their dependents and their aptitude for alternative trade through a survey.*

ii. *Training in identified trades for scavengers and their dependents at the nearest local training institutes/centres of various departments of State Governments, Central Government and other semi Government and non-Government organizations.*

iii. *Rehabilitation of scavengers in various trades and occupations by providing subsidy, margin money loan and bank loan.*

The responsibility of rehabilitation of municipal scavengers in the service of local bodies would be that of local bodies themselves. The National Scheme of Liberation and Rehabilitation of Scavengers will provide rehabilitative training to private scavengers and their dependents including dependents of scavengers employed by local bodies. The scheme provides for training of scavengers and their dependents in suitably identified trades keeping in view their aptitude and local requirement and environment. The scheme also provides for incentive in terms of subsidy, margin money loan so that the Scavengers and their dependents can take up alternative and dignified occupations.

**iii) STIPULATION:**

i. Scavenger is one who partially or wholly engaged in the obnoxious and inhuman occupation of manually removing night-soil and filth. The dependent of scavenger is one who is a
member of his family or is dependent on him irrespective of the fact whether he is partially or wholly engaged in the said occupation.

ii. The scheme would cover primarily all scavengers belonging to Scheduled Caste community. Scavengers belonging to other communities would also be covered.

iii. It would cover scavenger in urban areas, semi-urban areas and rural areas.

iv. There is no age limit for the purpose of rehabilitation of the scavengers. However, for the purpose of training in various trades, the age limit is 15-50 years.

v. The duration of the training or identified scavengers and their dependents in identified suitable trades may range from one month to six months.

vi. Training programmes would be implemented by the training institutes set up by the Government of India. State Government/UT Andaman, and the entire cost of the training scheme will be borne by the Central Government.

vii. The State Government would use the training centre infrastructure/facilities created from training in various trades by different departments of the State Governments and the Central Government and can also use the training centres/infrastructure/facilities set up by non-Governmental organizations.

viii. The average expenditure per trainee per month would be Rs. 500 including the stipend for the trainee which may not exceed Rs. 150 per month. This may cover the cost for providing materials, trainees fees, miscellaneous office expenses per course, stipend, trainer's honorarium, etc. The training may be provided at the nearest local training institutions so that boarding and lodging
facilities are not required. The training expenditure of Rs. 500 per trainee per month would be provided to the State Scheduled Castes Finance and Development Corporations (SCDCs) for providing it to training institutions through the National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC) for conducting the training. Wherever such State Corporations do not exist, it would be provided to the State level/UT level Department in charge of Scheduled Castes welfare.

iv) SURVEY AND IDENTIFICATION OF SCAVENGERS AND THEIR DEPENDENTS

A rapid survey to identify each individual scavenger and his dependents will be undertaken and also their aptitude for specific alternative trade/occupation/job. The District Officer/District Magistrate/District Collector would be responsible for carrying out the above survey. For the urban local bodies, the survey may be carried out through the officers and employees of the urban local bodies, District Social and Welfare Officers, District Urban Development Agencies and District level SCs and STs Development Corporation etc. In respect of rural areas, the survey may be carried out through the officers and employees of the Revenue Department and Rural development Department etc. The district level office of the Scheduled Castes and Scheduled Tribe corporations would be the nodal/coordinating agency for carrying out identification through suggested survey. The expenditure on the scheme for a survey for identification of scavengers may be met if necessary, by the State Governments from the Special Central Assistance (SCA) provided to them by the Central Government for Special Component Plan (SCP). The survey was to be completed by the 31st July, 1992.

v) UTILIZATION OF EXISTING TRAINING SCHEMES:

There are several training schemes of the Central Government which are being implemented through the State Governments. Such schemes are either exclusively for Scheduled Castes or they earmark a definite proportion for their...
coverage. These schemes include Nehru Rozgar Yojna by the Ministry of Urban Development, training schemes taken up by the Khadi and Village Industries Commission (KVIC), Small Industries Development Corporation, Craft training Schemes (ITIs) of the Ministry of Labour, Community Polytechnics by the Department of Education (Ministry of Human Resource Development) and TRYSEM by the Department of Rural Development. The National Scheme of Liberation and Rehabilitation of Scavengers will have to take full advantage of the existing training schemes of the Central and State Governments.

However, they are required to design special training schemes for scavengers so that they are suitably tailored to meet the requirements of these people. The focus will have to be on creating/upgrading skill for self-employment. It is not necessary to prescribe any minimum qualification for providing training to the scavengers.

**vi) REHABILITATION PROGRAMME:**

This scheme has the following components:

i. Time-bound programme for identification of scavengers and their dependents and their aptitude for alternative trade through a survey.

ii. Immediate need for identification of trades and preparation of shelf of projects.

iii. Training with stipend in identified trades for identified scavengers and their dependents at identified training centres of various departments of the State Government, Central Government and other semi-Government and non-Govern-mental organizations.

iv. Phasing of coverage under the scheme.

v. Funding pattern including provision of subsidy, margin money Joan and bank loan.

vi. Monitoring and evaluation.
vii. Effective coordination with such departments and other organizations at District, State and National level which are already implementing such poverty alleviation programmes and training programmes and other programmes which aim at providing viable self-employment.

viii. Drawing up special training programmes for scavengers as may be necessary by different training institutes.

vii) FINANCIAL ASSISTANCE FOR SELF EMPLOYMENT:

This scheme provides for funding of projects costing up to Rs. 50,000 per beneficiary and also for margin money to the extent of 15 per cent of the project cost at 4 per cent rate of interest. The project costing above Rs. 50,000 would need prior approval of the Ministry of Welfare.

For a project costing Rs. 50,000 the break-up would be Rs. 10,000 subsidy, Rs. 7,500 margin money loan from the State Scheduled Castes Development Corporation and Rs. 32,500 loan from the banks. Under the scheme, subsidy would be 50 per cent of the project cost up to Rs. 15,000 and 50 per cent subsidy in projects costing from Rs. 15,001 to Rs. 50,000 with maximum ceiling of Rs. 10,000. Thus for financial assistance the maximum project cost would be Rs. 50,000 with 50 per cent subsidy with a maximum ceiling of Rs. 10,000 and 15 per cent as margin money. The State Scheduled Castes Corporations would stand surety to the bank loan and the assets to be created would be mortgaged to the Corporations. Presuming that the average cost per rehabilitation project for one scavenger dependent would be Rs. 20,000 the total requirement of funds for 4 lakh scavengers and their dependents would be Rs. 800 crores.
Keeping in view the subsidy and margin money loan pattern stated above, the break-up of funds required would be as follows:

<table>
<thead>
<tr>
<th></th>
<th>Subsidy</th>
<th>Rs.400 crores</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Margin money loan from the share capital of SCs Dev. Corporations. Central Share -Rs. 58.80 crores. State Share -Rs. 61.20 crores.</td>
<td>Rs. 120 crores</td>
</tr>
<tr>
<td>B</td>
<td>Bank loans</td>
<td>Rs. 280 crores</td>
</tr>
<tr>
<td>C</td>
<td>Total</td>
<td>Rs. 800 crores</td>
</tr>
</tbody>
</table>

Source: http://www.ministry social welfare.com

The total Central share in the cost of rehabilitation including the cost of training is estimated to be Rs. 563.795 crores or say Rs. 564 crores and the corresponding State share towards margin money loan is estimated to be Rs.61 crores. The expenditure on training and subsidy is borne fully by the Government of India on 100 per cent basis. The expenditure on margin money loan will be shared between the Central and the State Governments in the ratio of 49:51 as prescribed under the Centrally Sponsored Scheme of Share capital contribution to the State Scheduled Castes Development Corporations.

viii) IMPLEMENTING AGENCIES:

SCPCs were designated as nodal agency for the implementation of the scheme at the grass-root level. The National Scheduled Castes and Scheduled Tribes Finance Development Corporation (NSFDC) have been given the responsibility of day-to-day implementation and monitoring of the scheme as well as the task of coordination and collaboration with the SCDCs in implementing the scheme. The District Collectors/Deputy Commissioners were made responsible for overall implementation of the scheme.

ix) PATTERN OF ASSISTANCE FOR REHABILITATION AND TRAINING:

The rehabilitation of scavengers in alternative trades/occupations and employment is achieved by providing a package of financial assistance up to Rs. 50,000 per beneficiary which includes a maximum subsidy of Rs. 10,000 or 50 per cent of the total unit cost, margin money loan at concessional 4 per cent
rate of interest constituting 15 per cent of the project cost and balance as loan from the commercial banks. The Central Government reimburses training cost @ Rs. 500 per trainee per month which also includes Rs. 150 per trainee per month as stipend. The amount of stipend is too inadequate since persons engaged in scavenging earn more than Rs. 750 per month. There is need to raise the amount of stipend at least up to Rs. 750. The duration of training which has been fixed at maximum of 6 months is also too short for courses of technical nature and should be raised to at least one year for technical courses where training is imparted by I.t.d’s and Polytechnics. The need for flexibility in designing training courses has also to be examined.

x) IDENTIFICATION OF SCAVENGERS THROUGH SURVEY:

The survey of scavengers which was to be completed by June 1992 is still not complete in the States of Bihar, Orissa, west Bengal and Gujarat. The survey has so far identified 7, 36, 114 persons. The surveys conducted also suffer from deficiencies and there have been complaints that many localities families have been left out.

xi) PROGRESS:

The scheme has been in operation for the last five years but the progress achieved during this period extremely dismal barring a few exceptions as is evident from the following table:

<table>
<thead>
<tr>
<th>Year</th>
<th>Central Assistance released (Rs. In crores)</th>
<th>Number of Scavengers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Trained</td>
</tr>
<tr>
<td>1991-92</td>
<td>50.50</td>
<td>16,288</td>
</tr>
<tr>
<td>1992-93</td>
<td>60.73</td>
<td>13,266</td>
</tr>
<tr>
<td>1993-94</td>
<td>70.97</td>
<td>24,568*</td>
</tr>
<tr>
<td>1994-95</td>
<td>73.00</td>
<td>50,000*</td>
</tr>
<tr>
<td>1995-96</td>
<td>90.00</td>
<td>1,04,122</td>
</tr>
<tr>
<td>Total</td>
<td>345.20</td>
<td></td>
</tr>
</tbody>
</table>

Source: http://www.ministry.social.welfare.com
xii) CENTRAL ASSISTANCE BLOCKED AT STATE LEVEL AND NOT RELEASED TO SCDCS

it is rather surprising that though the Central Government had released a huge amount of Rs. 345.20 crores to the State Governments for the rehabilitation of scavengers and their dependents from 1991-92 to 1995-96, an amount of Rs. 88.86 crores only could be released by the State Governments to the SCDCs which are actually implementing the scheme and the remaining amount is blocked at the State level and thereby earning interest on it.

xiii) POOR PROGRESS:
In so far as the achievement of physical targets in concerned, it is far from satisfactory. As against the total number of 4 lakhs of scavengers, 1, 50,000 have been rehabilitated during the last five years which constitutes only 37.5 per cent of the total number of scavengers.

xiv) CENTRAL MONITORING COMMITTEE:

The ministry of Welfare has constituted a Central Monitoring Committee under the chairmanship of Welfare Minister to coordinate, review and monitor the implementation of the programmes under the scheme of 'Liberation and Rehabilitation of Scavengers and their dependents'. Though the committee was constituted in January, 1993, it has met only once. It is envisaged in the scheme that there would be a State-level Monitoring Committee under the chairmanship of the Chief Secretary with representatives from the Departments of Urban Development, local Bodies, Industries/Small Scale Industries, Rural Development, Labour, Education, Technical Education, Institutional Finance, Planning, Finance and two representatives each from scavengers community and lead banks which is required to meet once in three months. There will be a similar committee at the District level under the District Magistrate/Deputy Commissioner and also at the Local body level. Some of the State Governments have constituted the committees at the State and District level but a large number of them have not set up such committees. The committees which have so far been set up are on paper only excepting two or three State Governments.
5.13 NATIONAL COMMISSION FOR SAFAI KARMACHARIS:

The Government of India constituted a National Commission for Safai Karmacharis under the National Commission for Safai Karmacharis Act, 1993 in August 1994 under the chairmanship of Shri Mangi Lal Arya with six other members including a Vice-chairman Shri I.P.D Salappa. The tenure of the Commission is up to 31st March, 1997. The main function of the Commission is to recommend to the Central Government specific programmes of action towards elimination of inequalities in status, facilities and opportunities for Safai Karmacharis under a time-bound action plan; study and evaluate the implementation of the programmes and schemes relating to social and economic rehabilitation of Safai Karmacharis and make recommendations to the Central Government and State Governments for better coordination and implementation of such programmes and schemes; investigate specific grievances and take *suo moto* notice of matters relating to non-implementation of:

i. Programmes or schemes in respect of any group of Safai Karmacharis;

ii. Decisions, guidelines or instructions, aimed at mitigating the hardships of Safai Karmacharis

iii. Measures for the social and economic upliftment of Safai Karmacharis, and take up such matters with the concerned authorities or with the Central or State Governments and make periodical reports to the Central and State Governments on any matter concerning Safai Karmacharis, taking into account any difficulties or disabilities being encountered by them.

a) N.C.S.K. NOT EMPOWERED TO STUDY AND EVALUATE LOW COST SANITATION SCHEMES

The Commission has not been given powers to study and evaluate the implementation of the programme of Low Cost Sanitation and Liberation of Scavengers handled by the Ministry of Urban Development and HUDCO. Unless the Commission is given necessary power to study and monitor all the
schemes with which the Safai Karamcharis are directly or indirectly related, the problems of these people cannot be solved in right earnest and there will not be full justification in the setting up of such a Commission.

5.14 DIRECTOR OF MUNICIPAL ADMINISTRATION GOVERNMENT OF KARNATAKA

1) STATUS OF MANUAL SCAVENGING:

The Government of India has enacted "The employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act 1993" for abolition of Manual Scavenging. Karnataka has adopted this Act in 1997 and Rules have been farmed in 1997 to enforce it.

Karnataka has conducted 1st survey during 1991-92 and has identified 14555 persons inclusive of Scavengers/Safai karmacharis and all of them reported to be rehabilitated by Dr.Ambedkar Development Corporation. Govt. of India directed the State Government to conduct resurvey during the year 2002-03 to identify the Scavengers, Safai karmacharis and their dependents. The result of the survey are summarized below (excluding Corporations)

<table>
<thead>
<tr>
<th>Type</th>
<th>No. of families</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scavengers</td>
<td>5188</td>
<td>13287</td>
<td>12717</td>
</tr>
<tr>
<td>Safai Karmacharies</td>
<td>13742</td>
<td>34512</td>
<td>33403</td>
</tr>
</tbody>
</table>

*Source: www.municipaladministration.com*

Including all the City Corporations the number of families covered –

<table>
<thead>
<tr>
<th>Type</th>
<th>No. of families</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scavengers</td>
<td>8018</td>
</tr>
<tr>
<td>Safai Karmacharies</td>
<td>21680</td>
</tr>
<tr>
<td>Total</td>
<td>29698</td>
</tr>
</tbody>
</table>

*Source: www.municipaladministration.com*
To put an end to the dehumanizing practice of manual scavenging of human excreta in the country and to provide alternative dignity and viable trade/occupation to each Scavengers and their dependents, the National Human Rights Commission has been vigorously monitoring the effective enforcement of the Act and based on the directive of the Hon'ble Supreme Court, all State Governments have been given deadline eliminate this practice before December 2007.

The survey was conducted based on the definitions of the Act of "Employment of Manual Scavenging and Construction of dry latrines (Prohibition Act, 1993)". The important definitions are: - Scavenger: "A scavenger is one who is partially or wholly engaged in the obnoxious and 'inhuman occupation of manually removing night soil and filth" (as per NSLRS). 

"All Scavengers are Safaikarmacharis but all Safaikarmacharis are not Scavengers"

2) DRY LATRINE: A latrine other than a water seal latrine. Water seal latrines mean "a pour-flush latrine, water flush latrine or sanitary latrine with minimum water seal of 20 millimeters diameter in which human excreta is pushed in or flushed by water. In this regard, Karnataka has conducted resurvey through 3rd party agency viz., M/s. Datamation Research Analyst to identify Manual Scavengers/dry latrines. The Survey reveals the prevalence of Manual Scavenging in 22 districts Bangalore(Urban), Bangalore (Rural), Ramanagara, Bagalkote, Bidar, Belgaum, Bellary, Chamarajanagar, Chitradurga, Davanagere, Gadag, Gulbarga, Hassan, Haveri, Koppal, Kolar, Chickaballapura, Mandya, Raichur, Shimoga, Tumkur and Uttara kannada.

 ✓ No. of Individual Dry Latrines 430
 ✓ No. of Scavengers associated 403
 ✓ No. of Community Dry Latrines 231
There is zero prevalence of Manual Scavenging in 7 districts (Udupi, Kodagu, Chickamagalur, Dharwad, Mysore, Bijapura and Dakshina Kannada).

All the Deputy Commissioners of the Districts have been advised to take up following actions:

i. **Demolition of Dry Latrines**

ii. **Conversion of dry latrines into water flush latrines**

iii. **Prosecution of people maintaining dry latrines**

iv. **To send list of identified Scavengers for Rehabilitation to Dr.Ambedkar Development Corporation**

v. **To undertake IEC to create awareness among the people about the provision of the Act.**

Regarding demolition of dry latrines, all the DCs have reported that all the Dry Latrines identified have been demolished and action has been taken to construct Community Toilets wherever found necessary.


- No. of individual dry latrines identified 430
- No. of individual dry latrines demolished 364
- No. of individual toilets constructed 312
- No. of Community dry latrines identified 231
- No. of Community dry latrines demolished 217
- No. of Community toilets constructed 209
- No. of manual scavengers identified & list 296-

-Sent to Dr. B.R Ambedkar Dev. Corpn. For rehabilitation.

Incentive for construction of individual toilets in lieu of dry latrines. Financial help of Rs.10, 000/- for SC/ST beneficiaries and Rs.5, 000/- for others for individual toilets on 2\textsuperscript{nd} October 2008, State will be declared as 'Scavenger Free State'
3) INTEGRATED LOW COST SANITATION SCHEME:
- Construct new low cost latrines where EWS household have no latrines
  Scheme is on 'All Town' coverage Basis
- Central Subsidy 75%, State Subsidy 15% and Beneficiary contribution 10
- Cost for one complete unit is Rs.10, 000/-

Source: www.municipal administration.com

5.15 BRUHATH BANGALORE MAHANAGARA PALIKE (BBMP’S) WELFARE PROGRAMMES FOR PERMANENT POURAKARMIKA, PERMANENT MALI, PERMANENT GANG MEN’S, SAFAIKARMACHARIS, AND TEMPORARY POURAKARMIKAS AND THEIR CHILDREN.

1. Financial Support to Pourakarmikas and Low income earning group “D” Employees for higher Education.
2. Financial Assistance to children of Pourakarmikas Gang men and Malies of BBMP.
3. Economic Support to Dr.B.R.Ambedkar Development Corporation for Micro credit scheme.
4. Insurance to Safaikarmacharis/cobblers/slum/dwellers.
5. Welfare Programmes to Pourakarmikas Gang men and Malies for their colony development.
6. Health Kits to Pourakarmika Women for Health & Cleanliness.

i) GUIDELINES PROGRAMMES OF BBMP OF SHISHUVIHBAR, PRIMARY, HIGH SCHOOL AND COLLEGES.

A). MOTO OF PROGRAMME:
In BBMP 78 shishuvihar, 12 primary schools, 33 high schools, 13 pre university colleges are established. Those have been studying from SC/ST, Backward class, minorities, and general merit and also permanent pourakarmikas children, socially, economically poor. For this purpose to
develop BBMP have planned to encourage the students and give facilities to them.

**B). EXPLANATION OF PROGRAMMES:**

In BBMP limit shishuvihar, primary, high school and colleges those who are studying getting free educational facilities. And also entrance fees, tutorial fees and examination fees are repayment. And also free text books notebooks uniforms school bags, shoes and socks, as well as afternoon meals providing. For sports materials and also playing materials is providing. For all these facilities going to help to back ward urban poor families and their children’s to get higher education.

**ii) SHISHUVIHAR:**

East, West and South Zonal BBMP shishuvihar as providing below facilities to those who are studying children

1. Uniforms has been providing
2. shoe and socks
3. afternoon meals facilities
4. sports equipments
5. Those who are working permanent Pourakarmika, permanent Mali, permanent Gang men’s children getting 750 Rs. Scholarship per annum.
6. Since 2009-10 in BBMP Back ward, minorities, and general merit Permanent Pourakarmika, permanent Mali, permanent Gang men’s and also Group ‘D’ children’s studying in Government, Aided and private schools those students have been getting 750 Rs scholarships per annum.

**iii) PRIMARY SCHOOL:**

East, West and South Zonal BBMP’s Primary school as providing below facilities to those who are studying children Uniforms has been providing

1. shoe and socks
2. afternoon meals facilities
3. sports equipments
4. Those who are working permanent Pourakarmika, permanent Mali, permanent Gang men’s children getting 750 Rs. Scholarship per annum.
5. Since 2009-10 in BBMP Back ward, minorities, and general merit Permanent Pourakarmika, permanent Mali, permanent Gang men’s and also Group ‘D’ children’s studying in Government, Aided and private schools those students have been getting 750 Rs scholarships per annum.

iv) HIGH SCHOOL:
East, West and South Zonal BBMP’s High school as providing below facilities to those who are studying children
1. Uniforms has been providing
2. shoe and socks
3. afternoon meals facilities
4. sports equipments
5. Those who are working permanent Pourakarmika, permanent Mali, permanent Gang men’s children getting 1000 Rs. Scholarship per annum.
6. Since 2009-10 in BBMP Back ward, minorities, and general merit Permanent Pourakarmika, permanent Mali, permanent Gang men’s and also Group ‘D’ children’s studying in Government, Aided and private schools those students have been getting 1000 Rs scholarships per annum.

v) PRE-UNIVERSITY COLLEGE:
East, West and South Zonal BBMP shishuvihar as providing below facilities to those who are studying children
1. Uniforms has been providing
2. shoe and socks
3. afternoon meals facilities
4. sports equipments
5. Those who are working permanent Pourakarmika, permanent Mali, permanent Gang men’s children getting 1250 Rs Scholarship per annum.


1. L.K.G to 7th those who are studying Pourakarmika/Gang men/Mali’s Total 136 children are got 750/- Rs scholarships per annum.

2. Those who have been studying 8th up to 10th Pourakarmika/Gang men/Mali’s Total-106 children students are received 1000/- Rs Scholarship per annum.

3. Those who are studying P.U.C/ Under Graduate (Degree) Pourakarmika/Gang men/Mali’s Total-107 children students are received 1250/- Rs Scholarship per annum.

vi) ENCOURAGEMENT FUND TO POURAKARMIKA, GANG MEN AND GROUP ‘D’

In respect to above pourakarmika, Gang men and Group ‘D’ those who have earning annual income 1 lakh, student’s wants to study professional courses and higher education BBMP are providing Encouragement fund. In this plan children of Group ‘D’ those who have studying P.U.C and after that Bio-Technology, M.B.B.S/B.D.S, B.E, and B.Sc agricultural science and other graduational courses BBMP planning committee they have decided to give Encouragement fund in the letter no of 83/2007-08 Dated 7-7-2007.

And above mentioned subjects along with ITI course, Nursing, Physiotherapy, Pathology laboratory assistant, X-Ray Technician, ophthalmologist technician course has planning to implement. In 2007-08 as for the 5th pay commission and government order employees basic pay Rs 2500
to 4800, 2600 to 5200, and 2775 to 5500. Before 5\textsuperscript{th} pay commissions those who are having annual income of 1 lakh to utilizing it for their children now it has been increased to 1.5 lakhs per annum. The following courses can be considered for Financial Assistance to Bruhath Bangalore Mahanagara Palike, Pourakarmika, Gang men and Group ‘D’ Employee children’s under this scheme:

1. Automation Robotic including artificial, intelligence, Mechatronics and Manufacturing Technology.
2. Laser technology.
3. Paper technology.
5. Information Technology including Computer engineering, Software, Software Quality Assurance, Networking/Connectivity Engineering, communication system under Hazardous or Post – disaster conditions, Multi-Media Communication.
7. Optometry.
8. Art Restoration Technology.
9. Ceramic & Glass Technology.
11. Industrial Safety.
15. Graphic Engineering.
17. Satellite/remote sensing.
18. Printing Technology.
19. Diploma Courses.
20. B.E. Courses.
22. Packing Eng/Technology.
23. Nuclear Engineering.
24. L.L.B
25. B.sc Agriculture.
26. Other Professional Courses purely of technical in nature.


vii) WELFARE PROGRAMMES TO POURAKARMIKAS, GANG MEN AND MALIS FOR THEIR COLONY DEVELOPMENT

A. MOTO OF PROGRAMME:

In BBMP permanent as well as contract basis Pourakarmikas, Gang men and Malis Community and their colonies to develop government have been implemented some basic infrastructure to them.

B. EXPLANATION PROGRAMMES:

Free sites and houses to pourakarmikas, Gang men and Malis from the BBMP side. Free buses pass facilities to permanent as well as contract basis employees. Repair and maintenance of Dr.B.R.Ambedkar Bhavan and Samudhaya Bhavan. Implementation of multi gym facilities to the Pourakarmikas, Gang men and Malis. Reserved Fund – 177.88 Lakhs, Physical Goal – 127, Total Expenditure – 0.00, No of Beneficiaries – 00, Balance amount – 177.88 Lakhs.

viii) GUIDELINES TO SAFAI KARMACHARIS, RESIDENCE OF SLUM AND OTHERS LIFE INSURANCE SCHEME

A. OBJECTIVE:

Bangalore city poor people like Safai Karmacharis, residence of slum and daily wage laborers, small traders; to lead their life is very difficult. If they got accident and sick or died occurs those families member and
dependents should not face any problem so in respect to that they have made life insurance schemes or facilities their families.

B. BBMP have planning to establish private life insurance corporation programmes to their members and jointly premiums are paying to life insurance. Reserved Fund - 72.71 Lakhs, Physical Goal – 2428, Total Expenditure – 0.00, No of Beneficiaries – 00, Balance amount – 72.71 Lakhs.

ix) COMPENSATION FOR GANG MEN AND GROUP “D” CHILDREN FROM BBMP:

In respect to compensation to BBMP employee’s children in 2007 – 2008 budget to improvements in education, below 1 Lakh annual income those who getting employee’s those children who studying in Technical and Job oriented subjects those children getting compensation No.83/07-08 date 7-7-2007 the committee will take decision regarding that. As per 5th pay commission and Govt order the basic pay 2500-4800, 2600-5200 and 2775-5500 has been revised if also increased pay of Group ‘D’s, regarding this pay limit has been fixed to 1 lakh to 1.5 lakhs. In 2007-08 budget 18% has been fixed for 100.00 lakh for employee’s children for this plan 20 lakh is been distributed and remaining 80 lakh for Sc/St employee children can utilizing it.

x) HEALTH KITS TO POURAKARMIKA WOMEN FOR HEALTH & CLEANLINESS, ECONOMIC

1. MOTO OF PROGRAMME:

In BBMP those who are working as permanent women Pourakarmika/Temporary Pourakarmika/Contract Basis Pourakarmika for their health and cleanliness purpose Health Department has been decide to issue health Kits.

2. EXPLANATION OF PROGRAMME:

For women employees/worker along with pay Sanitary Napkins health kits from Health Department has been distributing and to purchase of health kits amount has been realizing from welfare branch.
CONCLUSION:

As a result, major committees suggested increasing income, housing rather than complete elimination of manual scavenging even after water flush toilet system introduced. Only I.P.D. Salappa committee suggested the appointment of other castes for scavenging municipalities of Karnataka but this is not implemented even today. A number of commissions and committees were set up to study the living and working conditions of the sweepers & scavengers both at the centre and in different states. But they all ruined up in the worthlessness recommendations. According to many numbers of commissions the main problem was the “head loads”, the buckets or baskets used to carry night soil on head. The reform suggested was to replace the buckets with wheel-borrows. The recommendation made regularly referred to the local bodies who could not execute them for want of funds. The government for political reason, chose not to interfere in these matters, with the result that the cities towns continues to be the most backward and abhorrent sections of society.