

REPORT
OF
THE TASK FORCE
For
Tackling the Problems of Scavengers
And
Suggesting Measures to Abolish
Scavenging with Particular Emphasis
On
Their Rehabilitation



GOVERNMENT OF INDIA
PLANNING COMMISSION

1990-91

CONTENTS

	<i>Page</i>
Foreword	iii
Preface	v
I. INTRODUCTION	1
II. CONSTITUTION OF TASK FORCE	4
III. REVIEW OF THE PROGRAMME	5
IV. PROBLEMS OF SCAVENGERS, THEIR LIBERATION AND REHABILITATION.	10
V. ASSESSMENT	23
SUMMARY OF MAIN RECOMMENDATIONS	25
APPENDICES	33—67

FOREWORD

We have in our country, a unique kind of workers known as scavengers. After 44 years of Independence, about four lakh scavenger families live a socially degrading life. Even though Mahatma Gandhi endeavoured his best to awaken the social conscience of the people for ameliorating the working and living conditions of this section of society and to restore to them the minimum human dignity not much can be said to have been achieved. It is indeed a matter of concern that the practice of manual handling of night-soil still exists in large parts of the country despite continued efforts and best of intentions to eliminate the practice.

While efforts to eliminate the practice of carrying night-soil as head-loads and to improve the working conditions of scavengers must continue as an interim measure, the ultimate solution of the problem lies in the introduction of flush latrines, whether connected to a sewer system or to a septic tank or a leach-pit. We have to opt for cheap types of water-flush latrines within the means of an average householder. A number of experiments have been made on cheap latrines and these can profitably be introduced, depending upon the local conditions.

In July 1989, the Planning Commission constituted a Task Force for suggesting measures to abolish scavenging with particular emphasis on rehabilitation of scavengers. The Task Force has done useful work in suggesting practical measures for abolition of scavenging and rehabilitation of scavengers. It has, *inter alia*, recommended (i) a time-bound programme to convert all dry-latrines in the country; (ii) that the practice of carrying of night-soil as head-load and its manual handling be banned by law; (iii) that legislation on the subject to contain a provision to prevent construction of new dry-latrines in the existing or future buildings; (iv) that alternative jobs for scavengers be found within

the local bodies failing which adequate training be imparted in new skills and assistance be given to launch self-employment ventures; and (v) incentives be provided to children and dependents of scavengers for education and training. To these, I would like to add withdrawal of scavenging services on expiry of a pre-notified period and penalty for new dry-latrines in urban areas.

The programme of low-cost sanitation and liberation of scavengers is a national programme of utmost importance. The Planning Commission has identified the liberation of scavengers as one of the thrust areas of the Eighth Five Year Plan to achieve the objective of elimination of scavenging before 1994.

I earnestly urge all concerned authorities in the Central and State Governments to take appropriate measures, suiting the requirements of each area to translate into action the suggestions made in Task Force Report to ensure that the practice of manual handling of human waste is abolished within the next four years.



(MOHAN DHARIA)

Deputy Chairman
Planning Commission

New Delhi
14th March, 1991

PREFACE

We are submitting this Report containing suggestions and recommendations for launching a time-bound comprehensive programme for abolition of the practice of scavenging involving *inter alia* a ban on new dry-latrines in urban areas, conversion of dry-latrines and rehabilitation of those engaged in the profession. It will be gratifying if our Report leads to bringing about an end to the age-old practice of scavenging and redeeming the people engaged in the so called 'unclean' occupation so that they could lead a dignified and honourable life free of social stigma.

2. The views expressed in the Report are of the Task Force. It is hoped that the Planning Commission, the Ministries of Welfare and Urban Development, State Governments and other concerned agencies, would all accord due consideration to the recommendations made.

3. We cannot resist quoting from TOWARDS SOCIAL TRANSFORMATION — APPROACH TO THE EIGHTH FIVE YEAR PLAN 1990-95 that "scavenging has to be put an end to". This categorical statement is prefaced with the observation that a sizeable section of the scheduled castes has been traditionally engaged in keeping the environment of towns and cities clean or in transporting dead animals and human waste. The approach suggests that a strategy for the development of scheduled castes should lead to a programme that effectively liberates them from such disabilities. And no one suffers from social disabilities as do the scavengers.

4. Four important recommendations that our Task Force are making will contribute towards liberating them. These are: (i) a time-bound programme may be launched to convert all dry-latrines in the country by the end of Eighth Plan; (ii) elimination of scavenging to be achieved during

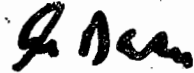
the Eighth Plan with an annual outlay of Rs. 110 crs. by the Govt. of India; (iii) the practice of carrying of night-soil as head-load and its manual handling to be banned by law; and (iv) legislation so enacted should prevent construction of new dry-latrines in the existing or future buildings. This is one area where tangible results can be achieved provided the programme is sincerely implemented. It is certainly possible to free the country of scavenging before the end of the century.

5. The Task Force have had the unique privilege of having three Chairpersons from its inception to its final Report stage. My predecessor Dr. (Mrs.) I.K. Barthakur, Principal Adviser, Planning Commission, Dr. S.K. Mahapatra, presently Addl. Secretary, Deptt. of Culture, Govt. of India deserve our gratitude for their worthy contribution in the making of this Report.

6. We are grateful to Shri Mohan Dharia, Deputy Chairman, Planning Commission for the inspiring Foreword, an eloquent testimony of his abiding interest in seeking solutions to human problems.

7. I am deeply indebted to the experienced and knowledgeable members of the Task Force for their advice, assistance and cooperation. The Task Force would like to record their appreciation of the help rendered by the Special Invitees, namely, Prof. Bakshi D. Sinha of Council for Social Development, New Delhi, Shri A.K. Roy of Sulabh International, Patna and Shri B.N. Srivastava, Director, Min. of Welfare. We also acknowledge the efforts put in by Shri R.N. Mondal, Joint Director, Central Statistical Organisation and Chairman of the Sub-Committee that worked out the detailed Statewise estimates of the number of dry-latrines and scavengers engaged in servicing them. The Task Force

also acknowledges the help of Dr. P.S.K. Menon, Member-Secretary of Task Force and Shri P.K. Mohanty, Senior Research Officer of the Backward Classes Division of the Planning Commission for their wholehearted cooperation in handling the entire secretarial work.



(S.K. BASU)
Chairman, Task Force
and
Adviser, Planning Commission

New Delhi
21st March, 1991

CHAPTER—I

INTRODUCTION

Amongst the Scheduled Castes, the scavengers, i.e., those who handle and/or carry night-soil, are the most vulnerable groups subjected to social and economic degradation. The social stigma of untouchability continues to stick, in one form or the other largely because of the unclean nature of their occupation. The practice of scavenging is continued in large areas of the country due to the existence of dry latrines.

1.2 Matters related to the working and service conditions of scavengers had received attention of the Nation immediately after Independence. In 1949, the Government of Bombay appointed the Scavengers Living Conditions Inquiry Committee under the Chairmanship of Shri V.N. Barve. Report of the Committee was published in 1952. It touched upon the problem of abolition of 'Gharaki' or customary rights to scavenging in Gujarat. Subsequently, a more detailed study of the problem was made by the Scavenging Conditions Enquiry Committee set up by the Central Advisory Board for Harijan Welfare on 12th Oct., 1957 under the Chairmanship of Prof. N.R. Malkani. This Committee submitted its report in 1960.

1.3 Sweepers and scavengers render essential service to the community, particularly, in urban areas where the problem of sanitation and environmental hygiene has assumed a new dimension under the impact of rapid urbanisation and proliferation of slums. The nature of their work, has made them most despised section of the working class. Even though Mahatma Gandhi the Father of Nation, endeavoured his best to awaken the social conscience of the people for ameliorating the working service and living conditions of this section of the society

and to restore to them the minimum semblance of human dignity, not much can be said to have been achieved after four decades of Independence. The Union and the State Governments have no doubt been concerned in the matter as would be evident from the number of Committees and Commissions that have gone into the question of the legislative and administrative measures needed. Although some efforts have been made by the Union and State Governments and Local Bodies towards their working conditions, this important section of the society continues to suffer from various social and economic handicaps.

1.4 In its Report, the Committee to study the working conditions of Sweepers and Scavengers constituted by the National Commission on Labour observed that (1968) "Such atmosphere charged with filth and squalor cannot but have depressing effect not only on the human dignity and personality of these workers but also on their mental make-up and their whole attitude to life. That a section of humanity should be condemned to such degrading conditions is a slur on our culture and the disgrace of our society. It is little realised that promoting more mechanised system of night soil disposal and introduction of flush latrines would not only be rescuing this depressed section of society from a wretched existence but would also be solving to a large extent the problem of public health and sanitation of our rural and urban habitations.

1.5 In the past the main effort seems to have been to improve the working and living conditions of scavengers and not the core problem of converting dry latrines to pour flush latrines in any systematic manner."

1.6 During the course of discussions on a Starred Question in Lok Sabha (1983), the Members of Parliament expressed concern about delay in solving this national problem. They demanded a time bound programme to abolish the practice from the country. While appreciating the need for total abolition of this obnoxious system, the then Prime Minister had said that everybody knew that the practice was disgraceful and needed early eradication. However,

alternatives to dry latrine system were to be provided, and the people who would abandon the occupation would be out of job. The Prime Minister had clearly indicated that there were two sides of the problem, i.e. (i) replacement of dry latrines by wet ones; and (ii) alternative employment to the people who would lose their means of livelihood however, degrading it may be. Finding solution to these two problems, fixing a time frame and investment required seem to be the major task. Thus, a feasible plan for implementation has to be formulated to tackle problems of scavengers, their liberation and rehabilitation in a fixed time frame. It is in this context that the work of the present Task Force has to be viewed.

CHAPTER-II

CONSTITUTION OF TASK FORCE

In 1989, the Planning Commission decided to set up a Task Force for tackling the problems of scavengers and suggesting remedial measures to abolish this practice with particular emphasis on their rehabilitation. The Office Order constituting the Task Force is at Appendix I.

2.2 The terms of reference, required the Task Force to pay specific attention to the following:

- (i) Review and assess the problem and dimension of scavenging in terms of population and families engaged in this occupation, the number of towns and other habitations where it is practised.
- (ii) Analyse the full magnitude of the problem.
- (iii) Examine the type of intervention including legal measures required and cost-effective technology for conversion of dry latrines.
- (iv) Identify agencies to deal with this problem in a well coordinated manner.

2.3 The Task Force had two meetings, one on 18th August, 1989 and the other on 26th October, 1989. The text of the inaugural address is at Appendix II. The list of participants at the two meetings is at Appendix III. It was also decided at the first meeting to constitute a sub-committee to estimate the number of scavengers and dry latrines in the country.

CHAPTER-III

REVIEW OF THE PROGRAMME

From time to time Committees had been constituted by the Governments, both Central and States. The main Committees which have examined the problem in depth are :

- (1) The Scavengers' Living Conditions Enquiry Committee (Barve Committee), 1949.
- (2) The Scavenging Conditions Enquiry Committee (Malkani Committee), 1957.
- (3) The Committee on Customary Rights to Scavenging (Prof. N.R. Malkani Committee), 1965.
- (4) The Committee to study the Working and Service Conditions of Sweepers and Scavengers (National Commission on Labour) 1968.

3.2 The Committee under the Chairmanship of Prof. Malkani known as Scavenging Conditions Enquiry Committee had made many important recommendations. One of the major recommendations related to the Govt. of India giving grants for the purchase of equipments which would help eradicating the practice of carrying night-soil as head-loads. Consequently, a Centrally Sponsored Scheme, Improvement of Working and Living Conditions of persons engaged in unclean occupations was introduced during the Third Plan (Rs. 1.44 crores) and continued during the Fourth Five Year Plan (Rs. 3.00 crores). But the scheme did not lead to elimination or substantial decrease in this obnoxious practice due to various reasons. The bottlenecks include prevalence of Jagirdari System (customary rights for scavenging) in various cities, inadequate organisational and financial resources of urban local bodies and failure of the State Govt. to get the action programme adopted by all the local bodies.

3.3 Although the recommendations of the National Commission on Labour (1968) on the enforcement of the Minimum Wages Act for sweepers and scavengers were accepted by the Central Govt. and recommended to the State Govts. for implementation, there was hardly any perceptible impact.

Elimination of dry-latrines

3.4 The Malkani Committee (1957) had observed in its report that the best system for the disposal of nightsoil through mechanised means is flush latrines, but unfortunately introduction of this through out the country required heavy investment for which funds, could not be assured. The Committee had further stated that as long as dry-latrines continue, the problem will exist.

Existing Programmes

3.5 In 1980-81, the Ministry of Home Affairs took up the Centrally Sponsored Scheme for liberation of scavengers by way of conversion of existing dry latrines into low cost pour flush latrines and providing alternative employment to the unemployed scavengers, in pursuance of Section 15 A of the Protection of Civil rights (PCR) Act, 1955, on 50:50 sharing basis as one of the measures for removal of untouchability and providing financial assistance in selected towns on "Whole town" approach basis. Till the end of 1987-88, a sum Rs. 33.52 crores was released to the State Govts. as Central share. Some amount from special central assistance for the Special Component Plan for SCs have been utilised for rehabilitation of scavengers.

3.6 In April, 1988, the Centrally Sponsored Scheme for liberation of scavengers was reviewed and it was found that the coordination of various schemes being implemented for construction of low cost sanitation in towns and liberation of scavengers was lacking. Presently schemes for liberation of scavengers are being implemented by the Min. of Welfare, Min. of Environment under Ganga Action Authority, HUDCO and Min. of Urban Development. In the absence of proper coordination, total resources being deployed were not being fully and adequately reflected. Each of the agencies was

also following a different financial pattern and this was also contributing to different results. It was felt that rehabilitation of scavengers displaced as a result of low cost sanitation did not receive adequate attention in the programmes being implemented by agencies other than Min. of Welfare. It was decided that a coordinated approach involving various agencies concerned should be adopted. For this purpose, a coordination committee was set up with HUDCO as a convenor and the representatives of the Min. of Urban development, Min. of Environment & Forests, the Planning Commission and the Central Ganga Authority as members. Since different agencies are implementing various programmes and there is no institutional arrangement for monitoring and since approach is to tackle the problem on a "Whole town" basis, it is felt that the appraisal of the scheme by the coordination committee should be on a project basis prepared for the whole town.

3.7 Element of rehabilitation of scavengers to be released should be built into the scheme. Funds available with the Min. of Welfare would be applied for this purpose in towns other than Class-I towns where other agencies will have to provide funds for rehabilitation.

3.8 A uniform scheme of financial assistance under the programmes should be adopted having element of grants and loans. The resources available with all agencies including the State Govts. should be pooled for this purpose and could be channelised through organisations, like HUDCO. The Min. of Urban Development would prescribe cost effective design and specification for the low cost sanitation programmes.

3.9 The present scheme of the Govt. of India provides grant to a beneficiary upto the plinth level construction only leaving the construction of superstructure entirely to be supported through his own resources. The same modus operandi was applied in Ganga Action Plan as well. However, it has been the experience that most of the beneficiaries did not construct superstructure and thereby making the expenditure on the sub-structure infructuous (a survey indicated that only about 30 % beneficiaries were able to construct super-

structure). Low cost optimum designs will have to be developed for sub and superstructure so that beneficiaries could be induced to add superstructure on their own. Based on one such design 10 units were constructed by Ganga Project in Patna where the total cost of a unit both for sub-structure and superstructure came to be around the same as was allowed hitherto for sub-structure only. It is felt that propagation of such designs on a large scale could make the beneficiaries aware of such low cost options available to them and thereby help the Scavenger Liberation Programme.

3.10 The pre-matric scholarship scheme for children of those engaged in unclean occupation was started during the year 1977-78. The main objective of this scheme was to provide good quality education to the children of those engaged in unclean occupations such as tanning, flaying, scavenging and sweeping who have traditional link with the job of scavenging irrespective of their castes, creed and religion by keeping them away from unhygienic surrounding in which their parents live. The scheme is restricted to hostellers only and that too for those studying in Classes VI to X. Central assistance is provided to the State Govts. on 50 : 50 basis. Scholarships are given to the children studying in Classes VI to VIII @Rs. 200/— per month per child and Rs. 250/— p.m. per child to those studying in Classes IX to X. A provision had been made in the scheme for renting hostel buildings where Govt. accommodation was not available.

3.11 During the Seventh Five Year Plan an outlay of Rs. 10.32 crores was made for this Scheme. The Central Assistance released during the Seventh Plan period

and anticipated assistance during 1989-90 and provision for 1990-91 are as under :

(Rs. in crores)

Year	Allocation	Expenditure)
1985-86	2.50	0.25
1986-87	1.82	0.13
1987-88	2.00	0.72
1988-89	1.00	0.53
1989-90	1.00	0.90(anticipated)
1990-91	3.00	..

3.12 Obviously response to this scheme has been lukewarm. This is mainly due to certain limitations in the scheme such as coverage of children from Classes VI to X only and not from Classes I to X. Some modifications such as inclusion day of scholars, inclusion of children from Classes III to V as boarders irrespective of income ceiling limit and provision of ad hoc grant of Rs. 500/— per annum to hostellers were under the consideration of the Min. of Welfare. If these modifications are approved the number of beneficiaries would go up. The Task Force supports the above proposal but is also of the view that ad-hoc assistance should not be limited to hostellers but should be extended to day scholars as well. The Task Force is also of the view that provisions for Creche for Children of scavenger families and nutrition centres should also be set up in scavenger inhabited areas.

CHAPTER—IV

PROBLEMS OF SCAVENGERS, THEIR LIBERATION AND REHABILITATION

The total number of persons engaged as scavengers and sweepers according to 1961 census, is about 8 lakhs. Of these, the number of scavengers was 3.87 lakhs which will be roughly 6.18 lakhs, if projected for 1981. The working condition of this population continues to remain poor. The practice of carrying night-soil in baskets and buckets as head-load is still prevalent in some parts of the country. This practice is not only responsible for the spread of insanitation in the area, but also results in the continuation of practice of untouchability. Most of them live near refuse dumping grounds. Even where housing colonies are established, which are in any case inadequate, the required conditions of sanitation are limited. In most cases, the welfare and development measures necessary for the children, youth, women and men of the community are mostly non-existent. It is noteworthy that no reliable data is available of the number of dry latrines in urban areas in the country or the number of scavengers. As per information collected hurriedly by the Min. of Welfare during 1980, the number of dry latrines in urban areas was 41 lakhs. The UNDP in a countrywide feasibility survey (1980-81) had estimated the number of dry latrines as 53 lakhs. There would be additions to this figure subsequently. There had been some progress in converting the dry latrines also. However, for the purpose of planning elimination of dry latrines as on date, the Min. of Welfare recommended UNDP's estimate of 53 lakhs dry latrines may be taken as the basis. Further, it is estimated that about 30% of the urban households do not have any facilities at all.

Progress of the Scheme:

4.2 The following table shows the progress made under the scheme of 'Liberation of Scavengers' upto the end March, 1989.

1. Number of towns taken up under the scheme for the conversion of dry latrines into waterborne latrines upto March, 1989	226
1(a). Number taken up in 1989-90	300
2. No. of households dry latrines converted into water-borne latrines.	3,13,618
3. No. of towns made scavenging free	32
4. No. of scavengers liberated and rehabilitated.	10,195
5. No. of dry latrines to be converted in 1989-90	6 lakhs

Progress of Liberation of Scavengers :

4.3 It is true that the progress of both the schemes of conversion of dry latrines into pour-flush latrines as well as rehabilitation of displaced scavengers is rather tardy. In a number of States the work relating to conversion of dry latrines was undertaken in isolation without taking up any programme for rehabilitation. Even where rehabilitation programme was taken up, its progress is very slow. While some State Governments like Andhra Pradesh, Bihar, Uttar Pradesh, have taken up schemes for rehabilitation of scavengers in some earnestness, the others are lagging behind. The Govt. of Maharashtra set up a vocational training centre in Thane Distt. in 1989-90 for training and rehabilitation of displaced scavengers and their wards. The Centre provides training of six months to one year duration in various trades, such as Radio/TV/VCR repairing, automobile mechanic, electrician, plumber, motor drivers. While municipal scavengers are absorbed in the concerned municipality itself, the problem remains in the case of private scavengers and their dependents.

4.4 The Ministry of Welfare provides financial assistance to the State Govts. for conversion of dry latrines under the Centrally Sponsored Scheme 'Liberation of Scavengers'. The expenditure on the training and rehabilitation of scavengers is to be met from other source including Special Central Assistance. The urban local bodies would need to provide the basic physical infrastructure to the liberated scavengers to take up various gainful trades, etc. These activities are not well coordinated.

Coordination Committee :

4.5 The Govt. of India (GOI) has been stressing the need to set up coordination committee at the State level consisting of the representatives of the Deptts. of Urban Development, Welfare (dealing with Scheduled Castes) and Scheduled Castes Development Corporation to sort out the various problems concerning the training and rehabilitation of displaced scavengers. Such Committees have been set up in a number of States, but they have not become very effective. They do not meet regularly. These Committees will need to be activated so that the work of latrine conversion and rehabilitation of displaced scavengers could be done simultaneously and expeditiously.

Time lag between training and rehabilitation :

4.5 (A) It has been noticed in some States that although the displaced scavengers and their dependents were provided training in various trades, their actual rehabilitation was not ensured. This gap sometimes defeats the very purpose of the training and the trainee forgets whatever he has learnt. Efforts should, therefore, be made to avoid this gap.

Role of Scheduled Castes Dev. Corporations :

4.6 In some States, the Scheduled Castes Development Corporations also provide necessary training and rehabilitation to the displaced persons below 40 years. Training is organised by them through the existing institutions like the ITI's. Special training programme for women are also arranged in some cases.

Content of rehabilitation Programme:

4.7 For rehabilitating displaced scavengers, suitable bankable schemes will have to be formulated with the components of bank loans, margin money loan and/or subsidy. The self-employment schemes may vary from trade to trade. For instance, if some one is trained as a motor mechanic or electrician, blacksmith or tailor, he can be given financial assistance through bank-loan/margin money loan, etc. for buying necessary tools and equipment. Similarly, if somebody has been trained as a leather worker, he could be referred to the existing institutions like the leather corporation/Scheduled Caste Dev. Corporation, so that he could be provided financial assistance for purpose of raw material, marketing of finished goods etc. This will apply to similar other trades like, carpet making and saree making as well. The displaced scavengers or their dependents can be allotted shops in the main markets by the municipalities where these persons can start business, trades with financial help from the Govt. and other agencies. The persons who have been trained in tailoring, garment making, carpentry etc. can be given work by the various departments of the Government for supply of uniforms, furniture, etc. Special rehabilitation programme will have to be chalked out for women and children who are engaged in scavenging.

Training to displaced scavengers & their dependents:

4.8 The municipalities can allot house-sites, houses, etc. to the displaced scavengers. The municipal scavengers may be provided with suitable accommodation and educational facilities for their children.

Training to displaced Scavengers & their dependents :

4.9 The Task Force, on a review of existing programmes, recommends that primarily the training and rehabilitation of scavengers should be the responsibility of the concerned State Govts. Proper schemes for training of displaced scavengers and their dependents in various skills/trades should be developed by the States/local authorities. The

approach should be to settle the family as a whole in alternative occupations. The focus of rehabilitation measures must be the children of scavengers who should be enabled to move to alternative means of earning livelihood. This can be achieved by providing them, from early stages, education, training and opportunities to enter other professions. In this context the State Govts. should take special measures to (i) ensure full utilisation of the present scheme of scholarships to children of those engaged in unclean occupations; (ii) organise special vocational training courses to acquire skills in various trades/occupations, either by reserving seats for these children in existing institutions or by establishing new Centres; (iii) give preferential treatment to candidates of these groups to enter public service and institutions of higher learning, taking advantage of the reserved quota; and (iv) by providing special coaching to compete successfully in entrance examinations, wherever needed. There should be a special officer/or other suitable arrangements in each State, Deptt. of SC Welfare to monitor progress of this particular aspect relating to providing facilities to children in the total scheme of latrine conversion and rehabilitation of scavengers. The Task Force is of the view that such a specific orientation in rehabilitation measures will lead to total elimination of scavenging and improvement of the lot of scavengers. In 1988, Ministry of Urban Development and HUDCO launched an action programme for setting up a countrywide network of building centres for promoting appropriate technologies through upgrading the skills of artisans. Special training courses to acquire skills in various construction trades could be effectively organised through building centres for rehabilitation schemes.

Schemes of Low Cost Sanitation taken up by other agencies:

4.10 Several low cost sanitation programmes for urban areas have been launched by the following agencies besides the Ministry of Welfare from time to time:

- (i) Centrally Sponsored Programme for the Integrated Development of small and Medium Towns under which the Ministry of Urban Development provides

financial assistance in the form of loans for the conversion and the construction of low cost sanitation units (Rs. 9.95 crores disbursed to 12 States, in 149 towns, 43,450 domestic latrines and 641 community latrines converted upto March, 1989);

- (ii) Basic Sanitation Programme (including low cost sanitation and scavengers rehabilitation programme) of the Housing and Urban Development Corporation (Loan of Rs. 63.92 crores disbursed to 13 States. In 272 towns, 660, 486 domestic latrines constructed by 31-3-90);
- (iii) Low Cost Sanitation is a component of World Bank assisted water supply and Urban Development Projects in Kerala, Tamil Nadu, Uttar Pradesh, Gujarat and Madhya Pradesh;
- (iv) Ganga Action Plan of the Ministry of Environment and Forests has also a substantial component of low cost sanitation for implementing in towns along the river Ganga in Uttar Pradesh, Bihar and West Bengal (Grant of Rs. 12.34 crores disbursed to 3 States for 36 towns, 24,999 household latrines, 10,760 community latrines); and
- (v) Schemes undertaken by the State Govts. (Rs. 40 crores for 40,298 latrines).

4.11 It would be thus seen that the total number of dry latrines converted into water pour flush latrines by the end of March, 1990 by all the agencies put together comes to about 7.80 lakhs.

Problem in Rural Areas :

4.12 Lack of a good sanitation system is one of the factors affecting the quality of life of the rural population specially, the women. Because of resource constraint, considerable backlog in the provision of sanitation facilities in rural areas has arisen. Less than 1% of the rural population is reported to have been covered by sanitation system at the end of the Sixth Plan. It is possible to start

and implement the programme only with people's participation. Much more can be done in this area through self-help schemes organised by the village community and large-scale mobilisation of voluntary effort at the village level through attempts of the State Govts. and local bodies. Simple low cost design of pour flush latrines have already been developed in many areas through UNDP assistance. It is estimated that each sanitary latrine would cost about Rs 100/- per head. Extensive efforts would, however, need to be made on a large scale to assist the village organisations in the adoption and use of these designs with such local modifications as may be necessary. The Deptt. of Rural Development has a programme of 'rural sanitation' with a provision of Rs 20 crores during 1989-90.

4.13 This scheme aims at supplementing the efforts made under different Central and State sector programmes for providing sanitary facilities in the rural areas through construction of sanitary latrines in individual houses with an overall objective of improving the quality of life in the rural areas. Under this scheme the entire expenditure, except for beneficiaries' contribution wherever called for, is borne by the Central Govt.

4.14 In the rural areas there is general absence of sanitary facilities. In this context, the problem of scavenging as such does not exist. In the interest of health and hygiene of the rural population it would be advisable to organise, if need be, through rural local bodies sanitary facilities appropriate to each situation so that people do not defecate in the open.

Social Commitment :

4.15 The Task Force has examined the role played by different agencies in the implementation of the scheme of low cost sanitation and noted that the Centrally Sponsored scheme of Liberation of Scavengers has been taken up by the Min. of Welfare from the social point of view whereas other Ministries/Departments have taken up the scheme from sanitation point of view. In the Welfare Ministry's scheme greater emphasis has been laid on the training and rehabilitation of displaced scavengers and

their dependents to equip them for alternative and dignified occupations. Similarly, in their scheme the 'whole town' approach has been adopted while attempting construction of dry latrines. These specific objectives and aspects are absent in the programmes of other Ministries. The Task Force is of the view that these tasks are primarily a social commitment though technology is a support mechanism.

Project Management Unit in Min. of Welfare :

4.16 Although the scheme of low-cost sanitation has been taken up by a number of Ministries/Departments, the progress is rather very slow. This is because the State Governments are finding it difficult to provide their share of matching contribution. The HUDCO is also unable to meet the requirements of State Govts. fully and in time because of many procedural difficulties. It is suggested that the share of HUDCO should be released in one instalment. This will ensure proper physical progress. Another reason for the slow progress is lack of proper follow-up at the Centre and in the States. There should be a separate Project Management Unit in the Min. of Welfare manned by adequate staff for implementation and monitoring of this programme.

The delivery system is extremely crucial, the people have to be motivated, best agencies selected for executing the schemes, sound arrangements made for planning and development of proper technology and ensuring timely and adequate flow of funds, etc. The Project Management Unit should be able to handle these matters effectively.

Legislation :

4.17 The Task Force suggests that the practice of carrying night-soil as headload or its manual handling should be banned by suitable legislation. The legislation enacted should prevent construction of new dry-latrines in the existing or future buildings. Provision may be made in the legislation enacted and/or the bye-laws of the local bodies that no dry latrines will be served by scavengers and the householders will have to convert dry-latrines within

a reasonable period from a given date, failing which prescribed penalties will be imposed and the dry latrines will be forcibly converted into water-borne latrines or where necessary demolished by the municipality at house-owners cost. The procedures to implement the strategy should provide for issuing a notification making it compulsory to convert the existing dry latrines into pour flush latrines within the period specified in the notification, generally say, six months. Concurrently, the local bodies should offer financial and technical support to facilitate the conversion of dry-latrines. Thereafter, the services of municipal scavengers should be withdrawn and private scavenging prohibited.

Model Municipal bye-laws:

4.18 The Task Force is aware that HUDCO has drafted and circulated to the States/Local bodies draft model bye-laws (Appendix IV) for regulating the construction, operation, maintenance and control of latrines. The Task Force recommends that these bye-laws may be adopted by urban local bodies as early as possible. It is further suggested that with suitable modifications, these bye-laws may also be made applicable to rural areas.

Time bound programme for abolishing scavenging :

4.19 The Task Force further recommends that a programme may be launched to convert all dry latrines in the country by the end of 1995 i.e. by the end of the Eighth Plan period. It is estimated that as per current requirements the provision needed as Central share of subsidy for conversion will be about Rs. 550 crores. This provision should be made as a priority item in the Eighth Plan.

Public Latrines :

4.20 It is felt that converting all existing dry-latrines into water pour flush latrines will not lead to scavenging free town unless water-borne latrines are constructed by those who have no latrines at all. The scheme of the Min. of Welfare should be modified suitably so as to include the construction of new community latrines for public use at

all the needy places including urban slums, railway stations, bus-stands, cinema houses and market places. The expenditure on such community latrines should be shared between the Centre and the State Govts. on matching basis. The Task Force recommends that the community latrines should be operated on "pay and use" basis. Community latrines constructed should be properly managed and maintained. The management of community latrines should be given to dedicated voluntary organisations wherever possible on suitable terms. The experience and expertise of Sulabh International in this regard could be profitably tapped.

Provision of water borne latrines to households without any type of latrines:

4.21 The existing schemes generally provide for only conversion of the dry latrines in individual households or community ones. The problem of providing sanitary water borne latrine in household, without any facilities, is also a sizeable one and should be tackled simultaneously. Here, it is considered necessary that the incentive of subsidy/loan is made available to such households in urban or rural areas, who would mostly be from poorer sections and even to municipal/local bodies.

Provision of loan and subsidy:

4.22 The loan and subsidy may be provided for the conversion of dry latrines into water borne latrines and construction of new latrines where such latrines do not exist on the basis of following criteria as recommended by the Co-ordination Committee of HUDCO and subsequently by Min. of Urban Development:

- | | |
|---------------------------------|---|
| (i) Economically weaker section | 45% subsidy + 50% loan + 5% beneficiary contribution. |
| (ii) LIG | 25% of subsidy + 60% loan + 15% beneficiary contribution. |
| (iii) MIG & HIG | No subsidy + 75% loan + 25% beneficiary contribution. |

Scavenging—a technical profession :

4.23 The Task Force is of the firm view that unless we solve the social problems of the scavengers, the country cannot be made scavenging free. Further, even servicing community water-borne latrines, garbage removal in the streets etc. and connected work should be treated as a technical one and fully encadred, remunerated and supported with proper training programme, so that stigma attached to this work disappears. The Task Force recommends that the residuary work after eliminating all dry latrines should be made more attractive and dignified by providing better pay scales to those engaged in such work, without classifying them separately, mixing them up with group III or IV as the case may be. This work should be adequately modernised and mechanised. Equipments like gloves and gum boots should be provided, removing its arduous and obnoxious nature. They should also have due cleaning, bathing etc. facilities, similar to sanitary complexes elsewhere.

Allotment of shops to unemployed scavengers :

4.24 The Task Force recommends that urban local bodies should give top priority in allotting shops, giving licences/permits for trade/business, etc. to the vocationally displaced due to abolition/shrinkage of manual scavenging.

Monitoring and evaluation:

4.25 There is lack of proper monitoring of the progress of conversion schemes as well as rehabilitation of displaced scavengers. This results in considerable gaps and a number of displaced families remain uncovered. There is, therefore, need for an effective monitoring at the local body, district and the State levels.

4.26 None of the State Govts. has evaluated the impact of these programmes and tried to identify shortcomings and bottlenecks, if any, at the implementation stage. The Planning Commission entrusted such a study to the Council for Social Development, New Delhi. The study has been undertaken in three towns in Bihar and one in Rajasthan.

The findings of such study could also be treated as guidelines. The salient findings of the study are at Appendix V.

Committees to review the progress :

4.27 The Government of India may set up a High Level Advisory Committee in the Ministry of Welfare to review the working of the Centrally Sponsored Scheme 'Liberation of Scavengers'. The Committee should meet at least twice a year. Similar Committees may be set up at the State level under the Minister-in-Charge of SC/ST/OBCs or Urban Development. In these Committees, one member from scavenger community may also be coopted to ensure beneficiary participation.

Collection of information :

4.28 The Task Force recommend that the information regarding total number of dry latrines/community latrines in the country including rural areas and the number of scavengers engaged in them should be collected systematically. NSSO in their Rounds should invariably include this as an item.

Training to sanitary workers :

4.29 The sanitary workers who are engaged in the conversion of dry latrines should be trained to motivate the householders to get the dry latrines converted. Necessary literature may be prepared for creating general awareness among people on disadvantages of service latrines. Also, radio talks, TV films, articles etc. on aspects leading to abolition of scavenging should be arranged.

Ban on employment of children :

4.30 There should be a complete ban on the employment of children in any form of scavenging work.

Health Check-up :

4.31 It is suggested that those who are engaged in the work of garbage removal, etc. should be provided with the facilities of health check up every month so that they do not become victims of infection.

Encouraging voluntary organisations :

4.32 It is suggested that the voluntary organisations may be encouraged to take up programmes for conversion of dry latrines and training of displaced scavengers.

CHAPTER V

ASSESSMENT OF THE PROBLEM AND DIMENSION OF SCAVENGING IN TERMS OF POPULATION & FAMILIES ENGAGED IN THE OCCUPATION, THE NUMBER OF TOWNS AND OTHER HABITATIONS WHERE IT IS PRACTICED

The Task Force considered the report of the sub-committee constituted specially to work out a detailed Statewise estimate of the number of dry-latrines and the number of scavengers engaged in servicing these dry latrines. It was noted that the sub-committee had given two estimates of the number of dry latrines in the country as in 1989, one using the 1989 projected population as per Registrar General's estimate and the other on the results of the various rounds of NSSO. On the basis of projected population, the sub-committee arrived at a figure of 96.9 lakhs dry-latrines. On the other hand, based on the results of various rounds of NSSO the total estimated number of dry latrines in 1989 was worked out to be 76.4 lakhs. The Task Force considered the options and came to the conclusion that the estimate of 76.4 lakhs dry latrines based on the NSSO rounds will be more acceptable. The full report of the sub-committee is at Appendix VI.

5.2 In regard to number of scavengers, based upon various special tables generated by the Registrar General of India, the sub-committee arrived at a figure of 4 lakhs in 1989. The Task Force felt that this is a reasonable estimate.

5.3 In the absence of any factual census or survey results in regard to number of dry latrines or the number of scavengers, the Task Force felt that for purpose of launching appropriate programmes for elimination of scavenging, conversion of dry latrines and rehabilitation of scavengers and their dependents, these estimates as worked out by the sub-committee may be adopted. The Task Force is also of

the view that the State Govts. and local bodies should launch a drive to realistically assess the magnitude of the problem in terms of number of both dry-latrines and scavengers as also the cities, towns where the dry latrines exist. There should be a phased programme and suitable modification in the plans should be effected mid-course to cover all the dry latrines and to provide necessary rehabilitation assistance to all the scavengers and their dependents.

Financial Estimates :

5.4 The Task Force has worked out the broad details of the financial implications including the rehabilitation cost. The requirement of funds during the Eighth Plan for the scheme might be of the order of about Rs. 1800-2000 crores. Thirty percent of this estimated amount will be required to be provided as subsidy for which appropriate budgetary provisions will be needed, the remaining amount being provided as loan by HUDCO. In this calculation, the estimate of the number of existing dry latrines was placed at 75 lakhs (based on the estimates of the sub-committee of 76.4 lakhs rounded off to 75 lakhs) and per unit average cost of conversion of Rs. 2000-2500. *It was essential to ensure that no new latrines are added to this number in future.* As per the financing pattern in vogue about Rs. 550 crores would be needed. This would mean that if the elimination of scavenging is to be achieved during the Eighth Plan, an annual provision of Rs. 110 crores on an average will be needed. It was suggested that HUDCO will also be required to step their loan disbursement appropriately. The Task Force noted that a sum of Rs. 23 crores in the budget of Min. of Welfare and Rs. 20 crores in that of Urban Development have been provided for 1990-91.

SUMMARY OF MAIN RECOMMENDATIONS

Sl. No.	Ref. to para No. of the Report	Recommendations
(1)	(2)	(3)
1.	1.5	In the past the main effort seems to have been to improve the working and living conditions of scavengers and not the core problem of converting dry latrines to pour-flush latrines in a systematic manner.
2.	3.9 to 3.11	The Task Force supports the proposal for modifications suggested by the Min. of Welfare for enhancement of scholarship rates and coverage of pre-matric scholarship scheme but is of the view that ad hoc assistance should not be limited to hostellers but should also be extended to day-scholars.
3.	4.7	<p>(a) For rehabilitating displaced scavengers, suitable bankable schemes will have to be formulated with the components of bank loans, margin money loan and/or subsidy. The self-employment schemes may vary from trade to trade.</p> <p>(b) The displaced scavengers or their dependents can be allotted shops in the main markets by the municipalities where these persons can start business/trades with financial help from the Government and other agencies. Special rehabilitation programme will have to be chalked out for women and children who are engaged in scavenging.</p>

(1)	(2)	(3)
4.	4.8	The municipal scavengers may be provided with suitable accommodation and educational facilities for their children.
5.	4.9	<p>(a) Primarily, the training and rehabilitation of scavengers should be the responsibility of the concerned State Govts. Proper schemes for training of displaced scavengers and their dependents in various skills/trades should be developed by the States/local authorities. The approach should be to settle the family as a whole in alternative occupations. The focus of rehabilitation measures must be the children of scavengers who should be enabled to move to alternate means of earning livelihood.</p> <p>(b) The State Govts. should take special measures to (i) ensure full utilisation to the present scheme of scholarships to children of those engaged in unclean occupations; (ii) organise special vocational training courses to acquire skills in various trades/occupations, either by reserving seats for these children in existing institutions or by establishing new Centres; (iii) give preferential treatment to candidates of these groups to enter public service and institutions of higher learning, taking advantage of the reserved quota; and (iv) by providing special coaching to compete successfully in entrance examinations, wherever needed. There should be a special officer/or other suitable arrangements in each State, Deptt. of SC Welfare to monitor progress of this particular aspect relating to providing facilities to children in the total scheme of latrine conversion and rehabilitation of scavengers.</p>

(1)	(2)	(3)
6. 4.16	There should be a separate Project Management Unit in the Min. of Welfare manned by adequate staff for implementation and monitoring of the programme.	
7. 4.17	The practice of carrying night soil as head load or its manual handling should be banned by suitable legislation. The legislation enacted should prevent construction of new dry-latrines in the existing or future buildings. Provisions may be made in the legislation and/or the by-laws of the local bodies that no dry latrines will be served by scavengers and the house holders will have to convert dry-latrines within a reasonable period from a given date, failing which prescribed penalties will be imposed and the dry latrines will be forcibly converted into water-borne latrines or where necessary demolished by the municipality at house owners cost. The procedures to implement the strategy should provide for issuing a notification making it compulsory to convert the existing dry latrines into pour flush latrines within the period specified in the notification generally say, six months. Concurrently, the local bodies should offer financial and technical support to facilitate the conversion of dry latrines. The services of municipal scavengers should be withdrawn and private scavenging prohibited.	
8. 4.18	The Task Force recommends that the by-laws drafted and circulated by HUDCO for regulating the construction, operation, maintenance and control of latrines may be got adopted by urban local bodies as early as possible.	

(1)	(2)	(3)
9.	4.19	<p>(a) A programme may be launched to convert all dry latrines in the country by the end of 1995 i.e. by the end of Eighth Plan period.</p> <p>(b) It is estimated that as per current requirements the provision needed as Central share of subsidy for conversion will be about Rs. 550 crores. This provision should be made as a priority item in the Eighth Plan.</p>
10.	4.20	<p>Converting all existing dry-latrines into water pour flush latrines will not lead to scavenging free towns unless water-borne latrines are constructed by those who have no latrines at all. The scheme of the Min. of Welfare should be modified suitably so as to include the construction of new community latrines for public use at all the needy places including railway stations, urban slums, bus-stands, cinema houses and market places. The expenditure on such community latrines should be shared between the Centre and the State Govts. on matching basis. The community latrines should be operated on 'pay and use' basis and should be properly managed and maintained. The management of these latrines should be given to dedicated voluntary organisations wherever possible, on suitable terms. The experience and expertise of Sulabh International in this regard could be profitably tapped.</p>
11.	4.21	<p>(a) The problem of providing sanitary water borne latrines in households without any facilities is also a sizeable one and should be tackled simultaneously.</p>

(1)	(2)	(3)
		(b) Incentive of subsidy/loan should be made available to such households in urban or rural areas, who would mostly be from poorer sections and even to municipal/local bodies.
12. 4.22		The loan and subsidy may be provided for the conversion of dry latrines into water borne latrines on the basis of the following criteria :
	(i) Economically weaker section	45% subsidy + 50% loan + 5% beneficiary contribution.
	(ii) LIG	25% subsidy + 60% loan + 15% beneficiary contribution.
	(iii) MIG	No subsidy + 75% loan + 25% beneficiary contribution.
13. 4.23		The residuary work after eliminating all dry latrines should be made more attractive and dignified by providing better pay scales to those engaged in such work, without classifying them separately, mixing them up with group III or IV as the case may be. This work should be adequately modernised, and mechanised. Equipments like gloves and gum boots should be provided, removing its arduous and obnoxious nature. They should be provided with facilities like housing and education to their children.
14. 4.24		Urban local bodies should give top priority in allotting shops, giving licences/permits for trade/business, etc. to the vocationally displaced due to abolition/shrinkage of manual scavenging.

(1)	(2)	(3)
15.	4.25	There is need for an effective monitoring at the local body, district and the State levels.
16.	4.27	The Govt. of India may set up a High Level Advisory Committee in the Min. of Welfare to review the working of the Centrally Sponsored Scheme 'Liberation of Scavengers'. Similar Committees may be set up at the State level under the Minister-in-charge of SC/ST/OBCs or Urban Development. In these Committees, one member from Scavenger Community may also be coopted to ensure beneficiary participation.
17.	4.28	Information regarding total number of dry latrines/community latrines in the country including rural areas and the number of scavengers engaged in them should be collected systematically. NSSO in their Rounds should invariably include this as an item.
18.	4.29	The sanitary workers who are engaged in the conversion of dry latrines should be trained to motivate the householders to get the dry latrines converted. Necessary literature may be prepared for creating general awareness among people on the disadvantages of service latrines. Also, radio talks, TV films, articles etc. on aspects leading to abolition of scavenging should be arranged.
19.	4.30	There should be a complete ban on the employment of children in any form of scavenging work.

(1)	(2)	(3)
20.	4.31	Those who are engaged in the work of garbage removal, etc. should be provided with facilities of health check up every month.
21.	4.32	Voluntary organisations may be encouraged to take up programmes for conversion of dry latrines and training of displaced scavengers.
22.	5.1	The Task Force considered the options and came to the conclusion that the estimate of 76.4 lakh dry latrines based on the NSSO rounds will be more acceptable.
23.	5.2	In regard to number of scavengers, based upon various special tables generated by the Registrar General of India, the sub-committee arrived at a figure of 4 lakhs in 1989. The Task Force felt that this is a reasonable estimate.
24.	5.3	The State Govts. and local bodies should launch a drive to realistically assess the magnitude of the problem in terms of number of both dry-latrines and scavengers as also the cities/towns where dry-latrines exist. There should be a phased programme and suitable modification in the plans should be effected mid-course to cover all the dry latrines and to provide necessary rehabilitation assistance to all the scavengers and their dependents.
25.	5.4	If elimination of scavenging is to be achieved during the Eighth Plan, an annual provision of Rs. 110 cr. on an average will be needed. HUDCO will also be required to enhance their loan provision appropriately.

APPENDICES

APPENDIX-I

NO. PC/BC/17-8(1)/88

Government of India
Planning Commission
(Backward Classes Division)

Yojana Bhavan, Sansad Marg,
New Delhi-110001
Dated 29th July, 1989

OFFICE ORDER

Sub:—Task Force on the problems of Scavengers for suggesting Remedial Measures to abolish this practice.

It has been decided to set up a Task Force for tackling the problems of scavengers and suggesting remedial measures to abolish this practice with particular emphasis on their rehabilitation. The composition of the Task Force will be as follows:—

- | | |
|---|----------|
| (1) Adviser (BC), Planning Commission | Chairman |
| (2) A representative of the Min. of Urban Dev. | Member |
| (3) A representative of the HUDCO | -do- |
| (4) A representative of the Ganga Action Authority. | -do- |
| (5) A representative of the Deptt. of Rural Dev. | -do- |
| (6) Joint Secy., SCBCD, Min. of Welfare. | -do- |
| (7) Representative of the Central Statistical Organisation, Sardar Patel Bhavan, New Delhi. | -do- |
| (8) The Secretary, Urban Dev. Deptt., Govt. of M.P. Bhopal. | -do- |
| (9) The Secretary, Deptt. of Welfare of SCs & STs, Delhi Administration, Old Sectt., Delhi. | -do- |
| (10) The Secretary, Harijan & Social Welfare Deptt. Govt. of Uttar Pradesh, Lucknow. | -do- |
| (11) Dr. Ishwar Bhai Patel, Safai Vidhyalay, Sabarmati Ashram, Ahmedabad. | -do- |

- | | |
|---|-------------------|
| (12) Dr. Bindeswar Pathak, Founder & Chief Patron,
Sulabh Internationnal, Srikrishna Nagar Patna-1 | Member |
| (13) A representative of CAPART, New Delhi. | -do- |
| (14) A representative of Harijan Sewak Sangh,
New Delhi. | -do- |
| (15) A representative of HUD Division
Planning Commission | -do- |
| (16) Deputy Adviser (BC), Planning Commission. | -do-
Secretary |

II. Terms of Reference :

Terms of Reference of the Task Force will be as follows:

- (i) To review and assess the problem and dimension of scavenging in terms of population and families engaged in this occupation, the number of towns and other habitations where it is practised.
- (ii) To analyse the full magnitude of the problem with a view to suggest a time bound comprehensive programme and cost estimate for abolishing this practice alongwith advance steps necessary for training and rehabilitation of people now engaged in the profession.
- (iii) The type of intervention, including legal measures, required.
- (iv) Cost effective technology for conversion of dry latrines, particularly in already built up old cities/towns.
- (v) To identify agencies to deal with this problem in a well-coordinated manner.

III. The Task Force may co-opt additional member(s) as and when considered necessary.

IV. The expenditure on TA/DA for non-official members in connection with the meeting of the Task Force will be met by the Planning Commission as admissible to Grade-I officers of the Govt. of India.

V. The task Force would submit its report to the Planning Commission within six months of its constitution.

Sd/-

J.C. DANGWAL
DIRECTOR (ADMINISTRATION)

APPENDIX II

TEXT OF THE INAUGURAL SPEECH OF SIIRI B.S. ENGTY, MINISTER OF STATE FOR PLANNING AND PROGRAMME IMPLEMENTATION

I welcome you all to this first meeting of the Task Force for tackling the problem of scavenging and for suggesting remedial measures to abolish this practice with particular emphasis on rehabilitation of liberated scavengers.

I am told that the Task Force will be reviewing and assessing the problem, magnitude and dimension and will also assess the number of people who depend on this occupation for their livelihood; and the number of towns and the areas where this practice is common. This information is essential for estimating the extent of effort required in terms of resources and organisation; and, above all, for providing training facilities and for creating adequate income-generating opportunities. You will need this information for evolving a suitable approach to overcome the problem—should we adopt a scatter approach, i.e. selecting a few families in each town, or should we follow a “whole town” approach and eradicate the problem from the selected towns during a given period before taking up the next group of towns. How many towns could be taken up will of course, depend upon the availability of resources that could be commanded for the purpose. Legal measures too could be thought of.

The Task Force has, therefore, to assess the magnitude and dimensions of the problem in a comprehensive manner. You have not only to suggest a suitable and acceptable approach for accomplishing the task of abolishing the practice, but also estimate the costs involved for abolition of the practice so that necessary attempts to locate resources could be made.

Advance steps would be necessary for organising training and rehabilitation opportunities for the liberated scavengers. We all know that most of them belong to the Scheduled Caste communities and are scattered all over the country. Although, prima facie, the problem seems simple, but in effect, it is a complex problem. It is a many faceted problem. It deals with the lives of a few million people.

However, I feel confident and assured, when I find that the members of the Task Force comprise of persons with vast experience, expertise and knowledge of the issues involved. I have no doubt that you all, through your collective wisdom, will be able to come up with suitable and acceptable solutions to the problem, which can be implemented in a viable manner within a reasonable time frame.

To the expert group like you all, it does not seem necessary for me to dwell any further to detail out the problems that the Task Force will have to address itself to. I can only say that it is an unhygienic practice; and is a major source of many preventable diseases; and the practice is a crying shame to the human dignity—it is an obnoxious service rendered by a section of very needy people, who apparently do it to earn their livelihood. It should be abolished. How to do it, is what you should suggest.

We have before us the limited experience of implementation of a scheme having the objectives as mentioned earlier. The Min. of Welfare have been making effort for converting dry latrines and rehabilitating the liberated scavengers. Examples of similar programmes by other voluntary agencies also exist: like the pioneering work of conversion of dry latrines into Sulabh Shuchalayas done by Sulabh International; work done by voluntary organisations like Safai Vidyalaya Sanitation Institute, Harijan Ashram, Ahmedabad. The Government is very keen to find out practical answer to abolish scavenging.

We will be eagerly looking forward to early recommendations of the Task Force so that appropriate measures and programmes could be incorporated in the Eighth Five Year Plan itself.

I am sure that the Task Force will have useful deliberations and arrive at acceptable solutions. My good wishes are with you.

APPENDIX III

List of Participants at the meetings of the Task Force.

I. Meeting held on 18-8-89 at Yojana Bhawan, New Delhi.

1. Sh. B.S. Engti,
Minister of State for Planning
and Programme Implementation.
2. Dr. (Mrs.) I.K. Barthakur,
Adviser (SP&BC).
3. Sh. T. Munivenkatappa,
Joint Secretary (SCBCD),
Ministry of Welfare,
Sahastri Bhawan, New Delhi.
4. Sh. B.N. Srivastava,
Director (SCBCD),
Ministry of Welfare,
Shastri Bhawan,
New Delhi.
5. Sh. Omkar Seth,
Joint Director (Policy),
Deptt. of Rural Development,
Krishi Bhawan, New Delhi.
6. Sh. A.K. Sen Gupta,
Deputy Adviser,
Deptt. of Rural Development,
Krishi Bhawan, New Delhi.
7. Sh. S.P. Mishra,
Joint Director,
C.S.O. Jamnagar House,
(Block No. 12, Gallery No. 2),
Shahjehan Road, New Delhi.
8. Sh. G.R. Vishwanathan,
Executive Director,
H.U.D.C.O. House, Lodhi Road,
New Delhi.

9. Sh. D.S. Bagga,
Joint Secretary,
Deptt. of Environment and Forests,
Paryavaran Bhavan,
C.G.O. Complex, Phase-II,
Lodhi Road, New Delhi.
10. Sh. S.M. Patankar,
Director General (CAPART),
Council for Advancement of
People's Action for Rural Technology,
New Mehrauli Road, New Delhi.
11. Sh. S. Banerji,
Director (Urban Admn.)
Govt. of Madhya Pradesh,
Bhopal.
12. Sh. S.S. Dangas,
Director (Harijan Vikas),
Govt. of Madhya Pradesh,
Bhopal.
13. Shri S.K. Mukherjee,
Secretary (Social Welfare)
Govt. of Uttar Pradesh,
Lucknow.
14. Sh. M.S. Friend,
Dy. Director (SC/ST),
Old Secretariat,
Delhi Administration,
Delhi.
15. Sh. J.P. Gupta,
Dy. Director (SCP),
Old Secretariat,
Delhi Administration,
Delhi.
16. Prof. Bakshi D. Sinha,
Programme Director,
Council for Social Development,
53, Lodhi Estate, New Delhi.
17. Dr. Bindeshwar Pathak,
Founder and Chief Patron,
SULABH INTERNATIONAL,
E/14, East of Kailash,
New Delhi.

18. Sh. A.K. Roy,
Principal Adviser,
Sulabh International and
Consultant World Bank,
(Sanitation & Water Group),
D-168, Defence Colony,
New Delhi.
 19. Sh. Ishwar Dhaj Patel,
Safai Vidyalaya,
Sabarmati Ashram,
Ahmedabad, Gujarat.
 20. Ms. Nirmala Deshpande,
President,
Harijan Sevak Sangh,
Kingsway Camp,
New Delhi.
 21. Dr. P.S.K. Menon,
Dy. Adviser (BC&TD).
 22. Sh. P.K. Mohanty,
Sr. Research Officer (BC)
 23. Sh. R.N. Sharma,
Research Officer (BC).
 24. Sh. K.P. Kataliha,
Sr. Research Officer (W.S.)
 25. Sh. C.A. Tirkey,
Research Officer (BC).
 26. Sh. Amar Singh,
Research Officer (BC).
- II. Meeting held on 26-10-89 at Yojana Bhawan, New Delhi.
1. Dr. S.K. Mahapatra,
Adviser (SP&BC).
 2. Sh. T. Munivenkatappa,
Joint Secretary (SCBCD),
Ministry of Welfare,
Shastri Bhawan,
New Delhi.

3. Sh. B.N. Srivastava,
Director (SCBCD),
Ministry of Welfare,
Shastri Bhavan,
New Delhi.
4. Sh. R.N. Mondal,
Joint Director,
C.S.O., Sardar Patel Bhavan,
New Delhi.
5. Sh. S.P. Mishra,
Joint Director,
C.S.O. Jammagar House,
(Block No. 12, Gallery No. 2),
New Delhi.
6. Dr. S.R. Sukla,
Dy. Adviser (PHE),
M/o Housing and Urban Development,
Nirman Bhawan,
New Delhi.
7. Ms. Manorma Dutta,
Assistant Chief,
Housing & Urban Dev. Corp.,
Lodhi Road, New Delhi.
8. Sh. J.P. Gupta,
Director,
Ganga Project Directorate,
Bikaner House, Shahjehan Road,
New Delhi.
9. Dr. Zafar Ali,
Director (CAPART),
New Mehrauli Road,
New Delhi.
10. Prof. Bakshi D. Sinha,
Programme Director,
Council for Social Development,
53, Lodhi Estate, New Delhi.
11. Dr. Bindeshwar Pathak,
Founder and Chief Patron,
Sulabh International,
E/14, East of Kailash,
New Delhi.

12. Sh. A.K. Roy,
Principal Adviser,
Sulabh International and
Consultant World Bank,
(Sanitation and Water Group),
D-168, Defence Colony,
New Delhi.
13. Sh. Ishwar Bhui Patel,
Safai Vidyalaya,
Sabarmati Ashram,
Ahmedabad,
Gujarat.
14. Dr. P.S.K. Menon,
Dy. Adviser (BC&TD)
15. Sh. M.M. Datta,
Dy. Adviser (WS).
16. Sh. G.P. Bharal,
Sr. Research Officer (BC).
17. Sh. P.K. Mohanty,
Sr. Research Officer (BC).
18. Sh. C.A. Tirkey,
Research Officer (BC).
19. Sh. Amar Singh,
Research Officer (BC).

Appendix IV

Draft Model By-Laws for Regulating the Construction, Operation, Maintenance & Control of Latrines

In exercise of the powers vested under Section _____
of _____ (State) Municipalities Act _____ (year),
Municipal Board of _____ (Town) hereby makes the following
bye-laws for regulating the construction, maintenance and control of
water flush latrines within its areas.

BY-LAWS

1. Short Title, Extent and Commencement :

- (i) The By Laws may be called the _____ (town) Municipal Board Latrine bye-laws.
- (ii) They shall extend to the whole of Municipality of _____
- (iii) They shall come into force after three months from the date of their publication in the Official Gazette.

2. Definitions :

- (i) "Municipal Board" includes Municipal Corporation, Municipal Council, Town Area Committee, Notified Area Committee and Nagar Panchayat.
- (ii) "Executive Officer" includes Commissioner, Chief Officer and Secretary.
- (iii) "Latrines" or "Privy" means a place set apart for defecation together with the structure comprising such place, the receptacle therein for human excreta and the fittings and apparatus, if any, connected therewith, and includes a dry latrine and a water-flush water-seal latrine.
- (iv) "Dry Latrine" means a latrine in which human excreta are discharged into any type of receptacle e.g. bucket etc. or otherwise and required to be removed by human agency.
- (v) "Waterseal latrine" means a latrine with a minimum water-seal of 20mm in which excreta is pushed in or flushed by water and not required to be removed by human agency. The types, designs and specifications of various kinds of water-seal flush latrines shall be as

given in the schedule of these by laws or as may be prescribed by the State Govt. from time to time.

The Executive Officer shall prepare and maintain a register of Households containing information about the existing position of latrine facilities, their types and number users etc. where such facilities exist, in such form as may be prescribed. For collecting necessary information in this regard the Executive Officer may, by requisition require the owner or occupier to furnish the same within the period specified therein who shall be bound to furnish such information.

4. Construction of New Latrines :

After coming into force of these by-laws:

- (i) Any latrine that may be constructed by any person shall be of water-seal type, conforming to the types, designs and specifications prescribed in the by-laws;
- (ii) every person, who builds or rebuilds a residential building, shall provide at least one water-seal latrine in to;
- (iii) every house-hold shall have at least one water-seal latrine and in case the number of users within a house-hold exceeds 10, it shall have at least two latrines; and
- (iv) no building plan of any type of construction or alterations or additions to a building shall be sanctioned and no building shall be deemed to have been and completed and for human occupation unless provision is made for a water-seal latrine and the dry latrine, if any, is dismantled; but if the number of users in the house-hold exceeds 10, at least two water-seal latrines shall be provided.

5. Location of the Units :

- (i) No leaching pit for disposal of excreta shall be located within a radius of 8m from the existing hand pump or well unless special precautions to the satisfaction of the Executive Officer are taken. However, in soils with grain sizes less than 1mm and where maximum ground water level through out the year is more than 2m below the pits, the leaching pits can be located at 3m distance from drinking water sources.
- (ii) leaching pits shall be located within the premises of the building where the latrine is proposed to be constructed new or converted; where it is not possible, the pits can be located under the foot-path, road or street. The final authority to determine this feasibility shall be of the Municipal Board and its decision shall be final and binding. Permission to build the leaching pits under the road, street or foot-path shall be given only by the Executive Officer or by the person authorised by him when he is fully satisfied that it is

not feasible to construct these pits within the premises of the building; and

- (iii) In case the leach pits are located under the road, street, or foot-path the invert level of the pipe connecting the latrine pan with the pit shall be least 1.1m below ground level or below the bottom of the water main existing within a distance of 3m from the pits whichever is more.

6. Phased Latrine Programme

The Municipal Board shall make out a reasonable time-bound phased programme requiring the owners or occupiers of house-holds to convert the existing dry/bucket latrines to water-seal units and to provide water-seal latrines in all the premises in different wards.

7. Notice for Construction/Conversion of Latrine

The Executive Officer shall issue a notice in writing to the owner or occupier to provide a water-seal latrine or latrines in the premises with no latrine, or an additional unit or units in house-holds with inadequate number of latrines and or to convert the existing dry latrine into a water-seal one as per prescribed specifications with 3 months from the date of service of notice. The period of 3 months may be extended by the Executive Officer at the request of the owner or the occupier if sufficient reasons justifying the grant of such request are shown, provided that the total period shall not exceed six months in aggregate from the date of service of such notice.

In case due to space constraint it is not feasible to convert or build a new latrine as specified in the schedule of these by-laws, the owner or occupier shall inform the Municipal Board about it but to determine the aforesaid feasibility, the final authority shall be the Municipal Board and the decision of the Board shall be final and binding on the owner or the occupier of the building.

8. Licensed Contractors for Construction of Water-Seal Latrines

The Municipal Board shall issue licences to technicians, contractors and plumbers in sufficient number (who are trained and in the opinion of the Municipal Board, competent to undertake the work of construction of water-seal latrines conforming to the prescribed specifications, types and designs, etc.) on payment of a licence fee of Rs. 25 and the Municipal Board shall maintain a register thereof for the convenience of the persons constructing water-seal latrines.

No other person except the licensed contractors shall be allowed to construct water-seal latrines. An agreement shall be executed between the Municipal Board and the licensed contractor laying down the relevant terms and conditions; and necessary security money shall have to be deposited with the Municipal Board.

9. Application and Other Procedures

- (i) The person desirous to convert or construct a latrine shall submit an application on the prescribed form to the Municipal Board for sanction giving all necessary details about the type, design and specifications of the latrine proposed to be constructed and also give the location of latrine, leach pits, etc. The licensed contractor will assist him in submitting the application and getting it sanctioned. In case the application and proposal are found in order, the sanction will be accorded by the Municipal Board and a copy of the list of material to be used and specifications of the work will be given to the applicant provided the applicant is constructing a pour-flush water-seal latrine with twin leach pits;
- (ii) If a person who wants to convert existing dry, earth, bucket or bore-hole latrine or build a new water-seal pour-flush latrine with on site excreta disposal is desirous to take the financial assistance for it, he will execute an agreement with the Municipal Board as per the scheme of financial assistance to the house-holders notified by the Municipal Board. The financial assistance will be in the shape of loan or a mix of loan and grant. The criteria for determination of grant element and the terms and conditions for giving the financial assistance and loan recovery with interest shall be as notified by the Municipal Board or the State Govt. from time to time;
- (iii) the licensed contractor shall construct the sanctioned latrine as per the prescribed design, drawing and specification to the satisfaction of the Municipal Board and the owner or the occupier of the house;
- (iv) after the contractor submits the completion certificate of building the latrine, and the municipal Board and the owner or the occupier of the building being satisfied with the construction, payment will be released to the contractor by the Municipal Board. The owner or the occupier of the building will be given detailed instructions and guidance apart from a pamphlet giving instructions and guidelines regarding its use, operation and maintenance;
- (v) the latrine constructed shall be provided with a superstructure with proper ventilation. If there is a scheme for giving financial assistance for constructing a super-structure, the person who constructs the latrine will be given financial assistance on execution of an agreement on terms and conditions as specified by the Municipal Board, provided funds are available with the Municipal Board;
- (vi) a person who builds or rebuilds a house shall not be given any financial assistance by the Municipal Board for constructing a latrine; and

- (vii) the person who has obtained a loan for constructing a latrine or superstructure shall repay the loan with interest in instalments determined by the Municipal Board under the financial assistance scheme, regularly. In case of default, the following measures will be taken for recovery:
- (a) Rate of interest from the date the last loan instalment paid to the date of repayment or outstanding due loan amount shall be enhanced by at least 5% above the current bank loan interest.
 - (b) Recovery of loan dues with penal interest in case of default will be effected by means of distraining of the goods of the defaulter as is laid down for the recovery of tax in Section——of the Municipal Act——or through the District J Magistrate as arrears of land revenue.
 - (c) The water pipe connection, if the defaulter has in the house, may be disconnected.
 - (d) Recovery will be effected from the tenant who will recover it from the rent paid to the owner of the house hold.
 - (e) In case the owner of the building, in whose respect the default has accrued, is not living in the building, the water connection of the building where he is residing, if it lies within the municipal limits of the town will be disconnected.

10. Dismantling of Dry Latrine

After the construction of water-seal latrine, the dry latrine if existing in the house-hold (where the water-seal latrine has been constructed) shall be dismantled.

11. Execution of work by Municipal Board on Payment

If owner or the occupier against whom a notice under by-law No. 7 above has been issued, fails to comply with the notice within the specified time, then, without prejudice to any other action that may be taken against him under any other provision of the law, the Executive Officer shall get the latrine constructed or converted, as the case may be in terms of notice, departmentally or through any licensed contractor and recover the expenses incurred in this behalf from the defaulter under Section——of the (State) Municipal Act——(year).

12. Maintenance of Latrine

The water-seal latrine shall be properly maintained and kept in sanitary condition by the owner or the occupier. The contents of the septic tanks, soak pits, leach pits, etc. shall be periodically emptied by the owner or occupier at his own cost either through private agency or the Municipal Board. The Municipal Board shall maintain a special squad for this purpose

and provide its services for emptying the contents and/or removal thereof. The leach pits will be cleaned only after 2 years of their remaining out of service after they were full. If the Municipal Board cleans the leach pits free of cost at the request of the owner or the occupier of the building, the humus shall be the property of the Municipal Board and the owner or the occupier of the house shall not have any claim on it.

13. Penalty of Breach

Any person committing breach of any of these by-laws shall be liable to a fine not exceeding Rs. 1000.

*CHAPTER VII

SUGGESTIONS AND RECOMMENDATIONS

7.1 *Pour-Flush latrine*

7.1.1 Although the guarantee cards supplied by Sulabh International mentions of free repairs and maintenance services upto five years, Survey findings reveal that the defects in some of the P.F. latrines have not been attended to due to communication gap. Thus, as much as 23 per cent beneficiaries are facing problems in using P.F. latrines such as leakage in pipe, chocking, damaged, pits overflowing etc. Another 7.3 percent beneficiaries are not at all using P.F. latrines due to sewer chocking. During our survey, we observed that there is communication gap between the beneficiaries of P.F. latrines, the representative of Sulabh International and the local authorities. Therefore, it is suggested that after installation of P.F. latrines, there is a need for proper monitoring and follow-up action by the Sulabh International to check the P. F. latrines at regular intervals and see how these are functioning. It is, further suggested that one community organiser should be selected from each locality. The person so selected would act as a liaison between the Sulabh, the beneficiaries and local authorities. It is through the community organiser, communication gap between the Sulabh and beneficiaries would be bridged. Dissemination of knowledge about the usefulness of P.F. latrines as well as environmental sanitation is essential in making the programme a success. For this purpose Sulabh International in collaboration with local authorities should organise training camp for the community organisers so that they may educate the people with regard to the effectiveness of P.F. latrines and environmental sanitation.

7.1.2 Though the beneficiaries of P.F. latrines have agreed to get the superstructure built up on P.F. latrines, 12.5 per cent beneficiaries are not using P.F. latrines for lack of superstructures on P.F. Latrines. Therefore, before installation of P.F. latrines, Sulabh International should make sure that all the beneficiaries would get superstructures on their P.F. latrines constructed immediately after installation of P.F. latrines. For this purpose it is suggested that the Sulabh International, should take up the responsibility of constructing superstructure for those beneficiaries who are unable to get the superstructures constructed because of their poor financial conditions. Such cases should be brought to the

*From the Report of the Council for social Development, New Delhi.

notice of local authority and provisions for loan-cum-subsidy be made in the budget for poorest section of society who cannot afford construction of superstructures. If the super-structures are constructed immediately at the time of installation of P.F. latrines, the beneficiaries could use them immediately after construction.

7.1.3 Eight per cent beneficiaries are not using P.F. latrines because the pits have already been filled up with excreta. It is suggested that local authority should be informed by the community organisers of the P.F. beneficiary to get these pits cleared. It is the responsibility of local authority to make necessary arrangements for getting the accumulated excreta, cleaned from the pits.

7.1.4 The survey findings reveal that a large number of dry latrines are still existing in the selected towns. All these dry latrines should be converted immediately into P.F. latrines so that the night-soil is not allowed to be thrown in the river or drains or any other place indiscriminately. It could also prevent the sweepers of municipal corporation from cleaning those dry latrines privately or secretly. In this, respect the community organiser can play a crucial role. They could motivate the people to convert their dry latrines.

7.1.5 The State Govts. should be directed to submit the progress report along with fresh proposals of conversion/construction of dry-latrines into P.F. latrines before September of every year so that the funds could be released in time by the Ministry of Welfare, Govt. of India and the funds so received by the State Govt. could be utilised during the same financial year.

7.1.6 The State Govt. should be directed to forward proposal for only those towns which have got pre-surveys of the entire town done recently, otherwise the proposals submitted on the basis of the old survey would vary and the number of conversions would increase at the time of execution. At the time of the survey, it should also be kept in mind that house-owners express their opinion frankly whether they want one or two units constructed. At the time of execution they may not opt for two units or increase the number and add to the complexity of the problems.

7.1.7 It is recommended that local coordinating committee consisting of District Magistrate, representative of local bodies and Welfare Deptt. and Voluntary Organisations such as Sulabh International be formed with a view to sort out the bottlenecks in the implementation of conversion and liberation of scavengers scheme. They should meet periodically and review the progress of work and feed back to the State Level Coordination Committee.

7.2 Training and Rehabilitation

7.2.1 One of the reasons for dropout of scavengers' children is that the training institute is far from their residential town. Many of the trainees feel homesick. It is suggested that a few regional training centres should be set up where they could feel more at home. They can visit their home on Sundays and holidays.

7.2.2 Setting up of regional level training institute depends upon functional needs of the regions so that the training could be imparted on those trades which could be effective in terms of employment or self-employment. Before setting up any regional training centre, pre-surveys of scavengers' children and occupational needs of the regions should be conducted.

7.2.3 Another reason for dropout of scavengers' children is that the sufficient tools, equipments and machines are not there in the Sulabh Institute of Research and Rehabilitation for which many of the trainees lack practical knowledge. It is, therefore, suggested that the Government should provide sufficient tools, equipments and machines to the Training Institute.

7.2.4 It is also recommended that duration of the training course should be increased. The scavengers' children being underprivileged groups, their mental aptitude and ability cannot be matched with average students. While specifying the duration of each course, due consideration of this aspect must be considered.

7.2.5 It is recommended that the execution of rehabilitation after imparting training to liberated scavengers should be done by Sulabh Institute of Research and Rehabilitation or any Training Institute responsible for imparting training.

7.2.6 The amount sanctioned from special central assistance should be directly allocated for training and rehabilitation to Sulabh Institute of Research and Rehabilitation or the concerned Training Institute.

7.2.7 A placement officer should be appointed in Sulabh Institute of Research and Rehabilitation or the concerned Training Institute whose main function would be to contact the public and private sectors organisations for rehabilitation of these trained children.

7.2.8 The scheme of rehabilitation should be prepared two months before the training programme for each course comes to an end.

APPENDIX VI

DRAFT REPORT OF THE SUB-COMMITTEE ON TASK
FORCE ON THE PROBLEMS OF SCAVENGERS TO WORK
OUT A DETAILED STATEWISE ESTIMATE OF THE
NUMBER OF DRY-LATRINES IN THE COUNTRY AND
THE NUMBER OF SCAVENGERS ENGAGED IN SER-
VICING DRY LATRINES.

CENTRAL STATISTICAL ORGANISATION
DEPARTMENT OF STATISTICS
MINISTRY OF PLANNING
GOVERNMENT OF INDIA

Draft Report of the sub-committee on Task Force on the problems of Scavengers to work out detailed State-wise estimates of the number of dry-latrines in the country and estimate of number of scavengers engaged in servicing dry-latrines.

In pursuance of the decision taken in the first meeting of the Task-Force on the problems of scavengers for suggesting remedial measures to abolish this practice held on 18th August, 1989 in Yojana Bhavan under the Chairmanship of Adviser (BC), it was suggested that a sub-committee headed by a CSO nominee be formed and accordingly a sub-committee was set up with following composition :

1. Representative of the Central Statistical Organisation,
New Delhi. Chairman.
2. Representative of National Sample Survey Organisation,
New Delhi. Member
3. Dr. Bindeswar Pathak,
Founder and Chief Patron,
Sulabh International,
Sri Krishna Nagar,
Patna-1. —do—
4. Dr. Ishwar Bhai Patel,
Safai Vidyalaya,
Sabarmati Ashram,
Ahmedabad. —do—
5. Shri B. N. Srivastava, Member-Secretary
Director, SC Division,
Min. of Welfare,
Shastri Bhavan,
New Delhi.

The terms of reference of the Sub-group was to work-out detailed statewise estimates of number of dry latrines in the country and an estimate of the number of scavengers engaged in servicing dry latrines.

It was expected of the sub-group that it would examine the available results of census and surveys and place its findings to the Task Force.

For working out a Statewise estimates of the number of dry latrines in the country and the number of scavengers engaged in the task of servicing dry latrines, the following documents have been examined.

- (i) Report on Household Literacy, Drinking Water, Electricity and Toilet Facilities, Occasional Paper No. 1 of 1989 Census of India, 1981 Demography Division, Office of the Registrar General, India, Min. of Home Affairs, New Delhi, January 1989.
- (ii) Some results of Survey on Housing Condition 28th Round, (Oct. 1973 - June 1974) Sarvekshana, Vol. 1, No. 2 October, 1977 National Sample Survey Organisation, Deptt. of Statistics, Min. of Planning, New Delhi.
- (iii) Survey on Condition of slum in Class-I cities NSS 31st Round Sarvekshana, Vol. III No. 4 April, 1980, National Sample Survey Organisation, Deptt. of Statistics, Min. of Planning, New Delhi.
- (iv) Tables with notes on particulars of dwelling units Number 330, Thirty-Eighth Round (January-Dec., 1983) National Sample Survey Organisation, Deptt. of Statistics, Min. of Planning, New Delhi.
- (v) Socio-Economic Survey Instructions to Field Staff, Vol. II, Schedules of Enquiry Forty-Fourth Round (July 1988-June 1989) February, 1988 National Sample Survey Organisation, Deptt. of Statistics, Min. of Planning, New Delhi.
- (vi) Census of India, 1981, Part-III-B (iii) and (iv) Table B-18 General Economic Tables.
- (vii) Census of India, 1981, Part-II, B(i).
- (viii) Census of India, 1961, Vol. I Part-II-B(ii) General Economic Tables.
- (ix) Census of India, 1961 Vol. I, Part V-A(i) Special Tables for Scheduled Castes.

Estimation of number of dry latrines in the country

Using 1989 projected population as per Registrar General's Office and considering the average size of households for rural and urban areas of 1981 census, the estimated number of rural and urban households for 1989 has been derived separately for rural and urban areas. The percentage distribution of households using service latrines as per 38th Round NSSO has been used for estimating the number of dry latrines in 1989 separately for rural and urban areas. Utilising the above mentioned results the estimated number of dry latrines in the country in 1989 in the rural areas comes to 24.8 lakhs and in the urban areas 72.1 lakhs. Thus the estimate of total number of dry latrines in the country in 1989 works out to 96.9 lakhs. The statewise and rural/urban break-up of the figures is given in Annexure I.

The results of the 38th Round NSSO (Jan-Dec. 1983) give the percentage of households using service latrines statewise for urban and rural population separately. The results of this round indicate that the percentage of households using service latrines in the rural areas was 2.29 and in the urban areas it was 13.03. Further according to the results of the 28th Round of NSSO (Oct. 1973—June 1974) Survey on Housing condition published in Sarvekshana Vol. I No. 2 in Oct. 1977 the percentage of households using service latrines in the rural areas was 2.50 and in the urban areas it was 30.25. Thus, if we compare these results revealed by 28th (1973-1974) and 38th (1983) Rounds of NSS, the percentage decline in the use of service latrines by the households in the urban areas over a span of nine years works out to be around 40% or an yearly percentage decline of 4.4%. If the average annual percentage decline of 4.4% is assumed to hold also true in the further period namely 1983 to 1989 the estimated total no. of households using service latrines in 1989 in the urban areas would be about 54 lakhs. The statewise estimate of service latrines in the urban areas would be proportionately lower if the average annual percentage decline of 4.4% is assumed in the States/UTs.

Again if we compare the results of 28th (1973-74) and 38th (1983) rounds of NSSO, the percentage decline in the use of service latrines by the household in the rural areas over a span of 9 years works out to be around 12% or an yearly percentage decline of 1.4%. If the average annual percentage decline of 1.4% is assumed to hold also true in the further period namely 1983 to 1989 then the estimated total number of household using service latrines in 1989 in the rural areas would be about 22.4 lakhs. The statewise estimate of service latrines in the rural areas would be proportionately lower if the average annual percentage decline of 1.4% is assumed in the States/UTs.

Thus in 1989 the total estimated number of dry latrines on the above mentioned basis in the country works out to 76.4 lakhs.

Estimation of number of Scavengers in the country

Scheduled Caste Table 1 Part A, Census of India, 1961, Vol. I Part V-A(i), Special Tables for Scheduled Caste gives number of persons at work and non-workers by sex for Scheduled Caste separately for rural and urban areas. The table gives the no. of workers in special occupations like Tanning & Currying of Hides and skins and scavenging. The number of workers engaged in scavenging sexwise both for rural and urban areas statewise has been noted. Table B.V. Census of India 1961, Vol. I, Part II-B(ii), General Economic Tables gives occupational classification by sex of persons at work other than cultivation. The occupational code 931 of this report relates to 'Cleaners, Sweepers and Waterman. Table B-18, Census of India, 1981, Series I Part III-B(iii) and (iv) of General Economic Tables gives occupational classification of main workers other than culti-

vator and agricultural labourers by sex. The occupational code 541 of this report relates to 'Sweepers, cleaners and related worker's and code 542 relates to 'Waterman'. Thus the codes 541 and 542 categories 'cleaners, sweepers and waterman'.

The percentage of number of scavengers in 1981 to code 931 for rural and urban areas sexwise has been derived. These ratios have been used to obtain the number of scavenges in 1981 separately for rural and urban areas sexwise. The change during 20 years i.e. 1961 to 1981 has been calculated and assuming the same rate of change during this period, the estimated number of scavengers in 1989 has been obtained. It may be seen that the estimated total number of scavengers in the urban areas in the country in 1989 comes to 3.34 lakhs and in the rural areas it is 0.67 lakhs. Thus the number of scavengers is estimated as about 4 lakhs in the country in 1989. The statewise rural/urban break-up of the figures is given in Annexure II.

Suggestions

The publication on Socio-Economic Survey, Instructions to Field Staff, Vol. II, Schedule of Enquiry, February 1989 of the 44th Round of NSS (July 1988—June 1989) contain information regarding type of latrine, facility of latrines and number of households using the latrine and has been incorporated in Household Schedule 1.2 Housing Condition. It is felt that this information will be quite useful and NSSO may be requested to initiate action on a priority basis to estimate the number of dry latrines in the country on the results of its 44th Round.

The Registrar General may be requested to ensure that information on the number of persons engaged in scavenging in the ensuing 1991 population census is included in the special table.

Annexure I
Statewise Estimates of the number

1981

State/Union Territory	Population ('00)		No. of households		Average household size	
	Urban	Rural	Urban	Rural	Urban	Rural
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Andhra Pradesh	124876	410621	2457559	8427292	5.0	4.9
Assam	—	—	—	—	—	—
Bihar	87190	611957	1432934	10148311	6.2	6.1
Gujarat	106017	234841	1895057	4039093	5.6	5.9
Haryana	28274	100952	509104	1486489	5.6	6.7
Himachal Pradesh	3260	39548	77693	706101	4.2	5.6
Jammu & Kashmir	12604	47270	197865	742000	6.4	6.4
Karnataka	107296	264061	1845906	4556201	5.8	5.8
Kerala	47713	206824	791933	3631344	6.0	5.7
Madhya Pradesh	105865	415924	1923102	7398024	5.5	5.6
Maharashtra	219936	407906	4156618	7534337	5.3	5.4
Manipur	3755	10455	59621	171502	6.4	6.1
Meghalaya	2413	10945	46317	209618	5.2	5.2
Nagaland	1202	6547	24481	124999	5.0	5.2
Orissa	31103	232600	620468	4384711	5.0	5.3
Punjab	46478	121412	812939	1935514	5.7	6.3
Rajasthan	72105	270514	1257281	4567680	5.7	5.9
Sikkim	511	2653	10666	49191	5.1	5.4

of dry latrines in 1989

		1989		Jan.-Dec. 83 (38th round NSSO) % of Household Using service latrines		Estimated No. of Households using service latrines in 1989	
Population ('00)		Estimated No. of Household ('00)					
Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural
(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
167167	453715	33434	92595	12.45	1.81	416253	167597
27608	211434	5020	37756	36.30	10.63	182226	401346
123715	705538	19954	115662	13.39	1.67	267184	193165
134036	263298	23935	44401	8.15	1.79	195070	79478
41760	116561	7457	17397	34.07	0.75	254060	13048
4022	45441	958	8114	24.74	0.29	23701	2353
16600	54826	2594	8567	65.36	7.53	169544	64510
145745	292014	1128	50347	5.55	0.76	139460	38264
61860	230413	10310	40423	2.59	1.37	26703	55380
149913	468439	27257	83650	22.45	1.20	611920	100380
280772	450764	52976	83475	13.97	1.39	740075	116030
5097	12153	796	1992	31.83	11.62	25337	23147
3652	12883	702	2477	37.15	—	26079	—
2241	8349	448	1605	51.38	—	23018	—
46903	257163	9381	48521	12.31	0.60	115480	29113
61151	132197	10728	29084	28.18	1.26	302315	26440
103487	320270	18156	54283	18.89	0.90	342967	48855
928	3287	181	609	10.20	—	1846	—

(1)	(2)	(3)	(4)	(5)	(6)	(7)
Tamil Nadu	159519	324562	3239322	7041680	4.9	4.6
Tripura	2256	18275	43180	336697	5.3	5.4
Uttar Pradesh	198991	909629	3378068	15840819	5.9	5.7
West Bengal	144467	401339	2716794	7032388	5.3	5.7
Andaman & Nicobar Islands	496	1391	11368	29303	4.4	4.8
Arunachal Pradesh	414	5904	9759	115188	4.2	5.1
Chandigarh	4228	288	94713	5883	4.5	4.9
Dadra & Nagar Haveli	69	968	1305	18123	5.3	5.3
Delhi	57682	4522	1139862	71922	5.1	6.3
Goa, Daman & Diu	3518	7349	69076	141336	5.1	5.2
Lakshadweep	186	216	3026	3611	6.2	6.0
Mizoram	1218	3719	20548	60833	5.9	6.1
Pondicherry	3160	2884	59384	56406	5.3	5.1
All India	1576802	5076076	28905949	90866596	5.5	5.6

- Source:* 1. *From Col. 2 to Col. 5;*
Census of India 1981 Part II
2. *From Col. 8 to Col. 9;*
Registrar General
3. *From Col. 12 to Col. 13*
38th round NSSO Results
Jan.—Dec. 83

(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
193313	356046	39452	77401	15.55	1.03	613479	79723
2842	21955	536	4066	—	—	—	—
289835	1019593	49125	178876	39.31	4.49	1931104	803153
178986	457873	33771	80329	16.51	2.91	557559	233757
811	1906	184	397	26.10	3.24	4802	1286
696	7174	166	1407	—	—	—	—
6559	317	1458	65	3.70	—	5395	—
85	1187	16	224	—	3.84	—	860
81244	4509	15930	716	14.07	2.17	224135	1554
4766	8302	934	1597	1.12	—	1046	—
210	244	34	41	—	—	—	—
2123	4538	360	744	3.73	1.11	1343	826
4251	2954	802	579	4.47	—	3585	—
2142380	5925343	387163	1021544	18.08	2.29	7205686	2483256

B (i) (Page 4—23)

Totals need not tally due to rounding off

*State wise Estimates of the
Annexure—*

STATES/UTs		1961 Census Code 931		Persons Engaged in Scavenging 1961	
		Male	Female	Male	Female
1	2	3	4	5	6
Andhra Pradesh	R	6946	3690	1739	1099
	U	20671	12576	4693	3314
	T	27617	16266	6432	4413
Assam	R	2327	158	181	23
	U	3766	767	753	123
	T	6093	925	934	146
Bihar	R	8875	5789	2461	1220
	U	14615	8151	8019	5327
	T	23490	13940	10480	6547
Gujarat	R	5179	2260	2826	1154
	U	18252	9420	8813	6548
	T	23431	11680	11639	7702
Haryana	R	—	—	—	—
	U	—	—	—	—
	T	—	—	—	—
Himachal Pradesh	R	361	65	289	61
	U	406	244	382	241
	T	767	309	671	302
Jammu & Kashmir	R	1945	80	197	5
	U	2732	473	69	21
	T	4677	553	266	26
Karnataka (Mysore)	R	3359	1361	905	542
	U	18835	6619	8298	4225
	T	22194	7980	9203	4767
Kerala	R	5303	3295	115	33
	U	3431	3713	815	538
	T	8734	7008	930	571

No. of Scavengers in 1989

II.

%age of Scavengers to Code 931		1981 Census Code 541+542		Estd. No. of Scavengers in 1981		Estd. No. of Scavengers in 1989	
Male	Female	Male	Female	Male	Female	Male	Female
7	8	9	10	11	12	13	14
25.04	29.78	12858	6057	3220	1804	3812	2086
22.70	26.35	25718	18602	5838	4902	6296	5537
23.29	27.13	38576	24659	9058	6706	10108	7623
7.78	14.56	..	—	—	—	—	—
20.00	16.08	—	—	—	—	—	—
15.32	15.78	—	—	—	—	—	—
27.73	21.07	8168	1705	2265	359	2187	15
54.87	65.35	20996	10280	11521	6718	12922	7274
47.61	46.97	29164	11985	13786	7077	15109	7289
54.57	51.06	7202	1986	3930	1014	4372	958
48.29	69.51	24946	14872	12046	10338	13339	11854
49.67	65.94	32148	16858	15976	11352	17711	12812
—	—	10859	2694	—	—	—	—
—	—	11345	4073	—	—	—	—
—	—	22204	6767	—	—	—	—
80.05	93.85	1658	494	1327	464	1742	625
94.08	98.77	2084	914	1961	903	2593	1168
87.48	97.73	3742	1408	3288	1367	4335	1793
10.13	6.25	1608	157	163	10	149	12
2.53	4.44	4043	972	102	43	115	52
5.69	4.70	5651	1129	265	53	264	64
26.94	39.82	5852	1271	1577	506	1846	492
44.06	63.83	20278	8250	8934	5266	9188	5682
41.47	59.74	26130	9521	10511	5772	11034	6174
2.17	1.00	5068	6748	110	67	108	181
23.75	14.49	3610	6760	857	978	874	1154
10.65	8.15	8678	13498	967	1045	982	1335

1	2	3	4	5	6
Madhya Pradesh	R	11069	12624	5701	6096
	U	20853	14174	11204	9029
	T	31922	26798	16905	15125
Maharashtra	R	10535	3727	1369	1076
	U	40548	17725	9262	7877
	T	51083	21452	10631	8953
Meghalaya	R	—	—	—	—
	U	—	—	—	—
	T	—	—	—	—
Manipur	R	124	7	—	—
	U	86	—	—	—
	T	210	7	—	—
Mizoram.	R	—	—	—	—
	U	—	—	—	—
	T	—	—	—	—
Nagaland	R	96	1	—	—
	U	140	—	—	—
	T	236	1	—	—
Orissa	R	1740	660	1281	1710
	U	2457	1716	2161	2333
	T	4197	2376	3442	4043
Punjab	R	27762	40426	15582	27365
	U	23422	12844	15122	10750
	T	51184	53270	30704	38115
Rajasthan	R	12948	11807	11321	13107
	U	16964	9113	7665	7178
	T	29912	20920	18986	20285
Sikkim	R	32	3	—	—
	U	28	1	—	—
	T	60	4	—	—
Tamil Nadu (Madras)	R	5876	1615	3965	861
	U	21492	9535	11633	6601
	T	27368	11150	15598	7462
Tripura	R	94	14	50	10
	U	132	57	105	54
	T	226	71	155	64

7	8	9	10	11	12	13	14
51.50	48.29	9971	5217	5135	2519	4909	1088
53.73	63.70	30765	17769	16530	11319	18660	12235
52.96	56.44	40736	22986	21665	13838	23569	13325
12.99	28.87	14505	4265	1884	1231	2090	1299
22.84	44.44	65051	28593	14858	12707	17096	14633
20.81	41.74	79556	32858	16742	13938	19186	15932
—	—	120	102	—	—	—	—
—	—	504	463	—	—	—	—
—	—	624	565	—	—	—	—
—	—	169	37	—	—	—	—
—	—	206	64	—	—	—	—
—	—	375	101	—	—	—	—
..	..	51	5	..	..	..	..
..	..	160	113	..	..	..	..
..	..	211	118	..	..	..	..
..	..	162	40	..	..	..	..
..	..	189	64	..	..	..	..
..	..	351	104	..	..	..	..
73.62	259.09	4929	2368	3629	6135	4568	7905
87.95	135.96	9363	5994	8235	8149	10665	10475
82.01	170.16	14292	8362	11864	14284	15233	19380
56.13	67.69	5035	2920	2826	1977	—2276	—8178
64.56	83.70	18100	6551	11685	5483	10310	3376
59.99	71.55	23135	9471	14511	7460	8034	—4802
87.43	111.01	13616	8056	11904	8943	12137	7277
45.18	78.77	25148	11523	11362	9077	12841	9837
63.47	96.96	38764	19579	23266	18020	24978	17114
—	—	128	14	—	—	—	—
—	—	265	34	—	—	—	—
—	—	393	48	—	—	—	—
67.48	53.31	11925	3928	8047	2094	9680	2587
54.13	69.23	32606	17478	17650	12100	20057	14300
56.99	66.92	44531	21406	25697	14194	29737	16887
53.19	71.43	157	64	84	46	99	60
79.55	94.74	254	171	202	162	241	205
68.58	90.14	411	235	286	208	340	265

1	2	3	4	5	6
Uttar Pradesh	R	79873	67295	33373	32301
	U	50813	21425	28784	15346
	T	130686	88720	62157	47647
West Bengal	R	6681	1117	1438	317
	U	34334	6811	4723	2070
	T	41015	7928	6161	2387
Arunachal Pradesh	R	—	—	—	—
	U	—	—	—	—
	T	—	—	—	—
Andaman & Nicobar Islands	R	31	2	—	—
	U	121	43	—	—
	T	152	45	—	—
Chandigarh	R	—	—	—	—
	U	—	—	—	—
	T	—	—	—	—
Delhi	R	1349	827	843	643
	U	17624	4680	9063	2255
	T	18973	5507	9906	2898
Dadra and Nagar Haveli	R	10	3	1	1
	U	—	—	—	—
	T	10	3	1	1
Goa, Daman & Diu	R	19	21	—	—
	U	99	107	—	—
	T	118	128	—	—
Pondicherry	R	381	243	40	2
	U	77	95	11	18
	T	458	338	51	20
NorthEast Frontior Agency	R	177	17	—	—
	U	—	—	—	—
	T	177	17	—	—
Laccadive, Minicoy Aminidivi Islands	R	14	—	—	—
	U	—	—	—	—
	T	14	—	—	—
All India	R	193106	157107	83677	87626
	U	311898	140288	131575	83818
	T	505004	297395	215252	171474

Source: (1) Census of 1961, Code 931: Census of India, 1961 Vol. I Part
(2) Scavenging, 1961: Census of India, 1961 Vol. I Part V-A (i)
(3) Code 541 + 542 Census of India, 1981 Part-III-B (iii) and (iv)

7	8	9	10	11	12	13	14
41.78	48.00	30424	12713	12711	6102	4446	4378
56.65	71.63	69661	24295	39463	17403	43735	18226
47.56	53.70	100085	37008	52174	23505	48181	13848
21.52	28.38	6072	1866	1307	530	1255	615
13.76	30.39	37268	8299	5128	2522	5290	2703
15.02	30.11	43340	10165	6435	3052	6545	3318
—	—	163	30	—	—	—	—
—	—	99	35	—	—	—	—
—	—	262	65	—	—	—	—
—	—	126	11	—	—	—	—
—	—	307	71	—	—	—	—
—	—	433	82	—	—	—	—
—	—	112	17	—	—	—	—
—	—	3655	1041	—	—	—	—
—	—	3767	1058	—	—	—	—
62.49	77.75	2922	1362	1826	1059	2219	1225
51.42	48.18	35963	13663	18492	6583	22264	8314
52.21	52.62	38885	15026	20318	7642	24483	9539
10.00	33.33	—	—	—	—	—	—
N.A.	N.A.	—	—	—	—	—	—
10.00	33.33	—	—	—	—	—	—
—	—	232	258	—	—	—	—
—	—	690	653	—	—	—	—
—	—	922	911	—	—	—	—
10.50	0.82	190	209	20	2	12	2
14.29	18.95	654	539	93	102	126	136
11.94	5.92	844	748	113	104	138	138
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
—	—	—	—	—	—	—	—
43.33	55.77	154282	64594	61965	34862	53355	13865
42.19	59.77	443928	202127	184957	114755	206612	127167
42.62	57.66	598210	266721	246922	149617	259967	141032

II-B (ii) General Economic Tables.
Special Tables for Scheduled Caste.
Table B-18 General Eco. Tables.