

**REPORT**  
**OF THE**  
**COMMITTEE TO STUDY THE**  
**WORKING AND SERVICE**  
**CONDITIONS OF SWEEPERS AND**  
**SCAVENGERS**



सर्वोदय

**NATIONAL COMMISSION ON LABOUR**

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## FOREWORD

The National Commission on Labour appointed the Committee to Study the Working and Service Conditions of Sweepers and Scavengers in its attempt to understand the changes in conditions of different sectors of labour in the country since Independence. This was one of the series of Groups set up by the Commission to cover its terms of reference specifically in regard to an important category of labour. The Committee was required to analyse available information and project its thinking on problems affecting sweepers and scavengers in the years to come.

The views expressed in the report are the views of the Committee. In examining them for framing its final recommendations, the Commission will attach due importance to these views coming as they do from knowledgeable persons. In the meanwhile, the report is being published by the Commission with a view to seeking comments on it from persons/institutions interested in the subject.

The Commission is grateful to the Chairman and Members of the Committee individually for completing their work within the time limit fixed for them. The Commission is also grateful to all persons/institutions who may have helped the Committee in reaching conclusions.

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(Copy of letter No. 3(9)/68-NCL dated the 15th Oct. 1968 from Dr. Bhanuprasad Pandya, Chairman, Committee to study the working and service conditions of Sweepers and Scavengers, to Chairman, National Commission on Labour).

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Sir,

Sub :—Report of the Committee set up by the National Commission on Labour to study the working and service conditions of sweepers and scavengers.

I submit herewith the report of the above Committee.

2. I may bring to your kind notice that Shri Deva Raj, one of the members of the Committee, has signed the report subject to the following observations :—

“The Committee has urged that almost all its recommendations should be incorporated in a comprehensive law but the Committee did not have the time to go into the feasibility of such a legislation or of the constitutional propriety of covering by a Central law the service conditions of a section of employees of local bodies which fall in exclusive jurisdiction of the States as per entry 5 of List II of the Seventh Schedule of the Constitution.”

3. Prof. N.R. Malkani too has expressed similar opinion.

4. I and the remaining members of the Committee have considered this aspect carefully and we are of the view that as per the entries Numbers 22, 23 and 24 of the List (III)—Concurrent list of the Seventh Schedule of the Constitution, which are reproduced below, the Central as well as State legislatures would be competent to enact the proposed legislation, as the sweepers and scavengers belong to the category of labour and the legislation proposed by the Committee is essentially for the welfare of the labour :—

#### Concurrent List

- “22. Trade unions ; industrial and labour disputes.
23. Social security and social insurance ; employment and unemployment.

24. Welfare of labour including conditions of work, provident funds, employers' liability, Workmen's Compensation, invalidity and old age pensions and maternity benefits."

5. Thus, for example, the Minimum Wages Act and the Industrial Disputes Act which affect the service conditions of the sweepers and scavengers of the local bodies also have been enacted by the Central legislature.

Thanking you,

Yours faithfully,

Sd/- Bhanuprasad Pandya,  
Chairman.

Consent List  
22. Trade unions, industrial and labour disputes.  
23. Social security and social insurance; employment and unemployment.

## P R E F A C E

We are submitting this report containing suggestions for improving the working, service and living conditions of sweepers and scavengers who have been neglected by the society for generations past and who still constitute the lowliest of the low section of the working class. Among all the activities of Mahatma Gandhi, amelioration of this section of the society was dearest to him. This report is being submitted at the time when the Nation and the world are celebrating Mahatma Gandhi Centenary Year.

We would be satisfied if our report becomes instrumental to some extent in realising the dream of Gandhiji of raising the status of sweepers and scavengers so as to bring them at par with other sections of the society.

We are extremely thankful to Dr. P. B. Gajendragadkar, the Chairman of the National Commission on Labour for taking keen interest in the working of the Committee. We are also thankful to Shri B. N. Datar, the Member-Secretary and other officers and members of the staff of the National Commission on Labour, who were always willing to render all possible assistance to the Committee.

Our thanks are due to the Commissioner of Labour, State of Gujarat, Ahmedabad for making the services of Shri K. A. Sheth, the Assistant Commissioner of Labour, Ahmedabad available to the Committee and for permitting the utilisation of his office staff and equipment for rendering secretariat assistance to the Committee.

The members of the Committee are thankful to Dr. Bhanuprasad Pandya, the Chairman of the Committee for his deep insight into the problem, his practical and sympathetic approach, for his wholehearted and full-time devotion to the Committee's work and for ably guiding the deliberations and the work of the Committee. The Chairman is deeply indebted to the experienced and veteran members of the Committee for their valuable advice, help and co-operation. The Chairman feels hesitant to thank them, as amelioration of the conditions of sweepers and scavengers has been their life-long



mission and they have devoted their entire lives to this cause. He considers himself to be exceptionally fortunate for having such devoted social workers like Prof. Malkani, Shri Balmiki, Shri Kajrolkar and Shri Bhola Raut, and experienced and sympathetic officer like Shri Deva Raj, as his colleagues on the Committee. The valuable advice of Prof. Malkani at every stage of the Committee's work and the intimate knowledge and first-hand experience of Sarvashri K. L. Balmiki and Bhola Raut with regard to the woes of the sweepers and scavengers have been of great assistance to the Committee. The presence of Shri Kajrolkar has always been a source of inspiration to the Committee. The extensive experience and knowledge of municipal administration of Shri Deva Raj have been of great assistance to the Committee. His contribution to the Committee's work at various stages was sound and valuable.

The Committee would like to record their appreciation for the help of Shri K. A. Sheth, the Secretary of the Committee, who, in addition to his onerous official duties as Assistant Commissioner of Labour, Gujarat State, was always willing to push forward the work of the Committee and who rendered devoted and sincere services to the Committee in its entire work including the preparation of the Report. His knowledge and experience of the labour laws and the labour problems have been of great help to the Committee.

We would be failing in our duty if we do not express our feelings of gratitude to numerous officers of the Central and State Governments/Union Territories, Municipal Corporations, Municipalities and other local bodies, trade unions, social institutions and social organisations like Balmiki Sabhas for their hospitality and co-operation. We are particularly grateful to Governors, Ministers, Mayors and other high dignitaries who, amongst their onerous duties, found time to give us an opportunity to discuss the various problems of sweepers and scavengers with them.

## CHAPTER I

### INTRODUCTION

1.1 The Government of India has set up, on 24th December, 1966, the National Commission on Labour to review the changes in the conditions of Labour since Independence and to make recommendations, *inter alia*, on the levels of workers' earnings, standard of living, social security, labour relations, labour legislations, existing arrangements for labour intelligence and research etc., which may serve as guidelines for the future. In April, 1967, the Commission issued a comprehensive questionnaire for eliciting the views of the Central and State Governments, employers' and workers' organisations and other institutions/persons interested in the field of labour-management relations. In view of the comprehensive nature of the enquiry and the need for tapping the expertise available within the country on labour problems in different industries, the Commission has set up a number of Study Groups and Committees.

1.2 The National Commission on Labour vide its Memorandum No. 3(9)/67—NCL dated 26th May, 1967, constituted a Committee to Study the Working and Service Conditions of Sweepers and Scavengers in all its aspects consisting of the following members :—

1. Dr. Bhanuprasad Pandya, Chairman.
2. Shri K.L. Balmiki, Member.
3. Shri N.S. Kajrolkar, Member.
4. Shri Bholu Raut, M.P., Member.
5. Prof. N.R. Malkani, Member.
6. Shri Dev Raj, Member.
7. Shri O.K. Moorthy, Member.

The copy of the relevant memorandum is appended and marked Appendix I.

1.3 Shri K.A. Sheth, Assistant Commissioner of Labour, Gujarat State, Ahmedabad was appointed as the Secretary of the Committee vide the Government of India, National Commission on Labour, Memorandum No. 3(9)/67/NCL—SG dated the 28th July 1967. The copy of the relevant memorandum is appended and marked Appendix II.



1.4 Shri O. K. Moorthy, before he could participate in the work of the Committee, was selected for U.N.O. Fellowship on Human Rights and had left for U.S.A. He ceased to be the member of Committee.

1.5 The Committee had been asked, *inter alia*, to :—

- (a) ascertain facts from available literature on the subject;
- (b) draw conclusions and suggest solutions to the problems posed by the Committee including the practical steps to be taken to improve the living and working conditions of sweepers and scavengers;
- (c) study, in particular, the material already collected by :—
  - (i) The Barve Committee set up by the Maharashtra Government in 1949;
  - (ii) The Malkani Committee set up by the Central Board for Harijan Welfare in 1957;
  - (iii) The Social Welfare Team headed by Smt. Renuka Ray set up by the Planning Commission in 1958; and
  - (iv) The Special Working Group on Co-operation for Backward Classes set up by the Ministry of Home Affairs in 1961;

and review the action taken to implement the recommendations made.

1.6 The Committee was also requested by the National Commission on Labour vide its D.O. letter No. 3(9)/67/NCL dated the 14th September, 1967 to consider the suggestions made during the discussion on the Lok Sabha starred question No. 935 regarding Conditions of Service of Scavengers. A copy of the National Commission on Labour's D. O. No. 3(9)/67/NCL dated the 14th September, 1967 along with its enclosures is appended and marked Appendix III.

1.7 The National Commission on Labour did not contemplate any new enquiry by the Committee for collecting data. The task entrusted to the Committee and the proceedings of the Lok Sabha, on the other hand, indicated that this Committee may look into the working, living and service conditions, wages and everything so far as sweepers and scavengers are concerned and make recommendations to improve them. This aspect of the Committee's work was, therefore, discussed fully at their first meeting held at New Delhi on 6th and 7th October, 1967 and it was decided to issue a questionnaire as finalised in the meeting and also to



undertake the tour of the selected places for on-the-spot study as well as for discussion of the problems with all concerned. A copy of the questionnaire issued by the Committee is appended and marked Appendix IV.

1.8 The Committee would have very much liked to undertake a comprehensive enquiry, especially in view of the fact that there had been no such inquiry into the living and service conditions of sweepers and scavengers on an all-India basis. That was however not possible on account of the lack of requisite facilities and staff needed for collection, compilation and tabulation work involved in such enquiries as also on account of the limitation of time by which the Committee had to submit their report to the Commission. The Committee had, therefore, to content themselves with whatever information they could collect through questionnaire and correspondence supplemented by on-the-spot study tours.

1.9. The Study-tour of the Committee in the places visited usually started with a morning round of the City for about two to three hours to observe the working conditions of sweepers and scavengers. This used to be followed by a meeting with the President and Officers of the Municipalities to gather information and to discuss the problems of improving the working, service and living conditions of sweepers and scavengers. In the afternoon, the Committee used to meet the representatives of sweepers and scavengers, social workers, trade union workers and others interested in the problems of sweepers and scavengers and discuss the problems with them. In the evening, the Committee generally visited the housing colonies of sweepers and scavengers where meetings were held to discuss the problems of their general welfare. At the State Head Quarters, the Committee used to meet the representatives of various departments concerned such as Local Self Government, Social Welfare, Housing, Harijan Welfare, Public Health, Labour Panchayats etc. Wherever possible, the Committee also met the Ministers in charge of Local Self Government Department, Harijan Welfare etc., as also the Governor to acquaint them with the conditions of sweepers and scavengers observed by the Committee as also to recommend the measures to ameliorate their conditions. The places visited by the Committee are listed in Appendix V. It would appear therefrom that the Committee could not visit some of the States at all. It also could not discuss the matters with the Officers of Madras Government as the dates were not suitable to them. However, the information collected by the

Chairman and the Members of the Committee from the rank and file of sweepers and scavengers during the Committee's study tours and meetings has helped the Committee to understand the problem thoroughly. All this and the expertise of the members have made it possible for the Committee to offer suggestions and practical steps to improve the working, service and living conditions of sweepers and scavengers.

1.10 The Committee would like to emphasise at the outset, the special character of the problem under consideration. The question of working conditions of sweepers and scavengers is not merely a matter of employer-employee relations, but an issue that has figured prominently in the social and political thinking of the country for almost a generation. The question of untouchability, caste differentiation, the stigma and repugnance attached to this occupation, the age-long suppression, privations and afflictions, suffered by these communities of sweepers and scavengers, involve the social conscience of the whole nation. The uplift of this class of people requires breaking of traditional attitudes and a long process of education not only of the higher castes, but of sweepers and scavengers themselves, to pull them up from the state of despair to which they appear to have a fatalistic approach.

1.11 Apart from the obligation of the employing agencies, of which the municipal authorities are by far the most numerous, to provide these categories of employees appropriate wages and service conditions, the Constitution in its Directive Principles of State Policy have enjoined on the State, which included the Central, State and Local Governments, the responsibilities for securing just and humane conditions of work and promoting with special care the educational and economic interests particularly of the Scheduled Castes and protect them from social injustice and all forms of exploitations. It is for this reason that the Government of India have constituted the Office of the Commissioner of Scheduled Castes and Scheduled Tribes and the State Governments have been organising Plan programmes for Harijan uplift and welfare. The concern of the Government would also be clear from the number of Committees and Commissions that have been set up in the last 10 years for the improvement of their working conditions. The emphasis, however, has so far been on social conditions and no attempt has been made to make any detailed study of the wage structure and pay scales of this category of workers. The Committee has tried to collect information as far as possible



in this regard particularly in view of the pointed references made to this aspect of the question in the Parliament in the course of supplementaries on July 5, 1967, extracts from the proceedings of which were sent to this Committee and are given in Appendix III.

1.12 As would appear from these extracts, the question of service conditions, wages and everything so far as sweepers and scavengers are concerned, has been receiving the attention of the Government. It is brought to the notice of this Committee that the matter was first raised in Parliament as early as on 14th March, 1950, by Shri K. L. Balmiki, a member of this Committee and formerly a Member of the Parliament. He also drew pointed attention to this question in his speech before the Parliament on April 18, 1966 and to some of the announcements that were stated to have been made at Kanpur by Hon'ble Shri Jagjivan Ram, the then Union Labour Minister on April 3, 1966. The Minister replying to the debates on the grants of the Ministry of Labour, Employment and Rehabilitation on April 19, 1966 stated as follows :

“.....we have a special kind of labour in this country, namely the scavenging labour, sweepers and scavengers. Shri Butta Singh and Shri Balmiki had pleaded their cause. I have been intimately connected with the scavengers of this country. For the last 30 or 35 years I have been devoting some of my attention to how we can improve their lot. There have been several enquiries into the various aspects of scavenging labour. Whether a wage board will be a reply to the various problems is something on which I have not been able to make up my mind. But I am certainly thinking whether a study group or even a Commission will be necessary to go into this problem.”

It is to these announcements that attention had been drawn in the Parliament on July 5, 1967 referred to above. It would also appear that the Government had under consideration, the question of appointing a Wage Board for dealing with the question of pay and allowances of sweepers and scavengers throughout the country. But when the Government decided to appoint the National Commission, with its terms of reference including all employees covered by the Industrial Disputes Act, 1947, this study group was set up as a Committee of the Commission to report on every aspect of the social and economic problems relating to the sweepers and scavengers. The recommendations of this Committee should, therefore, be viewed in the larger context.



## CHAPTER II

### GENERAL OBSERVATIONS

2.1 The sweepers and scavengers are rendering a very essential service to the community, particularly, in urban areas where the problem of sanitation and environmental hygiene have assumed a new dimension under the impact of rapid urbanisation and growing congestion in the central areas. On account of the nature of their work, they have been the most despised section of the working class. Even though Mahatma Gandhi, the Father of the 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 even after two 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 legal, legislative and administrative measures that have been instituted. Nevertheless, it has been the experience of this Committee that although some efforts have been made by the State Governments and Local Bodies towards improving the conditions, most of the recommendations have remained unattended and this important section of the society continues to suffer from various social and economic handicaps.

2.2 During our visits to the towns and cities, the Committee made it a point to visit the different localities where the scavengers and sweepers live and work. It is amazing that even to-day the most primitive conditions continue to prevail in respect of the cleaning of privies and handling and disposal of night soil. Even where some quarters have been built for the sweepers, they are in such close proximity to public latrines or night soil collecting centres that the sweepers and their children continue to live, grow and die in the polluted atmosphere of stink and insanitation. In spite of all the attempts made so far to eradicate the evil, the Committee came across the most inhuman sight of night soil being carried as head-loads in leaking baskets and human beings wading in

pools of filth exposing themselves to the worst hazards to their health and well-being. Municipal officials and officers find it nauseating to pay visits to the spots and sites where the scavengers spend their life-time working for hours together day in and day out. Such atmosphere charged with filth and squalor cannot but have a 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 by promoting more mechanised system of night soil disposal and introduction of water flush latrines we 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.

2.3 According to the census of 1961, the total number of workers engaged in the occupation of scavengers and sweepers were just over 8 lakhs. The distribution in different States is as per the table below :

TABLE

Number of workers engaged as scavengers and sweepers in India according to 1961 Census.

S. No.	Name of the State/ Union Territory	Population of sweepers/scavengers
1.	Andhra Pradesh	43,883
2.	Assam	7,018
3.	Bihar	37,430
4.	Gujarat	35,111
5.	Jammu & Kashmir	5,230
6.	Kerala	15,742
7.	Madhya Pradesh	58,720
8.	Madras	38,518
9.	Maharashtra	72,535
10.	Mysore	30,174
11.	Orissa	6,573
12.	Punjab	1,04,454
13.	Rajasthan	50,832
14.	Uttar Pradesh	2,19,406
15.	West Bengal	48,943
16.	Andaman & Nicobar	197
17.	Dadra & Nagar Haveli	13
18.	Delhi	24,480



19.	Goa, Daman & Diu	246
20.	Himachal Pradesh	1,076
21.	Laccadive Islands	14
22.	Manipur	217
23.	Nagaland	237
24.	NEFA	194
25.	Pondicherry	796
26.	Trioura	297
	Total	8,02,336

In most parts of the country, about 75% of the total number of sweepers live in the urban areas with municipal bodies being, by far, the biggest employers.

2.4 The former Government of Bombay had appointed Scavengers' Living Conditions Enquiry Committee popularly known as Barve Committee in 1949. Its recommendations were mainly confined to the major demands like increase in wages, supply of uniforms, facilities for education, reduction in working hours, housing etc. It had made very valuable recommendations on all these aspects. It had, *inter alia*, made certain observations for providing receptacles and introduction of wheel barrows. That was the first serious attempt towards improving the conditions of sweepers and scavengers. Its findings and recommendations were for local bodies in Bombay State only, but as they were capable of wider applications and could be adopted profitably in other States also, the Ministry of Health, Government of India, forwarded the summary of recommendations of the Barve Committee to all States/Union Administrations, requesting them to implement as many of recommendations of that Committee as possible. Extent of implementation of the recommendations was poor in most of the States.

2.5 The appointment of the Scavenging Conditions Enquiry Committee in 1957 headed by Prof. N.R. Malkani was an event of some significance. Its report, which was submitted in 1960 contained concrete recommendations not merely for eliminating the inhuman practice of carrying night soil as head-loads, but also for removing filth and indignity from all stages of scavenging, and for improving the working and living conditions and social status of scavengers. However, as most of the recommendations fall in the field of Local Bodies, in spite of the efforts of Government of India with some financial assistance to Local Bodies and State



Governments, the impact of its recommendations has not been great. It may seem strange, but it is a fact that the authorities in charge of Health Department of many Municipal Corporations and other local bodies are almost ignorant about the Malkani Committee's recommendations,

2.6 The recommendations contained in the Report of the Special Working Group on Co-operation for Backward Classes and the Study Team on Social Welfare and Welfare of Backward Classes have also, so far as the sweepers and scavengers are concerned, remained on paper and barring a few States and Local Bodies, no serious efforts seem to have been made to implement them.

2.7 The sweepers and scavengers do belong to the working class. The principal employers of sweepers and scavengers are the corporations, municipalities and other local bodies such as Nagar and Gram Panchayats, Cantonment Boards, Hospitals, Port Trusts, Railways, Factories, the Central and State Government Departments and Semi-Government Institutions. They are covered under the Trade Unions Act, 1926 and majority of the sweepers scavengers, especially in urban areas, have organised themselves into trade unions and quite often obtained better service conditions through their organised strength. Even though the sweepers and scavengers fall within the definition of "workman" and Municipality within the definition of "employer" under the Industrial Disputes Act, 1947, some State Governments have adopted the policy of non-intervention in disputes between the Municipalities and the sweepers and scavengers and thereby denying them the utilisation of the machinery provided under the Act for the peaceful settlement of disputes.

2.8 The Royal Commission on Labour had not touched the problems of sweepers and scavengers. It is gratifying to note that the National Commission on Labour has thought it fit to consider their problems in all aspects. The Committee feel that the sweepers and scavengers is an important section of the working class, which has been denied the benefits of various beneficial labour legislations such as Workmen's Compensation Act, 1923, Maternity Benefits Act, 1961, Employees' Provident Funds Act, 1952, Employees' State Insurance Act, 1948, etc. As the recommendations of various committees have no statutory force, the implementation thereof by various employing authorities is not uniform and generally poor. The Committee, therefore, strongly recommend that the Central Government should undertake a comprehensive legislation for

regulating their working, service and living Conditions which should also provide for adequate inspectorate and enforcement machinery. There should also be a saving clause in this legislation providing that those sweepers/scavengers who are enjoying better service conditions shall not be adversely affected. That legislation should be made applicable, in the first instance to all local bodies, big and small, including village panchayats. It should also provide that any or all of the provisions of that law can be made applicable, by notification, to any individual or establishment employing sweepers and scavengers. The observations and recommendations of the Committee on the various aspects of the working, service and living conditions of sweepers and scavengers are given in the subsequent Chapters of the Report. Which of these aspects should be incorporated in the proposed legislation has also been indicated at the appropriate places.

## CHAPTER III

# PAY AND ALLOWANCES

3.1 Although there has been no specific enquiry or study about the pay and allowances of sweepers and scavengers, the factors that may govern norms on wages and the basic principles for fixation of minimum wage have received considerable attention of various expert bodies—national and international. The Fair Wages Committee Report, 1948, set forth the following definitions :

“(1) *Minimum Wage* :— Minimum Wage must provide not merely for the bare sustenance of life but for the preservation of the efficiency of the worker. For this purpose, the minimum wage must also provide for some measure of education, medical requirements and amenities.

(2) *Living Wage* :—The Living Wage should enable the male earner to provide for himself and his family not merely the bare essentials of food, clothing and shelter but a measure of frugal comfort including education for his children, protection against ill-health, requirements of essential social needs and a measure of insurance against the more important misfortunes including old age.

(3) *Fair Wage* :—While the lower limit of the fair wage must obviously be the minimum wage, the upper limit is equally set by what may broadly be called the capacity of the industry to pay. This will depend not only on the present economic position of the industry but on its future prospects. Between these two limits the actual wages will depend on a consideration of the following factors and in light of the comments given below :—

- (i) the productivity of labour;
- (ii) the prevailing rates of wages in the same or similar occupations in the same or neighbouring localities;
- (iii) the level of the national income and its distribution; and
- (iv) the place of the industry in the economy of the country”.



3.2 Even though the above recommendations were made by the Committee on Fair Wages against the background of conditions in the industrial sector, they are quite relevant to the case of sweepers and scavengers also. In this context, it would not be out of place to refer to the recommendations of the 15th Session of the Indian Labour Conference regarding Need Based Minimum Wage which are reproduced below :—

“It was agreed that the minimum wage was ‘need-based’ and should ensure the minimum human needs of the industrial worker, irrespective of any other consideration. To calculate the minimum wage, the Committee accepted the following norms and recommended that they should guide all wage-fixing authorities, including minimum wage committees, wage boards, adjudicators, etc. :

- (i) in calculating the minimum wage, the standard working-class family should be taken to consist of 3 consumption units for one earner; the earnings of women, children, and adolescents should be disregarded;
- (ii) minimum food requirements should be calculated on the basis of a net intake of 2,700 calories, as recommended by Dr. Aykroyd, for an average adult of moderate activity;
- (iii) clothing requirements should be estimated at a per capita consumption of 18 yards per annum which would give for the average worker’s family of four a total of 72 yards;
- (iv) in respect of housing, the norm should be the minimum rent charged by Government in any area for houses provided under the Subsidised Industrial Housing Scheme for low-income-groups; and
- (v) fuel, lighting and other ‘miscellaneous’ items of expenditure should constitute 20 per cent of the total minimum wage.

While agreeing to these guidelines for fixation of the minimum wage for industrial workers throughout the country, the Committee recognised the existence of instances where difficulties might be experienced in implementing these recommendations. Wherever the minimum wage fixed went below the recommendations, it would be incumbent on the authorities concerned to justify the circumstances which prevented them from adherence to the norms laid down.”

3.3 Sound as these principles are, their application to practical conditions is a formidable task particularly in a field where so little information has ever been collected as in the case of Wages and Pay Scales of Sweepers and Scavengers in a country so vast and varied as India. The Malkani Committee made a passing reference to the great disparity of wages and the various bases of their assessment, and in the absence of any specific data, the Committee recommended that "the State Governments/Union Administrations must appoint small committees to go into the whole question of wages and payment of other allowances to scavengers and suggest basic wages which should, however, not fall below the minimum wages." The Bhargava Team in its report of the Special Working Group on Co-operation for Backward Classes briefly referred to this question. The average monthly salary in the bigger towns, they said, could be taken to be Rs. 75/- P.M. They went on to add that every sweeper family had more than one earning member on an average and the total family income was estimated to be about Rs. 100/- to Rs. 150/- on the basis of  $1\frac{1}{2}$  to 2 persons as earning members.

3.4 These broad generalisations could hardly give any idea about the standards of pay scales of Sweepers and Scavengers and the Committee tried in vain to locate any authentic source of information in this regard. The Committee had, therefore, to set about this work from scratch and tried to collect with the limited time and resources at its disposal whatever information was possible from the State Governments and Local bodies. The response to the Questionnaire was hardly encouraging and most of the information had to be collected during the tour of the Committee and spot discussions with officials and social workers in towns and cities. The information collected giving basic pay scales, dearness allowances and other allowances as well as retirement benefits is given in a consolidated form in Appendix VI.

3.5 The Committee was not able to make out a proper sample for its visits or for collection of data and had to depend on the information that could be made available by the State Governments or Union territories or what could be collected from Panchayats and Municipalities toured by the Committee. Nevertheless, the tables include information from most States as well as various sizes and types of local bodies. An analysis of the distribution of different pay ranges is given in the following table :



Minimum consolidated pay inclusive of Dearness	Number of Local bodies
Below Rs, 60	8
Rs. 60—70	7
Rs. 70—80	1
Rs. 80—90	7
Rs. 90—100	20
Rs. 100—110	11
Rs. 110—120	8
Rs. 120 onwards	6
Total	68

3.6 In 52 of the 68 local bodies, the consolidated pay exceeds Rs 80/- per month. Of the 16 places where the emoluments are less than Rs. 80/- per month, 10 belong to the Union Territory of Pondichery—rural and urban. Three smaller municipalities with consolidated pay ranging between Rs. 60 and Rs. 70 were Chattarpur in Madhya Pradesh and Aditpur and Biharsharif in Bihar. The remaining three are Panchayats in Rajasthan with pay as low as Rs. 16/- and Rs. 40/- in two places without any D.A., although the total emoluments for the third panchayat amounted to Rs.72/-. The consolidated pay in a panchayat in Kerala exceeded Rs. 100/-.

3.7 A closer scrutiny of the statements given in Appendix VI, however, reveals a pattern of scales of pay and allowances which varies considerably not only from State to State but between local bodies in the same State. Some of the significant facts that emerge are indicated below:-

- (a) The basic pay scales are often low and unrealistic. In the municipal bodies of Madras State, the basic pay is a fixed amount as low as Rs.11.25, the highest being Rs. 17.50. Only the Madras Corporation has a basic pay scale of Rs. 50-1-60. In some places, for part-time employment, fixed basic pay is as low as Rs. 9/-. While in a majority of cases, the pay scale varies between Rs. 25 and Rs. 40, there are cities in Mysore, Kerala, Maharashtra and Gujarat where basic scales lie between Rs. 50-60 or Rs.65-85. The highest pay scale is Rs. 80-1-90-1½-99-3-109-120 in force in Shillong, but this is all-inclusive without any dearness or other allowances. It is true



that in the event of low pay scale, the deficiency is amply made up by higher dearness pay and dearness allowances. Nevertheless, low pay scales have an adverse effect on retirement benefits in the shape of provident fund or pension.

(b) In some of the States, pay scales and allowances have been fixed by orders passed or rules made by the State Government ensuring greater uniformity and higher emoluments in all local bodies alike. For instance in Haryana and Punjab, there is a single pattern for all sweepers and scavengers, wherever they are posted. In Madras, Mysore, Kerala, Uttar Pradesh, and recently in Madhya Pradesh the State Governments have prescribed basic scales and allowances for all or some classes of local bodies. In Mysore, for instance small-town municipalities with population around 20,000 are paying the same scales and dearness rates as the cities of Mysore and Bangalore, although the house rent allowance is higher in the latter, apart from special allowance for unclean work. In most States, where the pay scales etc. have been left to be fixed by the local bodies themselves, they are generally variegated and low except in Maharashtra and Gujarat, where the emoluments have been the result of collective bargaining or adjudication due to the existence of well organised trade unions.

(c) The position regarding house rent and other special compensatory allowances is far more indefinite and variegated, both in respect of quantum and purposes for which they are paid. In Kerala there is a uniform rate of house-rent allowance and there is a system of special local and unclean work allowances. In other places, house rent allowances vary from Rs. 2/- to Rs. 12.50 per month, while a large number of local bodies do not pay any such allowances. In some places, allowances are paid for such varied purposes as washing, brooms, hard duty, unclean work and medical. Some municipalities provide such facilities in kind such as oil, washing soap, brooms, free accommodation, medical attendance etc.

3.8 Although the information at our disposal is limited and the Committee would have liked to get more data, particularly in respect of the small local authorities, the above

observation give a fairly representative picture of the prevailing conditions.

3.9 Both the Malkani and Barve Committee had based their recommendations on the concept of minimum wages, and employment under local authorities is one of the scheduled employments under the Minimum Wages Act, 1948. But the conditions have since undergone a substantial change and the rates of the minimum wages fixed under the provisions of the Act are generally low. It is not, therefore, surprising that the existing emoluments of the majority of sweepers and scavengers and of all Class IV employees would exceed such minimum wages. There may, however, be some areas of employment, particularly the rural and semi-urban local bodies, where even this minimum is not complied with.

3.10 The Committee also considered the question as to whether persons belonging to communities other than those usually performing sweeping and scavenging work would come forward to do this type of work if the wages were raised considerably. A pointed reference was made to this aspect of the question in the Parliament proceedings (vide Appendix III) and the Committee included this for eliciting opinions in the Questionnaire. The replies received generally discount such a possibility. The Committee are of the view that higher emoluments may attract a few stray persons under economic stress, and the Committee found actual evidence of certain tribal groups such as the Kabni Nagas, and Zammi Nagas and Kachha Nagas, performing the duties of sweepers and scavengers in NEFA area. Likewise, in Bombay, Poona and Navsari, persons belonging to the weaver communities of Meghvals who had earlier migrated under famine conditions from Saurashtra, have come forward to perform such duties. The Committee also came across a community of Sheikh halalkhore and Musalli in Bihar, Uttar Pradesh and Madhya Pradesh. Likewise, Yannadi, Yarkla etc., belonging to tribal communities have also adopted sweeping and scavenging jobs due to economic stress, in Andhra Pradesh. Nevertheless, the Committee feel that there is little likelihood of any appreciable number of people belonging to other communities coming forward to do scavenging work in the near future. On the other hand, sweepers and scavengers themselves may not look with equanimity on any such inroads on their field of employment.

3.11 The sweepers and scavengers employed by Government departments fall within the category of Class IV ser-



vice and the pay and dearness allowances of this category automatically apply to sweepers and scavengers in the Central or State Governments concerned as the case may be. Thus sweepers employed in railways, ports, hospitals and other Government establishments have a more or less standardised pay scale irrespective of the postings, with such minor variations as may be applicable to them by virtue of being posted in cities with special local allowances. Unless there is some machinery or accepted procedure for similar standardisation of pay scales and allowances of sweepers and scavengers employed by local bodies, variations are bound to exist. What is worse is that a very large number of this category of employees engaged by lesser local authorities are neither governed by any standards of pay etc. laid down by the Government nor are the local unions so well organised and strong as to give them the necessary power of bargaining. While the pay scales and other facilities enjoyed by sweepers and scavengers of some local bodies may even be better than the emoluments received by Class IV employees in the State or Local Governments, by and large, their scales of basic pay, dearness pay and allowances fall short of the pay etc. received by Class IV employees of the State Governments/Union Territories or the Central Government. The Committee would underline the need of giving due protection, particularly to this vulnerable section of sweepers and scavengers.

3.12. As has been indicated above, a number of State Governments have, by virtue of the exercise of rule-making powers vested in them under the Municipal Laws, prescribed pay scales, allowances, methods of recruitment and other service conditions, thereby ensuring a measure of standardisation and revision of scales of emoluments from time to time in the light of changing conditions. The Committee recommend that the State Governments/Union Territories should take immediate steps for enforcing as a minimum the same scales of pay and dearness allowances for sweepers and scavengers as are applicable to their Class IV employees (such as full time peons) irrespective of the fact whether they are employed by any type of local body, big or small, including Village Panchayats. There may be special city allowances for major towns as for other employees, but the basic emoluments should be the same.

3.13 The Committee recommend that the Central legislation proposed by us should provide that notwithstanding



ment of salaries. The Committee recommend that local bodies should entrust the supervision of distribution of pay to sweepers and scavengers to responsible officers and the provision of Payment of Wages Act, 1936 should be made applicable to the employers of sweepers and scavengers.

4.1 The sweepers and scavengers in the employment under the Central or State Governments enjoy the weekly off leave and holidays as per the rules applicable to Class IV servants. Only in Haryana and Punjab has this facility been uniformly extended to all sweepers and scavengers employed by local bodies. Elsewhere they do not enjoy these benefits on a uniform basis.

4.2 A statement showing the practices prevalent in the local bodies in respect of weekly rest, leave and holidays is given in Appendix VII. As far as the weekly day of rest is concerned, most local bodies about which information is available to the Committee were found to give a full weekly day off or two half days' rest per week. Only in the case of a panchayat in Kerala and the various local bodies in the Union Territory of Pondicherry (excepting the city of Pondicherry itself) no weekly rest was given. The information with regard to Rajasthan is not available. In Cuttack, Orissa, extra wages were given in lieu of the weekly rest day.

The Committee feel that a full weekly rest day is an absolute must and can in no way be replaced by any partial half holidays or monetary compensation in lieu. It is true that on account of peculiar nature of the work of scavengers and sweepers, not all scavengers and sweepers can be allowed rest on the same day and a good number of them have to work even on holidays in view of the pressing requirements of sanitation and conservancy. The local bodies may, therefore, stagger the weekly rest day for different employees but ensure that every sweeper or scavenger gets regular weekly rest day after every 6 days of work. Similarly, in respect of public holidays, while some municipalities give full public holidays a number of them in Bihar, Mysore, Pondicherry and Orissa do not give any public holidays. A large number of local bodies allow only half day's off on public holidays. The Committee

## CHAPTER IV

### WEEKLY OFF, LEAVE AND HOLIDAYS

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recommend that public holidays that are given to Class IV employees of the State Governments/Union Territory concerned or compensatory holidays or compensation in lieu should be allowed to all sweepers and scavengers.

4.3 With regard to casual leave, privilege leave and sick leave, there is a wide variation of the practices adopted in different local authorities even within the same State except in Haryana and Punjab where a uniform system prevails as mentioned above.

4.4 The Committee feel that in the matter of different kinds of leave, it would be fair and just to have uniformity throughout each State/Union Territory. There is no justification whatsoever treating sweepers and scavengers employed by different local bodies differently. The Committee, therefore, recommend that every sweeper and scavenger in the employ of the local body should be allowed the various kinds of leave which are allowed to the Class IV employees of the State Government/Union Territory in which the local body is situated.

4.5 The question of maternity leave assumes special importance for this category of employees as a very large portion of sweepers and scavengers working in the local bodies are females. Here again, the practice varies from local body to local body even within the same State. While a number of local bodies are giving a standard maternity leave for 90 days, some of them do not make any provision while in some cases the maternity leave is limited to 4 weeks. Most of the local bodies grant maternity leave for 6 to 8 weeks. The Committee recommend that the maternity leave should be granted in accordance with the Maternity Benefits Act, 1961.

4.6 The above recommendations should be suitably incorporated in the legislation proposed by us.



## CHAPTER V

# HOURS OF WORK AND THE ALLIED MATTERS

5.1 The normal hours of work of sweepers and scavengers employed under local bodies are governed under the Minimum Wages Act, 1948 which are nine per day or forty-eight per week. Some local bodies have also laid down the hours of work of these employees under their rule making powers.

The Barve Committee had recommended as under :

- (a) Considering the dirty nature of the scavenging work, we recommend that five hours of scavenging work per day should be the maximum.
- (b) If the same workman is required to scavenge and also to sweep, four hours of scavenging and two hours of sweeping work should be the maximum.
- (c) If sweeping work is alone done by a workman, seven hours of sweeping work should be the maximum.
- (d) There should be proper intervals of rest. The Malkani Committee had recommended as under :

For full-time employees, the hours of work should not be more than 7 hours per day of which only 4 to 5 hours may be reserved for scavenging work.

5.2 As in other cases, hours of work vary from State to State and from local body to local body. In 17 out of the 48 local bodies for which information is available (Appendix VIII), the hours of work for sweepers and scavengers were 8 per day, while in others they varied from 5 to 7. At certain places, workmen complained about longer hours of work as they were compelled to complete the cleaning of the bit allocated to him/her irrespective of the hours of work put in. In many places the officers of the local authorities complained about the haphazard manner in which work was done and the workmen left the work unfinished. There were also complaints that the workers came late and left early. The Committee

found that there was much element of truth in all these complaints of, as well as, against workmen. The Committee are of the view that the remedy for such state of affairs lies in fixing reasonable hours of work and ensuring through proper supervision that the workers do the job during that period. It is also essential to follow some yardstick for assignment of duties and areas of work to sweepers and scavengers and fixation of strength of staff according to the nature of job to be done. It is obvious that a market area would require a great concentration of sweeping than a residential locality. The scale of staff will also depend on relative congestion and the standard of development of services in different localities. Similarly, the duties of nightsoil fillers, underground sewerage workers, garbage loaders, sweepers with combined duties in respect of roads and drainage and the like would involve varying yardsticks for determining workloads. In respect of scavengers' duties for cleaning latrines, a workload of 40 latrines within a reasonable distance has been accepted as the standard for a day's work. The Committee came across numerous complaints that the staff made available for the performance of various duties were not usually adequate. It is, therefore, necessary that a fair workload should be fixed for a normal working day for all types of duties after taking all the relevant factors into consideration.

5.3 The Committee would, therefore, recommend that the State Governments should take steps to assess the prevailing conditions in their municipalities and with the help of their technical officers and after due consideration of the difficulties of workers lay down definite standard of work to be done by the various categories of sweepers and scavengers.

5.4 The question of roll call is closely connected with the question of hours of work. This has also been the source of malpractices in marking daily attendance. The Malkani Committee had recommended that the employees should be called only twice for roll-call, once in the morning and once in the afternoon. As would appear from the statement given in Appendix VIII, some local bodies continue the practice of assembling workmen for roll-call four times a day—once in morning before the commencement of work, second time at the time of completion of the morning session of work, third time in the afternoon before the commencement of the afternoon session of work and for the fourth time at the time of the completion of the working day. All this involves a lot of



inconvenience to the workmen and at the same time unnecessary waste of working time to the local bodies. Repeated roll-call is no substitute for proper supervision and direction of staff during the hours of work. The supervisory staff can and should see that the workers remain on duty during the working hours and leave at the appropriate time.

5.5 Other questions closely connected with hours of work are the providing of interval for rest when work is not broken up in two sessions and engaging workmen for overtime work. These practices are resorted to only by a few local bodies.

5.6 The Committee recommend that the question of hours of work and allied questions of roll-call, interval of rest and overtime should be regulated by law. The normal hours of work for sweepers and scavengers should not be more than seven hours per day of which not more than four hours could be devoted to scavenging. For those who perform only scavenging work, that is, the removal and handling of nightsoil, the normal hours of work should not exceed five. Those who do only sweeping work, their normal hours of work should also not exceed seven.

5.7 The roll call should not be taken more than twice—once in the morning and once in the afternoon, preferably on the working site so that the time on going to and coming from work is saved as also the supervision of the work will be more effective. Where the work is taken in one session, every worker should have an interval of rest at least for half an hour after a continuous period of work for five hours. No overtime work should be taken from the sweepers and scavengers except with the express permission in writing from the prescribed authority. When such overtime work is taken, the workman concerned should be paid at double the ordinary rate of his pay including allowances.

5.8 The above recommendations should be suitably incorporated in the legislation proposed by us.

## CHAPTER VI

### RECRUITMENT AND EMPLOYMENT

6.1 The Committee had thought it fit to enquire into the methods employed by the local bodies etc., in recruitment of the sweepers and scavengers. Many local bodies reported that the recruitment is done through Employment Exchange. When further questioned, it was revealed that many local bodies do communicate their requirements to the Employment Exchange because notification of vacancies to the Employment Exchanges has been made compulsory under law. Recruitment is mostly not made from among the persons submitted by the Employment Exchanges, as that is not compulsory. As may be seen from the statement in Appendix VIII, in actual practice, the local bodies maintain waiting lists or registers of applicants for posts of sweepers and scavengers. It also includes names of persons who may be working as substitute workers in a temporary capacity.

6.2 Numerous complaints were made to the Committee during the course of their study tours about the mal-practices and corruption in matters of recruitment. The call letter that is sent through peon or sanitary jamadar, is often not delivered to the right person or a wrong endorsement is made that he is not available. Employment is secured for persons, whose names may be much lower in the order of seniority through such dubious methods and a substantial amount is alleged to be taken as bribe. At times, bribes are said to be extorted even at the time of the delivery of appointment order or otherwise appointment order would not be delivered. It was alleged that not only the petty officials but also others at higher level share the spoils, which, with a large work force, are likely to be quite substantial. The complaints were put forward with such vehemence and so frequently that the Committee could not help coming to the conclusion that recruitment must be strictly regulated by having a better and fool-proof arrangement and maintenance of detailed records of seniority of substitute workers, registration of candidates and



the issue of call letters and appointment orders. As soon as an application is received, it should be entered with full particulars and address in the register maintained for the purpose and the applicant informed about his registration number in the waiting list. Call letters and appointment orders should not be sent through peons or jamadars but by registered post. An officer of appropriate status should look after the recruitment of sweepers and scavengers and he should ensure that no malpractices are involved in the process. We emphasise this aspect on account of a variety of reasons. A prospective employee, who has to pay a big amount to secure employment, has to incur debt at a high rate of interest for it and he can hardly repay the debt he has been obliged to incur at the initial stage of employment from which he may never be in a position to extricate himself. A disturbing feature of this aspect of the matter is the fact that often the jamadar or supervisor is himself the money lender who uses his position to collect the instalments at a heavy charge. Such workers can afford to be negligent because of the protection they get from their supervisors. As a result the work suffers.

6.3 The system of giving preference to the member of the family of the deceased, disabled or retired worker on compassionate ground, as mutually agreed, is in vogue in most local bodies. We do not think that there is any necessity to disturb this arrangement.

6.4 A number of complaints were made to the Committee regarding administrative matters such as a large number of workers not being made permanent even after years of service and taking of disciplinary action in an arbitrary manner etc. The State Governments have the powers to lay down rules for the confirmation of employees and the procedure for disciplinary action. Rules should be framed and duly enforced. Alternatively, we recommend that the provisions of Industrial Employment (Standing Orders) Act, 1946 should be made applicable to local bodies and other employers of sweepers and scavengers.

6.5 Complaints were made to the Committee that the sweepers and scavengers are not promoted to the posts of peons, jamadars, drivers, hakawala, octroi chowkidar, etc., even though they may be qualified, only because of their caste. Complaints were also made that their educated children were denied the clerical and other jobs in the municipal body. It was not possible for the Committee to go into the details of all such complaints but in some cases, they appear to have

some element of truth. We recommend that the posts of jamadars, peons, drivers, hakawala, octroi chowkidar, etc. should be filled in from among the sweepers and scavengers by promotion, if they are otherwise qualified for the post. We also recommend that preference should be given to the educated members of the family of the sweepers and scavengers while filling up the various vacancies under the local body, if they are qualified for the posts and otherwise found fit.

6.6 The Committee feel that the local bodies and the Central and State Governments must always apply themselves to the larger task of ameliorating the conditions of sweepers and scavengers and help to lift them from their existing drudgery. With a view to free them from the compelling circumstance of undertaking these occupations, we strongly recommend that the Central and State Governments and Local Bodies should provide liberal facilities to the children of sweepers and scavengers for education and training for different jobs to enable them to take full advantage of recruitment to positions reserved for Scheduled Castes and the sweepers and scavengers should be given first preference. Those who are more enterprising and intend to start their own business or industry, should be provided with adequate loan and other facilities under the various schemes of the Government. At present the loans and other facilities extended to the sweepers and scavengers are restricted to pig-rearing, hen-rearing, coir rope-making, etc. Instead they should be encouraged for other gainful occupations, trades and industries such as small-scale industries, contracts on railways, public motor transport etc. through co-operative efforts and with Government aid.

6.7 Employment of children as sweepers and scavengers should be prohibited in municipal or private service. The normal age of retirement should be 60 years. These provisions should be incorporated in rules or in separate legislation if necessary. Such rules and laws should also require that full and accurate record of service of sweepers and scavengers should be maintained in the form of Service Book.

6.8 The Committee noticed a growing trend among municipal bodies to discourage the recruitment of women in view of greater liabilities involved in their employment in the shape of maternity benefits, etc. The local bodies should not discourage the employment of women on this ground.



## CHAPTER VII

### UNIFORMS AND PROTECTIVE CLOTHING

7.1 Looking to the dirty nature of work of sweepers and scavengers, the provision of proper clothing which they can utilise while on work is a necessity rather than an amenity. The Barve Committee had recommended that the local bodies and Government Departments should give a pair of suitable clothing to the scavengers and sweepers in their employ. Malkani Committee had also recommended that all the local bodies should give sufficient and proper summer and winter uniforms both to male and female scavengers.

7.2 It would appear from the details given in columns 11-13 in Appendix VIII that in spite of the recommendations, some local bodies do not give uniforms to their sweepers and scavengers. It will also appear from that Appendix that the local bodies in Assam and West Bengal are not giving uniforms at all. The information given in the Appendix also indicates that the number and type of uniforms vary considerably. A few local bodies also allow a woollen blanket or woollen jersey or coat for use during cold climate while the majority of them do not give any winter clothing. The statement also indicates that the provision of protection against rains is rather exceptional. In majority of cases the uniforms sanctioned are not given in time according to the season.

7.3 As the sweepers and scavengers have to work all the year round, we recommend that suitable clothing should be provided to the sweepers and scavengers. We recommend that at least three sets of cotton uniforms per year should be given to all sweepers and scavengers. The uniform for males should consist of a pant, half-sleeved shirt and a cap or head-gear. The uniform for females should consist of a sari, blouse and petticoat. Where the local customs vary in the type of clothings used, that should be taken into consideration and three sets of such uniforms should be given. In some States, local bodies give short pants for work. When sweepers and scavengers accept them as more suitable, four

short pants instead of three pants should be given. So also when women find shalwars more suitable for work, four shalwars instead of three sarees should be given. Adequate quantity of soap for washing the uniforms should invariably be given.

7.4 During their study tours, the Committee came across a few instances where, on account of the rigid interpretation of the Government directions regarding uniforms, the khaki-coloured uniforms were given even to the female sweepers and scavengers. The Committee recommend that the texture, colour, etc. of the uniforms should be decided in consultation with sweepers and scavengers. In addition, the Committee recommend that every sweeper should be provided with one pair of chappals and the scavengers and other workers who have to handle nightsoil should be provided with one pair of ankle-high rubber shoes every year. For protection against cold, every sweeper and scavenger should be provided with one pair of woolen clothing every alternate year. For protection against rain, they should be given one plastic raincoat and cap every year. In hilly areas, where the cold climate persists for more than six months, it is recommended that one set of cotton uniform and two sets of woolen uniform consisting of a full pant, one full-sleeved bush-shirt, one cap and a pair of shoes should be provided every year.

7.5 During the study tour, it was found by the Committee that the sweepers and scavengers were using the uniforms even when they were not on duty. This is not proper. The uniforms are meant for use during the working hours. Thereafter they should be changed and washed. When they are not on duty, they should use their own clothings so that the dust and the dirt that might have accumulated on uniforms while on work, do not impair their health.

7.6 The recommendations contained in paras 7.3 and 7.4 should be suitably incorporated in the legislation proposed by us.



## CHAPTER VIII

### SOCIAL SECURITY

8.1 In the matter of social security measures, the sweepers and scavengers have remained singularly unfortunate. The Barve Committee had made recommendations to make rules, inter alia, in respect of Provident Fund, Gratuity, etc. The sweepers and scavengers employed by the Government are entitled to retirement benefits in the form of Provident Fund, Death-cum-Retirement Gratuity, Pension, etc. They are also eligible for Maternity Leave. The sweepers and scavengers employed by local bodies are usually not entitled to such benefits unless some provision in this behalf is made. It would appear from the statement given in Appendix VI that many local bodies have introduced contributory provident fund schemes. The statement reveals that the position in this behalf is better in the States of Madras, Andhra Pradesh, Kerala, Gujarat, Orissa, Uttar Pradesh and Maharashtra, as compared to the position in the other States. The position in this regard in the States of Mysore, Rajasthan, Pondicherry, Assam, West Bengal, Madhya Pradesh and Bihar is not at all satisfactory. The rate of contribution is usually 6.25 per cent of the basic pay by the employee and similar amount is contributed by the local body. As the element of pay is much lower in the consolidated emoluments, the benefit the employee gets under such a scheme is very limited. It has been observed by the Committee that the basic pay is usually too low, and the element of Dearness Allowance is much higher. This affects the meagre retirement benefit which these employees may be getting. The Employees' Provident Funds Act, 1952 takes into account the basic pay as well as other allowances such as Dearness Allowance etc. We think this is quite fair. It was represented to the Committee in the course of their tours that a number of municipalities do not deposit their own contribution and the contribution deducted from the pay of the municipal servants into the Provident Fund Account regularly resulting in loss of interest to the employees. It is also alleged that the municipalities withdraw moneys from the Provident Fund Accounts of the employees for general purposes in view of their poor ways and means position. Such

practices are obviously violative of rules governing Provident Fund Accounts and must be strictly dealt with by the State Governments. The State Governments should issue necessary instructions against such malpractices and should promptly intervene whenever such matters are brought to their notice. Municipalities do not also take timely steps to finalise provident fund accounts and to issue the annual accounts slips to the employees. It is necessary that the employees should be supplied their statements of provident fund accounts regularly. The Committee feel that notwithstanding anything contained in any other law for the time being in force, the provisions of the Employees' Provident Funds Act, 1952 should be made applicable to the sweepers and scavengers employed by the local bodies.

8.2 The Provident Fund Scheme alone would hardly provide adequate retirement benefit. Gratuity Schemes are in existence in fewer local bodies. The Committee recommend that in addition to the Contributory Provident Fund Scheme, a Gratuity Scheme providing one half month's pay (including Dearness Allowance) for every completed year of service, not exceeding fifteen months' pay (including Dearness Allowance) should be introduced for the sweepers and scavengers.

8.3 The Committee think that the amount of Provident Fund and Gratuity may be frittered away by the employees and that may defeat the purpose for which these benefits are intended. A Scheme of Pension and Death-cum-Retirement Gratuity which is applicable to the Government employees may be a better arrangement from this point of view. We may, however, leave it to the sweepers and scavengers concerned and allow them to opt either for the Contributory Provident Fund and Gratuity or for Pension and Death-cum-Retirement Gratuity Scheme. Suitable provision should be made for the retirement benefits on the above lines in the legislation proposed by us.

8.4 Many local bodies have introduced rules regarding the grant of maternity leave to their female sweepers and scavengers ; while many have not framed any rules in this behalf. Even those local bodies who have framed rules in this behalf, they are not uniform. The Committee consider that allowing maternity leave and other maternity benefits should be on a uniform basis and for the purpose recommend that



the provisions of the Maternity Benefit Act, 1961 should be made applicable in respect of sweepers and scavengers employed by the local bodies.

8.5 When a sweeper or scavenger meets with an accident, he does not get any compensation. A large number of workers in other sectors are covered under the provisions of the Workmen's Compensation Act, 1923. The Committee had come across a number of cases where sweepers or scavengers have to go without any compensation for accidental injuries. The Committee recommend that the provisions of the Workmen's Compensation Act, 1923 should be made applicable to sweepers and scavengers.

8.6 The Employees' State Insurance Act, 1948 has been made applicable only to the employees working in factories run with power and employing 20 or more workers in specified areas. The Act provides for the sickness benefit, maternity benefit, disablement benefit, dependents' benefit and medical benefit. Once the provisions of this Act are made applicable, the employee ceases to be governed by the provisions of the Workmen's Compensation Act and the Maternity Benefits Act as the provisions under the Employees' State Insurance Act are more liberal. The Committee recommend that the provisions of Employees' State Insurance Act, 1948 should be made applicable to the sweepers and scavengers employed by the local bodies also.

8.7 Till the provisions of the Employees' State Insurance Act, 1948 are made applicable to the sweepers and scavengers, the local bodies should provide free medical facilities to them and their family members.

8.8 The Committee think that the above recommendations would provide the social security measures to the sweepers and scavengers to a considerable extent. They have been denied all these benefits in any systematic manner and have suffered for long. It is, therefore, recommended that suitable provisions may be made in the legislation we have proposed to make the above schemes and legislations applicable to sweepers and scavengers.

## CHAPTER IX

# INDUSTRIAL RELATIONS AND TRADE UNIONISM

9.1 The sweepers and scavengers belong to public utility service. It is, therefore, very essential that the local bodies and the sweepers and scavengers resort only to peaceful methods for the settlement of their disputes. The sweepers' and scavengers' strike can create serious problems affecting the health and hygiene of the entire community. Both the parties should therefore develop harmonious relations.

9.2 The present provisions of the Industrial Disputes Act, 1947 are adequate as they provide for the machinery for the settlement of industrial disputes between the employer and the workmen through mutual settlement, conciliation, arbitration or adjudication. It is very essential that the parties implement the settlements and awards in their true spirit.

9.3 The sweepers and scavengers of larger towns and cities are fairly well organised. The trade unions with requisite sense of responsibility settle their disputes by negotiation or by utilising the industrial relations machinery provided under the law and without resort to strike. There are also unions who prefer to resort to coercive methods including strikes. The sweepers' and scavengers' strikes are, no doubt, regrettable; but, many a time these strikes are unavoidable on account of mishandling of the situation and callous and adamant attitude on the part of the local authorities and the State even in the matters of reasonable and legitimate demands of the sweepers and scavengers.

9.4 During their study tours, it was brought to the notice of the Committee that in some States, the sweepers and scavengers are not allowed to utilise the machinery provided under the Industrial Disputes Act. The State authorities could not explain this state of affairs. The Committee recommend that the local bodies as well as the sweepers and scavengers should resort to peaceful means only for the settlement of their disputes and grievances and the industrial relations machinery of the State should be made available to the parties.



9.5 During the study tours, the Committee used to enquire of the trade union representatives about the membership, the rate of subscription, the union activities, and social activity if any, conducted by them for the members. Even though it was not possible for the Committee to go into greater details, from whatever information the Committee could gather, we feel that, barring a few exceptions, the position in regard to one or the other aspects was far from satisfactory. Trade unions of sweepers and scavengers should conduct their activities in a responsible and constructive manner. They can play a very important role not only for protection and enhancement of the rights and privileges of their members but also in improving their social conditions by undertaking social activities for the welfare of their members, their families and the society. The sweepers and scavengers should beware of the trade union leaders who exploit them for their personal or political ends. This is all the more necessary on account of the ignorance and backwardness of this section of the society. Vigorous efforts should be made by their unions and organisations to bring these lowliest of the low workers at par with others in this era of reconstruction and development.

9.4 During their study tours, it was brought to the notice of the Committee that in some States, the sweepers and scavengers are not allowed to utilise the machinery provided under the Industrial Disputes Act. The State authorities could not explain this state of affairs. The Committee recommend that the local bodies as well as the sweepers and scavengers should resort to peaceful means only for the settlement of their disputes and grievances and the industrial relations machinery of the State should be made available to the parties.

## CHAPTER X

### HOUSING

10.1 Of all other factors, housing is the most important one which affects the living conditions of sweepers and scavengers. The Barve Committee had made detailed recommendations for improving the housing conditions of the sweepers and scavengers. The Malkani Committee had laid great stress on housing and had considered it to be the first and foremost requirement for the improvement of living conditions. According to the Malkani Committee, provision of suitable housing is not an amenity but an absolute necessity. That Committee had made important recommendations for improvement in housing conditions. The Study Team on Social Welfare and Welfare of Backward Classes headed by Renuka Ray had laid stress on promoting integration rather than segregation and had recommended that :

- (1) In regard to the provision of quarters for the sweepers and scavengers who are municipal employees, it must be made an obligatory duty of local bodies and the Central and State Governments should provide substantial contributions towards the schemes.
- (2) Once this assistance is provided, a time limit must be set within which all municipalities and corporations should provide housing of a suitable standard to all members of their conservancy staff.
- (3) The municipal colonies must provide for various income groups in all departments and should not be restricted to sweepers and scavengers or to employees belonging to the lowest income bracket. Each colony should, however, reserve an adequate number of housing units for the conservancy staff.
- (4) Standing arrangements should be provided to ensure the proper maintenance of these colonies so that they do not deteriorate into slums.
- (5) In all housing schemes, co-operative effort should be encouraged as compared to assistance to isolated individuals. This would facilitate civic amenities and community services.



10.2 In spite of the recommendations in the matter of housing for sweepers and scavengers made by various Committees etc., the housing conditions of sweepers and scavengers have not improved to any considerable extent. The information that was made available to the Committee with regard to the housing facilities provided by the local bodies to their sweepers and scavengers is given in Appendix IX.

10.3 The Committee were given to understand that the Department of Social Welfare, Government of India, had made a provision of Rs. 1.44 crores during the period 1961-65 under the centrally sponsored programme for the construction of houses for sweepers and scavengers. This amount was pooled together with the funds available from the Slum Clearance/Low Income Group Housing Schemes of the Ministry of Works and Housing. However, due to various reasons, these schemes could not make any dent on the problem of housing of the scavengers and sweepers. Very few States and local bodies have taken advantage of Sweepers' Housing Scheme, the slum clearance scheme or the Low Income Group Housing Scheme of the Government of India towards providing better housing facilities to sweepers and scavengers. With the few exceptions, the sweepers' and scavengers' housing colonies were found lacking not only in adequate accommodation but also in almost all other respects. In most places they consist of one room tenement with poor ventilation and, without proper amenities, etc. The location of the quarters is more often filthy. They are built near the public lavatories, pail-depots, the morgue, dirty drains or dumping grounds. Nobody seems to have taken care while selecting the site. Mostly these quarters are located in the outskirts of the towns. There are no proper facilities for bath-rooms, lavatories, street lights, roads and drains. Lack of adequate supply of water for drinking and washing purposes was a common complaint. We do not intend to say that no efforts have been made to improve the housing conditions. The Committee did come across a few housing colonies where the conditions were better. Some of the colonies provided by the Corporations of Ahmedabad, Kanpur, Hyderabad, Bangalore, Mysore, Indore, Madras, Jabalpur, etc., provided fairly good housing amenities to the sweepers and scavengers who were fortunate in getting accommodation in the colonies. At these places also, other colonies lack adequate accommodation and essential amenities. The conditions of private sweepers and scavengers as well as

those who have not been provided accommodation by local bodies is worse. They practically live in hovels, in slums which are unfit for human habitation. There are no facilities for ventilation, water, street light, lavatories or bath. What the Committee intend to emphasise is that a very large percentage of sweepers and scavengers has not been provided with proper housing accommodation and the various housing schemes for them have hardly touched the fringe of the problem.

10.4 The workers have been demanding houses on hire-purchase basis, as they have to vacate the quarters at the time of their retirement and they have no alternative accommodation.

10.5 The Committee came across a number of instances where well placed and educated persons belonging to this community had per force to keep at least one member of their family in the employment of the local body as sweeper or scavenger so that they have not to vacate the municipal quarter. The provision of quarters to sweepers and scavengers on a rental basis by the local bodies thus results into the continuance of the evil of sweepers' and scavengers' children to remain in the same occupation for ever. We, therefore, recommend that the Government should ensure that the permanent sweepers and scavengers are given plots of land free of charge and an advance of 36 months' basic pay to one adult member of the family is given for the construction of house so that the sweepers and scavengers can, over a period of time, become the owners of the houses and thus not forced to keep a member of their family into the employ of the local body as sweeper or scavenger with a view to retain the municipal quarter.

10.6 The scheme of allotment of plots of land free of charge or at nominal price on lease-hold basis where the sweeper or scavenger can construct his own house with Government assistance or on his own has not made much headway.

10.7 In any event, it is of primary importance that the housing conditions of sweepers and scavengers are radically improved. Unless very vigorous efforts are made by the local bodies and the Central and State Governments, the stupendous problem is not likely to be solved.

10.8 The Committee recommend that the shortcomings that might have come in the way of implementation of various schemes should be removed, various schemes should be co-ordinated, and adequate housing accommodation with essen-



tial amenities should be provided to all sweepers and scavengers. The sweepers and scavengers should be made eligible for allotment of houses built under the subsidized industrial housing scheme and every tenth quarter should be reserved for them. This would be a practical way of achieving integration rather than segregation. Likewise, reservation for sweepers and scavengers may be made in all low income group housing schemes and co-operative housing schemes assisted by Government. Adequate amount of subsidy should be given to the sweepers and scavengers so that the same can be utilised towards their share in such schemes. We further recommend that the local bodies should explore the possibilities of combining the Sweepers' Housing Scheme with the Low Income Group Housing Scheme as has been tried by Rajasthan Government and passing on these houses to their sweepers and scavengers on a hire-purchase basis. The Committee also recommend that wherever the financial conditions of the local bodies permit, they may advance 36 months' salary to be recovered in suitable instalments for the purchase or construction of residential house as is being done by Indore Corporation.

10.9 The Committee have observed that one-room tenements are neither adequate nor desirable. The sweepers and scavengers are usually having large families and very often more than one married couple with children are occupying the same tenement. From the view-point of moral hygiene, every tenement must have at least two living rooms, a kitchen, a bath-room, sanitary type of latrine, built-up cup-board, a slightly raised platform for fire-place with a hood and chimney over it and a hollow underneath where the sweeper or the scavenger can store fuel, verandah and water-supply. Wherever available, the electricity must also be provided. The Committee recommend that the above minimum standards should be kept in view while planning housing schemes for sweepers and scavengers.

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**CHAPTER XI**  
**WELFARE FACILITIES**

11.1 The Committee have noted the complete lack of welfare facilities for sweepers and scavengers in most places. This would be evident from the statement given in Appendix IX.

11.2 In Committee's view, next to housing, the first and foremost necessity is the provision of creche. Large number of women are employed as sweepers and scavengers. These women workers have to go for their work in early hours of the day and again in the afternoon. They carry their children with them in the filthy atmosphere or leave them at their residences under the care of elder children. In the latter case, the elder children are not able to go to school. The Barve Committee and the Malkani Committee had recommended the establishment of creches for the children of women workers, but excepting in very few places, the local bodies have not implemented this important recommendation. The Committee recommend that the provision of creches should be made compulsory in respect of those local bodies who employ 50 or more women sweepers and scavengers. It should be incorporated suitably in the legislation we have proposed for sweepers and scavengers. The details of the type of construction, the number and qualification of the staff, the food and other amenities to be provided in the creches, the number of creches etc., should be prescribed under the rules under the proposed legislation.

11.3 The importance of starting community welfare centres in the larger colonies of sweepers and scavengers need not be over-emphasised. Wherever such community centres are established and run with the help of suitably qualified staff in a satisfactory manner, they have proved to be very useful. Unfortunately, very few local bodies have established such centres. We, therefore, recommend that it should be made obligatory for local bodies employing 500 or more



sweepers and scavengers to establish community centres for the use of these workers and their family members. Likewise, community centres must also be provided in all new colonies of sweepers and scavengers. The community centre should provide for various recreational, cultural and educational facilities for men, women and children and should have properly qualified staff. This should be suitably incorporated in the legislation proposed by us and the rules to be framed thereunder.

11.4 At many places, the Committee came across the organisations of sweepers and scavengers undertaking various social, educational and welfare activities for sweepers and scavengers and their family members. Usually the Government and the local bodies give some assistance. The Committee came across an instance in Assam where the organisation of sweepers and scavengers was running a primary school for the children of sweepers and scavengers, but no aid was given to it either by the Government or the local body. The Committee recommend that such voluntary efforts of sweepers and scavengers should be encouraged and the Government and the local bodies should come forward with all possible help and assistance for such purposes.

11.5 The Committee had noticed that barring a few local bodies, the Labour Welfare Officers to look after the welfare of sweepers and scavengers are not appointed. We recommend that appointment of a suitably qualified Labour Welfare Officer should be made obligatory for local bodies employing 500 or more sweepers and scavengers. In the opinion of the Committee, such an officer would be helpful in redressing the grievances of sweepers and scavengers in the matter of recruitment, attendance, payment of wages, provision of uniforms, implements, housing etc.

11.6 The Committee had come across instances where the attitude of officers of the local bodies towards the sweepers and scavengers was not courteous and even in muster-roll and service records the names of sweepers and scavengers are written in a contemptuous manner. The Committee recommend that the attitude of officers of the local bodies should be more courteous towards sweepers and scavengers. Their names should be recorded more decently and the persons engaged in sweeping and scavenging should be designated as Safai-Sevaks or Safai-Sevikas or by similar dignified terms.

11.7 The nomination of one member from amongst the sweepers and scavengers on the local body would, in the opinion of the Committee, help in focussing the attention of the local body to the miserable plight of sweepers and scavengers. We, therefore, recommend that the State Governments should nominate one member from amongst the sweepers and scavengers on the local body. If necessary, the State Municipal law should be suitably amended to provide for this, as such a nominated member on the local body can play very important role in persuading the local body to undertake the welfare measures for the sweepers and scavengers.

12.3 The Committee could see that the families of those sweepers and scavengers who were not used to drinking were healthy, economically better off and happy. They had better household articles and the women and children of those families were better dressed. On the other hand, we could see the miserable plight of the families of those sweepers and scavengers who were used to drinking. It was also observed that the sweepers and scavengers are used to drink inferior quality of liquor which is very injurious to health.

12.3 In view of the Committee, the policy of prohibition is advantageous for sweepers and scavengers. Only two States in the whole country—Gujarat and Madras—are wedded to the policy of total prohibition. Some States have adopted the policy of relaxation of prohibition. It is the opinion of the Committee that prohibition is a blessing in disguise for the weaker section of the society like sweepers and scavengers.

12.4 During the Committee's visit to colonies of sweepers and scavengers at various places, the more sober elements from amongst them had represented to the Committee that



## CHAPTER XII

### WELFARE THROUGH PROHIBITION

12.1 It was brought to the notice of the Committee that the sweepers and scavengers, like other backward classes, are used to the evil habits of drinking intoxicating liquor and spend a considerable amount of their meagre earnings on it. We found that in a large number of cases this was true. The extent of the evil of the drinking habit is considerable and is one of the principal contributory factors for the low standard of their living and poor health. This evil was found to be very wide-spread in those States where there is no prohibition. It was also found to be in existence to a considerable extent even in those States who had introduced prohibition. This habit has resulted in ruining the family and social life of sweepers and scavengers.

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12.4 During the Committee's visit to colonies of sweepers and scavengers, at various places, the more sober elements from amongst them had represented to the Committee that

nobody should be permitted to open the liquor shops near their localities, as the existence of such liquor shops attracts the sweepers and scavengers to drink even at the cost of incurring debts. The undesirable elements also assemble in the locality and indulge into frequent quarrels which disturb the peace in the locality. This creates bad impressions on the tender minds of the children. All the expenditure incurred for the social and economic upliftment of the sweepers and scavengers goes down the drain. All measures designed to increase their earnings would defeat the purpose of improvement of their standard of living unless practical steps are taken to free them from this evil habit of drinking. We, therefore, recommend that

- (1) The State, Local Bodies, Trade Unions and Social Institutions should carry out vigorous anti-drink propaganda in the localities inhabited by sweepers and scavengers.
- (2) The licences to open liquor shops should not be given for opening such shops within half a mile of sweepers' and scavengers' residential localities. Instead, shops where soft drinks and snacks are available should be opened in the neighbourhood of their colonies.
- (3) Whether there is statutory prohibition or not in the particular State, under the service regulations, consumption of intoxicating drinks, while on duty or otherwise, should be prohibited and this rule should be strictly enforced.

12.5 What we have recommended for intoxicating drinks should also hold good for intoxicating drugs.



## CHAPTER XIII

### HEALTH SURVEY

13.1 The sweepers and scavengers handle dirt, dust, night-soil and other filthy matter. Looking to the nature of their work and the existing working conditions, there is little doubt that their work would affect their health. The All India Institute of Hygiene and Public Health, Calcutta, at the instance of the Ministry of Health, Government of India had, in 1956-57, carried out a rapid health survey of sweepers and scavengers in and around Calcutta. The main positive findings were a significantly greater incidence rate of skin diseases, especially of fungal origin, and parasitic infestation of the alimentary tract mainly by hookworm. A significantly large incidence of anaemia was also found. The survey, however, could not definitely ascertain that other diseases like tuberculosis were in higher incidence in these groups. But as clarified in the Report itself, the Survey suffered from many limitations.

13.2 The Malkani Committee had recommended that all State Governments should conduct a medical survey and find out if the scavengers suffer from any disease due to their handling night-soil. It had also recommended that scavengers must at least be examined periodically. The above recommendations have not been implemented.

13.3 In view of the nature of their work, the Committee recommend that a detailed and relatively prolonged survey of all illnesses among the sweepers and scavengers coupled with environmental surveys should be carried out at different centres under the guidance of the All India Institute of Hygiene and Public Health, by the Ministry of Health, Government of India.

13.4 It should be made compulsory for the local bodies to arrange for the medical examination of all their sweepers and scavengers at least once every year. This should be suitably provided in the legislation proposed by us.

## CHAPTER XIV

### EDUCATION

14.1 The Committee, during their tours, were shocked to see almost complete lack of education among the sweepers and scavengers and their family members. In spite of the facilities offered by the Central as well as the State Governments, this section of the society has not taken advantage of all these facilities and very few children of sweepers and scavengers go to schools. The extent of education among boys is poor, while in case of girls, it is almost negligible. This state of affairs may be on account of apathy on the part of their parents as also due to the backwardness of this section of the society. With a view to remedy this unhappy situation, we recommend the opening of at least two Residential Schools—one for boys and one for girls on the lines of such schools run for the children of tribal people with cent per cent grant for the children of sweepers and scavengers in each State. Unless these and other similar steps to promote education among the children of this class are taken, the cherished dream of Mahatma Gandhi that a Bhangi Girl may become the President of India would never be fulfilled.

14.2 In those States, where the number of scholarships to the children belonging to Scheduled Castes and Scheduled Tribes are limited, the Committee recommend that the first preference should be given to the children of sweepers and scavengers for such scholarships.

14.3 The Committee recommend that special facilities should be given to the children of sweepers and scavengers to prosecute their technical and professional education so that they can enter other gainful employments, on the completion of their studies.

14.4 We also recommend that all concerned should make much more vigorous attempts for the spread of social education among the sweepers and scavengers. The Central Board of Workers' Education should extend its activities to sweepers and scavengers.



## CHAPTER XV

### INDEBTEDNESS

15.1 The enquiries made by the Committee, the discussions the Committee had with the sweepers and scavengers and their representatives, social workers, Municipal and State Authorities, the available literature and personal knowledge and experience of the members of the Committee reveal that about 90% of the sweepers and scavengers have varying amounts of debt. The main causes of indebtedness are :—

- (1) High-level expenditure on marriage ceremonies ;
- (2) Expenditure on birth and death ceremonies and other social customs ;
- (3) Expenditure on evil habits of excessive smoking, tea, tobacco and intoxicating drinks and drugs ;
- (4) Expenditure on payment of bribes while securing the job and at times even thereafter ;
- (5) Gambling, etc.,
- (6) Expenditure to meet their day-to-day consumption needs ;
- (7) Exorbitant rate of interest on loans.

15.2 The rate of interest charged to sweepers and scavengers is very heavy. The rate of interest is, in case of sweepers and scavengers, not expressed in terms of per cent per annum but is usually related to each rupee advanced and is calculated at compound rate on monthly basis.

15.3 The money-lenders usually hover around the municipal offices on pay day. The repayment is demanded by the money-lender or his agent and any delay or hesitation on the part of the loanee results in intimidation or molestation.

15.4 Although legislation for regulation of money lending and the allied matters is in existence in most of the States, the extent of supervision over the implementation thereof varies from State to State. The local authorities, trade unions and social institutions should take advantage of the provisions of law in this behalf and afford protection and assistance to sweepers and scavengers.

15.5 Social Education can play an effective role in reducing the causes of indebtedness.

15.6 The Special Working Group on Co-operation for Backward Classes had recommended legislation for a scheme for reconciliation and redemption of debts for sweepers etc., which should provide for :—

- (a) Every debtor should have the authority to apply to a properly constituted debt relief court for effecting settlement between him and his creditors. If the Court considers it proper to effect settlement, it will serve a notice to the creditors who will be required to produce all evidence and also remain present to tender evidence ;
- (b) The Court should have the authority to scale down the debt after taking into account the paying capacity of the debtors ;
- (c) For payment of adjusted debts suitable instalments should be fixed by the Court ; and
- (d) The municipalities should agree to deduct the instalments from the salary of their employees.

15.7 We recommend that the legislation on the above lines for redemption and reconciliation of debts incurred by sweepers and scavengers should be formulated at the earliest.

15.8 Pending legislation, social institutions etc., should attempt settlement on a voluntary basis.

15.9 As any measure for the reconciliation of the debt without providing alternative agency for credit cannot succeed, it is further recommended that Co-operative Credit and Consumers' Societies should be formed for the benefit of sweepers and scavengers. The Government on its own or through Co-operative banks should arrange to give loans to members of such Societies for enabling them to purchase shares and loans towards working capital to the tune of 20 times the amount of the paid-up share capital as in Gujarat. The municipalities should deduct the instalment fixed by the Society from the pay and allowances of the sweepers and scavengers and remit it to the society so that the society can repay the loan to the Government or the Bank. Good work has been done in the States of Maharashtra, Gujarat, Bihar etc. The Bihar Harijan Sevak Sangh has done praiseworthy work in this direction as would be evident from Appendix X. In the States where the Co-operative Credit Societies have been functioning success-



fully, the evil of money-lending by private individuals such as pathans, marwaris etc. has reduced to considerable extent.

15.10 Barring a few States, there is very little progress in emancipating the sweepers and scavengers from indebtedness. The Committee stresses the need for much more vigorous action in the matter.

15.11 The Committee recommend that it should be made obligatory for all local bodies employing 20 or more sweepers and scavengers to establish the Co-operative Credit Society and the Co-operative Consumers' Store. In case of smaller societies, educated sweeper/scavenger or an educated member of his family should be employed as part-time Secretary to manage the affairs of such societies.

- (b) The Court should have the authority to scale down the debt after taking into account the paying capacity of the debtors ;
- (c) For payment of adjusted debts suitable instalments should be fixed by the Court ; and
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## CHAPTER XVI

### CUSTOMARY RIGHTS

16.1 The Committee understand that the Report of the Committee on Customary Rights of Scavengers is under consideration of the Department of Social Welfare, Government of India. During the tour of the Committee many representatives of this community have ventilated this problem. In some northern and western parts of the country, the job of scavenging has not been municipalised and the same is performed for separate households for generation together by a family of scavengers. In Punjab, U.P., Himachal Pradesh, Rajasthan, Madhya Pradesh, some parts of Maharashtra and Gujarat, Jagirdari rights in scavenging or Brit-Jagmani is prevalent.

16.2 Besides other customary areas in the country, the Committee were informed that in Delhi Municipal Corporation area the Jagmani system of customary rights has been further established and extended in the fast-growing localities which do not have underground sewerage. The Delhi Corporation has been considering the matter and has decided to take up the abolition of customary rights in one of the hundred wards as an experimental measure. The Committee did not get any details of the plan of work to deal with the problem and it appeared that no appreciable progress had yet been made in this direction. The results of this experiment, if and when it is undertaken, can help in a realistic handling of this complicated issue.

16.3 This Committee would suggest that the problem of abolition of customary rights should be solved with a humanitarian approach and wherever the workers could be persuaded by municipalities with the assistance of their social workers to give up the customary work after deciding due compensation, all adult members of the affected families should be employed by the local bodies. It should be by way of a programme of rehabilitation of these affected families.



## CHAPTER XVII

# IMPROVEMENTS IN WORKING CONDITIONS

17.1 Of all the sections of the Scheduled Castes, the sweepers and scavengers are the most vulnerable. The social stigma of untouchability continues to stick largely because of the 'unclean' occupation of handling and carrying of night soil, of this class of people. It was this factor that engaged the attention of the late Home Minister Shri Govind Ballabh Pant and led to the scheme for abolition of the inhuman practice of carrying night soil as head-load being initiated under the programme of welfare of scheduled castes and backward classes, then under the Ministry of Home Affairs. A summary of the recommendations of the Scavengers' Living Conditions Enquiry Committee appointed by the Bombay Government in 1949 under the Chairmanship of Shri V. N. Barve, was circulated by the Government of India to all State Governments in 1955. The Committee had among other things recommended that the traditional receptacle latrines should be eliminated forthwith and substituted by a type of latrines which would not involve hand removal. It was further stated that the practice of carrying night soil bucket and drums on the head from the latrines to the carts or lorry should be prohibited. The cart or lorry should pass along the road as the work of cleaning latrines proceeds and should keep pace with it. Wheel-barrows in which drums of suitable size should be fixed should be pushed by hand upto the night soil cart or lorry. Otherwise, night soil should be carried in buckets with cover. In the case of night soil being collected in cess pools, a suction pump fitted in a lorry should be utilised.

17.2 The Ministry of Home Affairs, in their letter dated 27th December, 1956 addressed to all State Governments, offered a fifty per cent subsidy to municipalities to enable them to provide immediately the scavengers with wheel-barrows and hand carts as may be feasible to enable them to stop this practice completely. The response of the State Governments was poor and it was pointed out in the Home Ministry's

letter dated the 30th July, 1959 addressed to all State Governments that demands totalling only Rs. 16 lakhs had been received from all over the country during the two years. The Government of India, by another letter dated the 13th April, 1960, agreed to relax the conditions for the assistance to all municipalities who may be able to take up the work even piece-meal. In the meantime, a Committee under the Chairmanship of Prof. N. R. Malkani was appointed to prepare a scheme for putting an end to the practice of carrying night-soil in baskets or buckets as head-loads at a meeting of the Central Advisory Board for Harijan Welfare held on 12th October, 1957 under the chairmanship of the late Shri G. B. Pant. The Malkani Committee examined all the aspects of the removal, collection and disposal of night-soil and connected matters dealing with the working and living conditions of sweepers and scavengers in their report submitted in December, 1960. The Committee made detailed and comprehensive recommendations about the design of latrines, implements to be used, mechanisation of transport and using alternative methods for disposal of night-soil.

17.3 The Malkani Committee observed that "the best system for disposal of night-soil through mechanised means is the flush-out latrine". It was, however, conceded that it will take considerable time to introduce underground sewers in all towns. Its important recommendations about working conditions and disposal of night-soil were, briefly, as follows :

- (a) All primitive latrines should be demolished and reconstructed so as to permit the use of receptacles, which should be made compulsory and supplied by the local body or through licensed shops to ensure proper design. Municipal by-laws should penalise their non-use.
- (b) It should be compulsory to use a standardised scraper which should be supplied by local bodies and not left to the scavengers themselves.
- (c) Efforts should be made to encourage the use of boots and rubber gloves, particularly at the pail-depots and dumping grounds, long-handled brooms with 'Khurpi' and other suitable implements.
- (d) Carrying of night-soil in basket, 'tasla', drum etc. as head-load should be prohibited by law. Wheelbarrows were recommended to be introduced for the purpose with liberal assistance varying from 50% to



bigger municipal bodies, 75% to medium ones and 100% to the poorer lot. Where wheel-barrows could not ply conveniently, buckets with a fixed covering lid should be provided by local bodies for carrying night-soil to the wheel-barrow or other means of transport.

- (e) Mechanical equipment like tractors, trailers, vans and vehicles should be used for transportation of night-soil and town-refuse. State Governments and the Ministry of Health should find funds to be advanced to local bodies for the purpose as grants or loans to be recovered in convenient instalments.
- (f) Use of scavenger for cleaning cess-pools, in which night-soil is collected, should be stopped. Mechanical devices such as lorries fitted with suction pump can be made use of.
- (g) Local bodies should make serious efforts to lay and extend under-ground sewers and the Ministry of Health should make exclusive and higher allocations for the purpose. Wherever underground sewers are laid, latrines must be converted to flush-out latrines.
- (h) In non-sewered areas, septic tank latrines, aqua privies, leach type latrines etc., should be introduced, local bodies adopting the type best suited to their towns.
- (i) For promoting conversion of dry latrines into water borne ones, local bodies should give loans/subsidies to house owners according to income slabs. The Central/State Governments should give adequate assistance.

17.4 The Committee also made other recommendations about pail depots, dumping grounds, bathing facilities at these places for sweepers, composting and use of mechanical devices in gutters and sewers and provision of implements, masks etc. for workers.

17.5 The Malkani Committee had thus recommended an all-round comprehensive approach to the question of handling and disposal of night-soil. However, the scheme of grants-in-aid adopted by the Ministry of Home Affairs (later the Department of Social Security now re-designated as the Department of Social Welfare) was limited to the supply of wheel-barrows, handcarts and such accessories as gloves, gumboots, scrapers etc. Municipal towns having a population of less than one

lakh were eligible for grant of 75% and those with a population of one lakh or more were allowed 50% grant, the balance being found by the local bodies by themselves.

17.6 The payments of grants for wheel-barrow had already been started in 1957-58 as indicated earlier, but subsidies for such equipment and tools as scrapers, gloves, boots etc. were paid after the receipt of the Malkani Committee Report. A statement showing the amounts sanctioned during the Second and Third Plan periods as supplied by the Department of Social Welfare is given below :

(Rs. in lakhs)

S. No.	State	Second Plan 1957-58 to 1960-61	Third Plan period
1.	Andhra Pradesh	1.59	23.54
2.	Assam	1.05	1.00
3.	Bihar	2.32	11.03
4.	Gujarat		2.79
5.	Maharashtra	7.18	5.18
6.	Kerala	1.66	4.22
7.	Madhya Pradesh	3.70	2.50
8.	Madras	2.94	12.45
9.	Mysore	2.36	4.40
10.	Orissa	0.39	4.34
11.	Punjab	2.64	13.34
12.	Rajasthan	2.39	6.97
13.	Uttar Pradesh	5.25	10.22
14.	West Bengal	1.89	5.79
15.	Jammu & Kashmir	0.17	0.19
16.	Delhi	0.39	N.A.
17.	Himachal Pradesh	0.36	N.A.
18.	Andaman & Nicobar	0.08	N.A.
19.	Pondicherry	0.06	N.A.
	Total	36.42	107.96

17.7 The allocation for the Third Plan was actually Rs. 144.19 lakhs, but the utilisation was Rs. 74.97 lakhs. Allocation for 1966-67 was reported to be Rs. 33.37 lakhs, for 1967-68 Rs. 10.05 lakhs and for 1968-69 the allocation is Rs. 20 lakhs. The Working Group for Fourth Five Year Plan has recommended an allocation of Rs. 100 lakhs for the Plan period in the Central sector only.

17.8 It may be mentioned that the above statement gives the amounts paid to the State Governments, but that is not



indicative of the extent of actual utilisation by the local bodies. As would appear from the statement given on pages 36-37 of the Malkani Committee Report, a number of States had surrendered the grants in part or full. Nor the Committee could obtain full information in respect of all States about the total number of wheel-barrows and other items of equipment actually purchased. A statement about Third Five Year Plan supplied by the Social Welfare Department, giving some varied information, is given in Appendix XI. Apart from the figures given in this Statement, the Committee was informed in Andhra Pradesh that 76 out of 80 Municipal bodies had availed of the assistance and they had purchased 3,396 wheel-barrows, 10,562 buckets, 12,160 scrapers, 1,998 gumboots and ankleboots and 2,184 hand gloves. In Bihar all municipal bodies had availed of the assistance. Although complete figures were not available, the Committee found that the assistance had helped to arouse interest in the problem in all States. It is estimated that over 50,000 wheel barrows were purchased upto the end of the Third Plan period. However, the number of wheel-barrows purchased is no indication of the number that was actually put to effective use. In most areas where customary rights prevailed, the wheel-barrows were not put to use at all. As regards use of other equipment such as scrapers, boots, gloves etc., the local bodies have to some extent availed of the matching grants for the purpose, but their actual use has been extremely limited. In areas where customary rights prevail, as in Delhi, the Municipal Corporation have not even enforced the introduction of receptacles in the private latrines and provision of scrapers as suggested by Malkani Committee.

17.9 The results achieved in terms of the objectives of the programme for improvements in the methods of handling and disposal of nightsoil, were however far from satisfactory as would be seen from the Note given in Appendix XII, which is supplied by the Department of Social Welfare, Government of India. The Committee found that in spite of the supply of wheel-barrows, in many places, the practice of carrying night soil as head-loads has continued to persist. Only in a few towns such as Hyderabad, Gaya, Ahmedabad, Baroda, Surat, Bhubaneswar, Bombay, Nagpur, Poona, Indore and a few other places, the programme has made some impact and the practice of head loads partly or substantially abolished.

17.10 In Gujarat and Maharashtra, Government and

social workers have made special efforts to abolish the system with a considerable degree of success. Nevertheless, the practice continues to prevail in many places. In Kerala, a measure of success has been attained largely by popularising E S P type of flush latrines.

17.11 The whole programme has centred round wheel-barrows and by and large, this has not clicked for a number of reasons. The design of the wheel-barrows used has varied considerably and often it has not been adopted to meet local conditions. They could not be used in narrow lanes and Kucha roads. It has not often been realised that this wheel-barrow is no answer to the entire process of removal, collection, transport and disposal of night soil but only a link in the chain of the operation that need be properly organised and co-ordinated. They have been found too heavy to be used by women folk who are mostly engaged in this task. The greatest hindrance to the use of wheel-barrows has been the indifference of the scavengers themselves and their reluctance to discontinue conventional methods. The Malkani Committee had itself remarked that "the main difficulty in popularising the introduction of wheel-barrows is the passive attitude of the scavengers". There was need for a change of habits. The Committee had therefore recommended that the local authorities should make a beginning with a few intelligent scavengers and obtain assistance of non-official organisations and social workers to persuade scavengers to use wheel barrows. The Committee feel that there has been too much emphasis on the use of wheel-barrows, irrespective of their suitability to local conditions so much so that the scavengers look upon them as an imposition from above. The Committee, therefore, recommend that it would be desirable to encourage and evolve local solutions suiting local needs and the design, mode and medium for carrying night soil should be determined after consulting the convenience of the scavengers subject to the main objective being fulfilled that the night soil should not be carried as headloads and it should be covered and not exposed.

17.12 Another matter that attracted the attention of the Committee was the fast wear and tear of the wheel-barrows. This was particularly ascribed to indifferent design, the nature of the work, want of proper storage facilities and the need of their proper washing, maintenance and repairs. The latter poses a difficult problem as the normal staff in the workshop are not usually prepared to attend to repairs.



The Gaya Municipality has trained one of the scavengers for this work and placed him in exclusive charge so that the life of the wheel-barrows is prolonged. The Committee commend this practice for adoption by other local bodies.

17.13 A problem arising out of the fast deterioration in the serviceability of wheel-barrows is the question of their replacement. The Government of Bihar had desired further subsidies for purchase of wheel-barrows by local bodies to enable them to replenish the stock and ensure that their use is continued and further promoted. The Social Welfare Department, however, expressed their inability to meet this request. The local bodies had come forward to meet half the costs from their own meagre resources and it would be unrealistic to expect them to meet full capital costs in future. Although some municipal bodies may come forward to do so, it is unlikely that most of them will be able to provide for full replacement and there is danger of a slide-back, undoing the results achieved. The Committee recommend that the expenditure on this important item should be looked upon as a joint responsibility till the evil is eradicated. Matching grants on the approved pattern should, however, be given only after due scrutiny that the wheel-barrows or such other mechanical devices that may be worked out to suit local conditions are being used for the specific purpose to abolish the practices of night soil being carried as headloads and the municipal body concerned makes suitable arrangements for their maintenance and repairs.

17.14 The abolition of the practice of headloads alone, however, does not solve all the problems of removal, transport and disposal about which the Malkani Committee made detailed recommendations. The removal of night soil from the latrines, carrying it to a pail depot or to a point of other transport for final disposal in a night soil depot or dumping or trenching ground etc. have to be viewed as a total process. The Malkani Committee had recommended the use of lorries fitted with suction pumps for cleaning of cess pool and mechanical equipment like tractors, trailers, vans and vehicles for the transport of night soil and town refuse. The Committee also suggest the use of auto-rickshaws with necessary design and task-master type small mechanical trollies, which can easily be manipulated in congested areas and narrow lanes. Transport of night soil and refuse, is yet to be mechanised in a large number of our towns and cities apart from the need of introducing modern mechanical devices mentioned above.

The Committee recommend that substantial provision should be made for the purpose in Fourth Five Year Plan for giving assistance to local bodies on the basis of a 75 per cent loan and 25 per cent subsidy.

17.15 While efforts for abolishing the practice of carrying night soil as head-loads and for improving the working conditions for handling of night soil must continue, the ultimate solution of the problem lies in the introduction of flush latrines whether connected to the sewers or to a septic tank or leach-pit. It has been seen that only where sewerage facilities are available or as in Kerala and some parts of Gujarat, where sustained efforts have been made to replace the old service privies by some type of sanitary flush out latrines, that conditions have improved. The Committee feel that emphasis, therefore, must shift from improved methods of handling night soil to the abolition of the handling of night soil itself by the introduction of sanitary latrines. Nor will it be possible to wait for the day of a universal sewerage system. The remedy lies in the adoption of cheap type of latrines within the means of average householder. A number of different types of such latrines have already been tried out in our rural and urban areas—such as the PRAI type in U. P. and E S P type in Kerala. The Ministry of Health, Family Planning and Urban Development have worked out a number of alternative designs including a septic tank and published the same in a brochure—“Sanitary Water Borne Latrines for Urban Areas”. We understand that the booklet has been circulated to all municipal bodies and State Governments.

17.16 The National Committee for Gandhi Centenary Celebrations have given a call for the eradication of the evil of service privies by 2nd October, 1969, the day of Centenary Celebrations. The Harijan Sewak Sang has taken up the matter and have distributed popular pamphlets in various languages giving simple facts and designs of cheap sanitary latrines. The programme, however, requires extensive organisation and technical and financial support. No separate funds appear to have been provided for the purpose although the programme is sought to be broadly covered by the National Water Supply and Sanitation Programme. For the success and speedy implementation of the programme the Committee recommend :

(a) That the Ministry of Health, Family Planning and Urban Development should give this programme high priority and organise a national drive for the



eradication of service latrines at the earliest according to a phased programme which should include the rehabilitation of the affected persons.

- (b) Exclusive and adequate provisions should be made by the Ministry of Health and Urban Development in Fourth Five Year Plan and in the annual plans of the States for assistance to local bodies, who could in turn take up the work themselves or give loans to householders for installation of these latrines.
- (c) For properties in slum areas and those with low rental value not exceeding Rs. 240/- per annum, a 25% subsidy should be given.
- (d) The State Governments should get the local bodies to assess the dimension of the problem and prepare estimates of their requirements and steps should be taken to prepare a phased programme for installation from area to area.
- (e) The local bodies should instal for demonstration purposes cheap-design hand flush latrines in their buildings, schools etc. and some private houses to propagate the idea.
- (f) Arrangements should be made by the State Governments for the training of some sanitary inspector or overseer in each municipality in the techniques of construction and maintenance of such latrines and they should be available for giving necessary guidance as also to train mistries etc. for the work.
- (g) The various components of the cheap latrine should be standardised as far as possible and arrangements made for supply of these materials readily at reasonable fixed rates.

17.17 It will be necessary to adopt extensive methods of publicity to make the programme acceptable by persuasion and education. The Committee, however, feel that some coercive steps are necessary and legal provision should be made for the prevention of any further construction of traditional service latrines and for the conversion of such existing latrines to water flush type. In this connection our attention has been drawn to a set of draft rules circulated by the Ministry of Health, Family Planning and Urban Development that can be made by the State Governments, a copy of which is appended at the end of this Chapter. We recommend that the State Governments should take immediate steps.

for the promulgation of rules to the effect that no building plans be sanctioned without the provision of flush-out sanitary latrines even if there are no sewers and the house owners be required to convert existing service latrines into flush-out ones within a maximum period of two years. If necessary, the State Government should take steps to amend the municipal law itself to make provision for the above.

17.18 The Committee came across instances of latrines not having been connected to sewers although sewer lines have been in existence for considerable period. The municipal laws provide for compulsory connection of houses to sewers where they are available within a given distance of a house or property. The Committee would like to emphasise the need of stringent steps being taken by municipal authorities to ensure house connections to existing sewers. Wherever sewer lines are extended afresh, the work of house connections should be taken up simultaneously. The Committee understand that assistance for the purpose is now covered by the National Water Supply and Sanitation Programme of the Ministry of Health, Family Planning and Urban Development.

#### **Draft rules for the consideration of State Governments in respect of sanitary latrines**

1. No building plan for any type of construction or alteration of or additions to a building shall be sanctioned and no building will be deemed to have been completed and fit for human occupation unless provision is made for a sanitary privy. There shall be at least one such privy for every three living rooms.

2. No person shall build a "service privy" or a "sandas" and no permission for such construction shall be granted with effect from the date of commencement of these rules.

*Note (1)*

A "service privy" is a privy from which the excreta is removed by manual agency or other mechanical means and not by water carriage.

*Note (2)*

A "sandas" or drop privy is a privy in an upper storey the excreta from which falls through an opening to the ground floor.

3. Every sanitary privy shall be of the water closet type, that is, water-sealed with flushing arrangements and connected.



- (a) to a soil sewerage system where underground sewerage is available on the road or service lane on which the building is situated within a distance of 30 meters from the property line; or,
- (b) in the absence of such a sewerage system, to a septic tank, leach-pit or collecting well constructed by the owner according to a design approved by the municipal executive.

4. The owner of every existing house or building other than a hut, which does not have a privy or which has a service privy or a "sandas" constructed before the commencement of these rules, shall install a sanitary latrine in the manner prescribed in rule No. 3 within one year of the date of notification of these rules.

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## CHAPTER XVIII

### ADMINISTRATION AND FINANCE

18.1 In the foregoing chapters the Committee have made recommendations on all aspects of the service, living and working conditions of sweepers and scavengers. If past experience is any guide, it has been seen that the implementation of recommendations and the objectives of amelioration of the condition of this class of workers would remain a pious wish unless suitable administrative and financial arrangements are made for the purpose. The Malkani Committee pleaded for some authoritative sanctions and some agencies, "which should not only guide the local bodies but ensure that all the schemes formulated are carried out successfully." The Committee recommended :—

"The problem of improving the scavenging conditions should be dealt with by Local Self-Government Departments of the States/Union Administrations or such other Departments as may be concerned with it.

All the necessary legislation, policy, directive principles, etc. should be issued by the Local Self-Government Departments and they should evolve a machinery to ensure the implementation of their directives, etc. fully and properly through the local bodies and such of their officers as they may like to appoint. Mere enacting of legislation or issuing directives would not be so much helpful as their proper implementation."

18.2 It may be noted that the problems of sweepers and scavengers largely belong to the sphere of urban local bodies. It is in our congested and overcrowded urban settlements that the problems of sanitation, conservancy and the collection and disposal of nightsoil and city garbage and refuse take an acute form and require special handling. It is here again that vast majority of this category of workers is employed and most of our recommendations are to be implemented. Sweepers and scavengers employed in industrial establishments are covered



by the wage structure and other service conditions applicable to their employees. Those employed in State and Union Governments are governed by the normal government rules and pay scales. It is in the local bodies that pay scales, service benefits and working conditions vary so much that some standardisation is necessary.

18.3 The main problem there is to energise the municipal machinery and to give it all support for this programme. There is need for proper orientation of the health and administrative staff of the municipal bodies to make them conscious of the problems and motivate them for their solution. The problem calls for considerable initiative and a broad perspective. It has to be tackled from different angles. As pointed out by the Malkani Committee, "At present all these problems are handled by junior staff in the local body and they find it difficult to carry out the desired change. The officials handling the problems are not also properly equipped for the task nor have they the necessary interest and much less enthusiasm for it." The Committee have already recommended in Chapter II on welfare facilities that municipalities employing 500 sweepers or over should be required to appoint a suitable Welfare Officer who could look after all questions relating to their service and working conditions and could ensure that instructions received from higher authorities are carried out by the local administration. In municipalities having lesser number of sweepers, one of the junior officers such as the Chief Sanitary Inspector may be given the specific duty and he may be sent for a short training course of Social Welfare Organisers.

18.4 During our visit to the States, the Committee noticed that there was no systematic arrangement for dealing with this matter of sweepers and scavengers at the headquarters. Whenever the problem comes up or some official or Committee comes on visit, an effort is made to get together some information and to review the existing position in this regard. It is significant that the information asked in our questionnaires were generally not available at the State headquarters. In many cases the Committee were unable to obtain even full facts about the local authorities that may have taken up any programme or about the varying pay scales and service conditions prevalent in different municipalities. In 1966 the Social Welfare Department of the Government of India had addressed a letter to the State Governments to the effect that the State Local Self-Government Departments should have an officer to

do follow-up action with the municipal bodies on Malkani Committee's Report. Where the Local Self Government Department was separate from the Health Department, the officer should be able to function for both. It was even suggested that the Central Social Welfare Department might be able to contribute to the extent of 75 per cent of the cost of such an officer. The State Governments were requested to send their comments and also the total commitments involved for the Fourth Plan period. The response was far from satisfactory. The Malkani Committee had itself observed that the complicated problems connected with the scavenging conditions require the services of a full-time officer in each town or a composite area whose sole duty would be that the various schemes are implemented properly. He was proposed to be a State official. This Committee under the circumstances, recommend that there should at least be an officer at the State level working in the Health Department or the Local Self-Government Department and maintaining full liaison with both. It would be his duty to look after all measures for legislation, policy formulation and issue of directions to the local bodies as also to mobilise necessary government support to help the local bodies in the implementation of the various proposals and recommendations.

18.5 The Committee was struck by the rather confused situation about the Departments or Ministries that should be dealing with this problem at the Centre. This is apparent from the supplementary questions and replies given in the Parliament on July 5, 1967, the extracts from the proceedings of which can be seen in Appendix III. In clarification of the position it was stated that the question of pay scales and service conditions was dealt by the Labour Ministry and the question of assistance to municipalities and the discontinuance of the practice of carrying nightsoil etc. were being dealt by the Department of Social Welfare and the Health Ministry. The question of sweepers and scavengers has been handled as part of the work of the welfare of scheduled castes, scheduled tribes and other backward classes which was being looked after by the Ministry of Home Affairs and the Malkani Committee Report was in fact submitted to that Ministry. Later on this work formed part of the Department of Social Security and now of the Department of Social Welfare. The provision for subsidies in connection with wheel-barrows, other equipment and housing of sweepers and scavengers has been dealt with in this Department. The Ministry of Health, Family Planning and Urban Development, however, deals with



problems connected with the urban local bodies and since the problem of sweepers and scavengers is intimately linked up with municipal administration, this Ministry has an important role in respect of this category of the scheduled castes. It is, however, to be noted that the Social Welfare Department confines its activities only to such matters as relate to the personal welfare of sweepers and scavengers so that while they can give assistance for the abolition of the carrying of night-soil as head loads, they cannot utilise their funds for the conversion of service privies into flush-out latrines which is a matter of public health. The Committee is of the view that the spheres of various ministries of the Government of India should have relation to the different aspects of tasks for the amelioration of the conditions of sweepers and scavengers. These tasks relate to (a) living conditions and welfare of this class of workers, (b) the working conditions involving their daily occupation and operation regarding removal, collection and disposal of nightsoil and city refuse and (c) their service conditions including their pay and allowances, questions of hours of work, leave, etc. The work connected with living conditions and general welfare rightly belong to the Social Welfare Department in the Centre and Departments of Harijan Welfare and general social welfare in the States. The working conditions are essentially a matter of public health and sanitation and should be dealt with by the Ministry of Health, Family Planning and Urban Development at the Centre and all programmes relating to the operations connected with the handling of nightsoil and city refuse should be dealt with in that Ministry. The questions of minimum wage, pay and allowances, etc. belong to the Ministry of Labour, Employment and Rehabilitation at the Centre and Departments of Labour in the States. The municipal bodies, however, come under the purview of the municipal administration or Urban Development Departments in the State Governments and the Health Ministry at the Centre. While, therefore, broader question of pay and allowances of sweepers and scavengers as an occupation and class of labour will have to be the concern of the department of labour both in the Centre and in the States, all questions in this regard will require to be dealt with through the Ministry of Health and the Local Self-Government Departments in the States, which should be the channels for ensuring the implementation of pay scales and allowances and other benefits laid down for being carried out by the urban local bodies.

18.6 While the Committee appreciate the varying roles

of the different Ministries, there is need of some coordination regarding all matters relating to the guidance and assistance that is to be given to local bodies for improving the service conditions as well as the working and living conditions of sweepers and scavengers. The Committee, therefore, recommend that in view of the specific constitutional responsibility about the welfare of the Scheduled Castes and Scheduled Tribes an officer in the Social Welfare Department should have the exclusive responsibility of over-seeing the whole range of problems connected with the service, working and living conditions of sweepers and scavengers and should act as a liaison officer with the other Ministries to ensure proper co-ordination of these activities. It is obvious that the various problems relating to health, education, housing and social welfare will have to be dealt with by the respective Departments/Ministries who would also be responsible for making the necessary funds available for these purposes. Nevertheless, all such assistance is normally to be directed towards the urban local bodies in the field. The Officer in the Social Welfare Department should, however, be fully equipped with all information and the State Governments and Local Bodies should be notified for approaching him for any guidance and assistance.

18.7 As has been pointed out earlier, the problem of living and working conditions of sweepers and scavengers has its social and educative aspects, both in respect of the sweepers as well as the public community they serve. The Malkani Committee pointed out :

“It will take time to remove the old prejudices of the people with regard to the disposal of nightsoil and it is equally an uphill task to overcome the apathy of scavengers to the improvement of their own occupation. The local bodies and their health staff have yet to learn to perform their duties in a far more scientific and intelligent manner. We have to seek the active cooperation of all concerned, the public, the local authorities and their field staff and the community of scavengers, failing which conditions in this age-old occupation cannot be improved.”

The Committee have observed that even where equipment and other amenities are made available they are not properly utilised by the scavengers. It will be necessary to change their habits and their attitudes to their work by a slow educative process. It is also necessary to remove the indiffe-



rence and ignorance of the public at large as well as of the local bodies. It is, therefore, recommended that every local body should constitute a special *ad hoc* committee to constantly review the conditions of sweepers and scavengers and the action taken on the various recommendations made in this regard from time to time. Such a committee may include some prominent social workers as well as an official of the State Government. The States and Union Government, at their own levels, should also have similar standing committees to consider field reports and advise the Government about steps to be taken to ensure speedy improvement in the living and working conditions of this class of employees.

18.8 The Committee is deeply conscious of the additional financial burden involved in the implementation of our recommendations. The Committee feel that the local bodies cannot bear this burden unaided nor it will be fair to expect them to shoulder the entire responsibility for the uplift of this most vulnerable section of the scheduled castes. The Malkani Committee had observed that "the State Governments can reduce the burden of the local bodies to a great extent and provide technical and financial and such other help as may be needed by the local bodies." They recommended that both the State Governments and the Union administration should come forward with such assistance to help the local bodies. The Renuka Ray Study Team on Social Welfare and Welfare of Backward Classes have recommended "that the Central and State Governments should increase their share of grants to municipalities to enable them to abolish, within a specified period, the practice of carrying nightsoil in open baskets on the head." The Team had also recommended that the Municipal Corporations and Municipal Committees should undertake welfare schemes which should be designed in a manner that could cover their sweepers, scavengers and Harijan employees. Regarding the resources for welfare projects the Renuka Ray Study Team had also recommended as follows:

- “(a) Municipal Corporations and Municipal Committees should be recognised as the principal welfare agencies in the urban area.
- (b) The resources of a Municipal Corporation or a Municipal Committee, to meet the costs involved in undertaking the welfare programmes, should consist of :

- (i) Grants-in-aid by the Central Government to be made available from out of the special funds provided at the Centre for welfare programmes including those provided for the welfare of backward classes;
- (ii) State assistance in the form of grants which may be provided from out of the special provision made in the plans of the States both for social welfare programmes and programmes for the welfare of backward classes;
- (iii) The Municipal Corporations or Municipal Committees, as the case may be, should also raise their own funds and should earmark a portion of their budget for welfare schemes, depending upon the size of the population to be covered by them; and
- (iv) Contributions to be made by enlisting people's participation in specific welfare schemes both in the form of skilled and unskilled labour and gifts and donations."

While generally agreeing with the above recommendation, the Committee feel that to ensure an adequate follow-up the local bodies should be required to draw up a phased programme for giving effect to the recommendations of this Committee along with their financial implications. The Committee further recommend that:

- (a) It should be obligatory for every local body to make specific provision in its annual budget for programmes of welfare, uplift and improvement of living and working conditions of the sweepers and scavengers employed by them and the State Governments should provide a matching contribution in support of these schemes undertaken by the local bodies.
- (b) In all the schemes and programmes of the State Governments as well as the Centre, in respect of housing, social education and programmes of general welfare of the backward classes, funds should be earmarked to be utilised specifically for the improvement of conditions of sweepers and scavengers to be spent through the urban local bodies in accordance with the pattern of assistance laid down for each programme.



18.9 The Committee is aware of the generally poor finances of municipalities and corporations in the country. The Committee's attention has been drawn to some recent reports submitted to the Ministry of Health, Family Planning and Urban Development, namely, the Report of the Committee on Augmentation of Finances of Urban Local Bodies and the Report of the Rural Urban Relationship Committee. They have made detailed recommendations about allocation of resources and grants to urban local bodies as well as the action that must be taken by the local bodies themselves to augment their resources by proper levy of taxes and their proper assessment and collection. Without going into the details of these recommendations, the Committee took note of the fact that a large number of local bodies are not imposing adequate conservancy-scavenging and sewerage taxes. Many local bodies also do not exploit the possibilities of augmenting their income by making proper use of rubbish and nightsoil through composting and making organic manure. The Committee recommend that the urban local bodies should take all necessary steps to exploit their resources and the State Governments through the use of their statutory powers and pattern of grants persuade the local bodies to take necessary action in the matter. Where the Government is satisfied that a particular local body has made the proper use of its powers of taxation and exploitation of its resources and that they cannot meet the costs of obligations for the implementation of our recommendations in spite of the efforts made by them, the Central as well as the State Governments should, in addition to the recommendations made in the foregoing paragraphs, come forward to assist the local bodies financially through special grants. The Government should make specific provision for the purpose as an essential part of the Government's programme to ameliorate the working, service and living conditions of sweepers and scavengers. In addition, the Committee have already recommended in an earlier chapter the need of exclusive allocation of funds in the Five Year Plans of the Ministry of Health, Family Planning and Urban Development of adequate funds for mechanisation of transport of nightsoil and city refuse as well as the conversion of service privies and dry latrines into flush-out latrines both in sewered and non-sewered areas.

## CHAPTER XIX

### CONCLUSION

19.1 While making recommendations to improve the working, service and living conditions of sweepers and scavengers, the Committee have been guided by the following Directive Principles of State Policy embodied in the Constitution of India :—

**Article 39.** The State shall, in particular, direct its policy towards securing :

- (d) that there is equal pay for equal work for both men and women ;
- (e) that the health and strength of workers, men and women, and the tender age of children are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age or strength.

(f) — — —

**Article 41.** The State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement, and in other cases of undeserved want.

**Article 42.** The State shall make provision for securing just and humane conditions of work and for maternity relief.

**Article 43.** The State shall endeavour to secure, by suitable legislation or economic organisation or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities and, in particular, the State shall endeavour to promote cottage industries on an individual or co-operative basis in rural areas.



**Article 46.** The State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and Scheduled Tribes and shall protect them from social injustice and all forms of exploitation.

19.2 We earnestly hope that the adoption of the measures we have recommended, would, to a certain extent, help in achieving the above objectives of the State Policy, for the sweepers and scavengers, who are still at the last rung of the social ladder.

Sd/- (Bhanuprasad Pandya)	Chairman
Sd/- (N. R. Malkani)	Member
Sd/- (K. L. Balmiki)	Member
Sd/- (N. S. Kajrolkar)	Member
Sd/- (Bhola Raut)	Member
Sd/- (Deva Raj)	Member
Sd/- (K. A. Sheth)	Secretary

New Delhi,  
Dated : 15 Oct. 1968

## SUMMARY OF RECOMMENDATIONS

Sl. No.	Reference to Para No. of the Report	Recommendation
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### Chapter II — General Observations

1. 2.8 As the recommendations of various committees have no statutory force, the implementation thereof by various employing authorities is not uniform and generally poor. The Committee, therefore, strongly recommend that the Central Government should undertake a comprehensive legislation for regulating their working, service and living conditions which should also provide for adequate inspectorate and enforcement machinery. There should also be a saving clause in the legislation providing that those sweepers and scavengers who are enjoying better service conditions shall not be adversely affected. That legislation should be made applicable, in the first instance, to all local bodies, big and small, including village panchayats. It should also provide that any or all of the provisions of that law can be made applicable by notification, to any individual or establishment employing sweepers and scavengers.

### Chapter III—Pay and Allowances

2. 3.12 The State Governments/Union Territories should take immediate steps for enforcing as a minimum the same scales of pay and dearness allowances for sweepers and scavengers as are applicable to their Class IV employees (such as full time peons) irrespective of the fact whether they are employed by any type of local body, big or small, including Village Panchayats.



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3. 3.13 The Central legislation proposed by us should provide that notwithstanding anything contained in any other law for the time being in force, no sweeper or scavenger employed by a local body should be paid less than the pay and allowances which are payable to Class IV servants (like full-time peon) of the State Government or the Union Territory in which the local body is situated. The law should also provide for the extension of this provision, by notification, to any other establishment or individual employing sweepers and scavengers.

4. 3.15 Recommendation No. 3 is with regard to the minimum scales of pay and allowances. The fair standard of pay and allowances for sweepers and scavengers, on account of filthy nature of their work, disagreeableness of the task and the health hazards involved in the work should be higher than the pay and allowances of Class IV government employees. A Statutory Central Wage Board should be set up for the purpose of fixation of fair standard of pay and allowances for sweepers and scavengers after taking all the relevant factors into consideration.

5. 3.16 The legislation should also provide that the decision of Wage Board, can by notification, be made applicable to any other establishment or individual employing sweepers and scavengers.

6. 3.17 The employment of part-time sweepers and scavengers, save with the express permission in writing of the prescribed authority, should be prohibited by law.

7. 3.18 Local bodies should entrust the supervision of distribution of pay to sweepers and scavengers to responsible officers and the provision of Payment of Wages Act, 1936 should be made applicable to the employers of sweepers and scavengers.

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### Chapter IV — Weekly Off, Leave and Holidays

- 4.2 A full weekly rest day is an absolute must, and can in no way be replaced by any partial half holidays or monetary compensation in lieu. The local bodies may stagger the weekly rest day for different employees but ensure that every sweeper or scavenger gets regular weekly rest day after every six days of work.
9. 4.2 Public holidays that are given to class IV employees of the State Governments/Union Territory concerned or compensatory holidays or compensation in lieu should be allowed to all sweepers and scavengers.
10. 4.4 Every sweeper and scavenger in the employ of the local body should be allowed the various kinds of leave which are allowed to the Class IV employees of the State Government/Union Territory in which the local body is situated.
11. 4.5 The maternity leave should be granted in accordance with the Maternity Benefits Act, 1961.
12. 4.6 The recommendations Nos. 8 to 11 should be suitably incorporated in the legislation.

### Chapter V—Hours of Work and the Related Matters

13. 5.2 It is essential to follow some yardstick for & assignment of duties and areas of work to sweepers and scavengers and fixation of strength of staff according to the nature of job to be done. A fair work load should be fixed for a normal working day for all types of duties after taking all the relevant factors into consideration. The State Governments should take steps to assess the prevailing conditions in their municipalities and with the help of their technical officers and after due consideration of the difficulties of workers, lay down definite standard of work to be done by the various categories of sweepers and scavengers.
14. 5.6 The normal hours of work for sweepers and scavengers should not be more than seven hours per day of which not more than four hours could be devoted to scavenging.



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15. 5.6 Those who perform only scavenging work, that is the removal and handling of nightsoil, the normal hours of work should not exceed five.
16. 5.6 Those who do only sweeping work their normal hours of work should not exceed seven.
17. 5.7 The roll call should not be taken more than twice—once in the morning and once in the afternoon, preferably on the working site so that time on going to and coming from work is saved as also the supervision of the work will be more effective.
18. 5.7 Where the work is taken in one session, every worker should have an interval of rest at least for half an hour after a continuous period of work for five hours.
19. 5.7 No overtime work should be taken from the sweepers and scavengers except with the express permission in writing from the prescribed authority. When such overtime work is taken the workman concerned should be paid at double the ordinary rate of his pay including allowances.
20. 5.8 Recommendations Nos. 14 to 19 should be suitably incorporated in the legislation.

#### Chapter VI — Recruitment and Employment

21. 6.2 Recruitment must be strictly regulated by having a better and fool-proof arrangement and maintenance of detailed records of seniority of substitute workers, registration of candidates and the issue of call letters and appointment orders. As soon as an application is received, it should be entered with full particulars and address in the register maintained for the purpose and the applicant informed about his registration number in the waiting list. Call letters and appointment orders should not be sent through peons or jamadars but by registered post. An officer of appropriate status should look after the recruitment of sweepers and scavengers and he should ensure that no malpractices are involved in the process.

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22.	6.3	The system of giving preference to the member of the family of the deceased, disabled or retired worker on compassionate ground, as mutually agreed, is in vogue in most local bodies. We do not think that there is any necessity to disturb this arrangement.
23.	6.4	Rules should be framed for the confirmation of employees and the procedure for disciplinary action and they should be duly enforced. Alternatively, the provisions of Industrial Employment (Standing Orders) Act, 1946 should be made applicable to all employers of sweepers and scavengers.
24.	6.5	The posts of jamadars, peons, drivers, nakawala, octroi chowkidar, etc. should be filled in from among the sweepers and scavengers by promotion, if they are otherwise qualified for the post.
25.	6.5	Preference should be given to the educated members of the family of the sweepers and scavengers while filling up the various vacancies under the local body, if they are qualified for the posts and otherwise found fit.
26.	6.6	The local bodies and the Central and State Governments must always apply themselves to the larger task of ameliorating the conditions of sweepers and scavengers and help to lift them from their existing drudgery. With a view to free them from the compelling circumstances of undertaking these occupations, we strongly recommend that the Central and State Governments and Local bodies should provide liberal facilities to the children of sweepers and scavengers for education and training for different jobs to enable them to take full advantage of recruitment to positions reserved for Scheduled Castes and the sweepers and scavengers should be given first preference.
27.	6.6	Those who are more enterprising and intend to start their own business or industry, should be provided with adequate loan and other facilities under the various schemes of the Government.



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At present the loans and other facilities extended to the sweepers and scavengers are restricted to pig-rearing, hen-rearing, coir rope-making, etc. Instead they should be encouraged for other gainful occupations, trade and industries such as small-scale industries, contracts on railways, public motor transport etc. through co-operative efforts and with Government aid.

28. 6.7 Employment of children as sweepers and scavengers should be prohibited in municipal or private service.
29. 6.7 The normal age of retirement should be 60 years.
30. 6.7 The recommendations Nos. 28 and 29 should be incorporated in rules or in separate legislation if necessary. Such rules and laws should also require that full and accurate record of service of sweepers and scavengers should be maintained in the form of Service Book.
31. 6.8 The local bodies should not discourage the employment of women on the ground that their employment involves greater liabilities in the shape of maternity benefits etc.

#### Chapter VII—Uniforms and Protective Clothing

32. 7.1 Looking to the dirty nature of work of sweepers and scavengers, the provision of proper clothing which they can utilise while on work is a necessity rather than an amenity.
33. 7.3 At least three sets of cotton uniforms per year should be given to all sweepers and scavengers. The uniform for males should consist of a pant, half-sleeved shirt and a cap or head gear. The uniforms for females should consist of a sari, blouse and petticoat. Where the local customs vary in the type of clothings used, that should be taken into consideration and three sets of such uniform should be given. In some States local bodies give short pants for work. When sweepers and scavengers accept them as more suitable, four short pants instead of three pants should be given. So also when women find shalwars more suitable for work, 4 shalwars instead

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|     |     | of 3 sarees should be given. Adequate quantity of soap for washing the uniforms should invariably be given.  |
| 34. | 7.4 | The texture, colour, etc. of the uniforms should be decided in consultation with sweepers and scavengers.  |
| 35. | 7.4 | The sweepers should be provided with one pair of chappals every year.  |
| 36. | 7.4 | The scavengers and other workers who have to handle night soil should be provided with one pair of ankle high rubber shoes every year.   |
| 37. | 7.4 | For protection against cold every sweeper and scavenger should be provided with one pair of woolen clothing every alternate year.  |
| 38. | 7.4 | For protection against rain, they should be given one plastic raincoat and cap every year.   |
| 39. | 7.4 | In hilly areas, where the cold climate persists for more than six months, it is recommended that one set of cotton uniform and two sets of wollen uniform consisting of a full pant, one full-sleeved bush shirt, one cap and a pair of shoes should be provided every year.   |
| 40. | 7.5 | The use of uniforms, when not on duty, is not proper. The uniforms are meant for use during the working hours. Thereafter they should be changed and washed. When they are not on duty, they should use their own clothings so that the dust and the dirt that might have accumulated on uniforms while on work, do not impair their health. |
| 41. | 7.6 | The recommendations Nos. 33 to 39 should be suitably incorporated in the legislation.  |

### Chapter VIII—Social Security

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| 42. | 8.1 | Practices which are violative of rules governing provident fund accounts should be strictly dealt with by the State Governments. |
| 43. | 8.1 | The Employees should be supplied their statements of provident fund accounts regularly.  |



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| 44. | 8.1  | The provisions of the Employees' Provident Funds Act, 1952 should be made applicable to the sweepers and scavengers employed by the local bodies.  |
| 45. | 8.2  | In addition to the Contributory Provident Fund Scheme, a Gratuity Scheme providing half month's pay (including dearness allowance) for every completed year of service, not exceeding fifteen months' pay (including dearness allowance) should be introduced for the sweepers and scavengers. |
| 46. | 8.3  | Option should be given to the sweepers and scavengers concerned to opt either for (i) Contributory Provident Fund and Gratuity or (ii) Pension and Death-cum-Retirement Gratuity.  |
| 47. | 8.4  | The provisions of Maternity Benefits Act, 1961 should be made applicable to sweepers and scavengers employed by local bodies.  |
| 48. | 8.5  | The provisions of Workmen's Compensation Act 1923 should be made applicable to sweepers and scavengers.  |
| 49. | 8.6  | The provisions of Employees' State Insurance Act, 1948 should be made applicable to the sweepers and scavengers employed by the local bodies.  |
| 50. | 8.7. | Till the provisions of the Employees' State Insurance Act, 1948 are made applicable to the sweepers and scavengers, the local bodies should provide free medical facilities to them and their family members.  |
| 51. | 8.8  | Suitable provision may be made in the legislation to make the schemes and legislations referred to in recommendations No. 44 to 50 applicable to sweepers and scavengers.  |

### Chapter IX — Industrial Relations and Trade Unionism

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| 52. | 9.1 | The local bodies and sweepers and scavengers should resort only to peaceful methods for the settlement of their disputes. Both the parties should develop harmonious relations. |
| 53. | 9.2 | It is very essential that the parties implement the settlements and awards in their true spirit.  |

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| 54. | 9.4 | The Industrial Relations Machinery of the State should be made available to the parties for the peaceful settlement of their disputes and grievances.   |
| 55. | 9.5 | Trade Unions of sweepers and scavengers should conduct their activities in a responsible and constructive manner.   |
| 56. | 9.5 | The sweepers and scavengers should beware of the trade union leaders who exploit them for their personal or political ends. This is all the more necessary on account of the ignorance and backwardness of this section of the society. |

#### CHAPTER X — Housing

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| 57. | 10.1 | Of all other factors, housing is the most important one which affects the living conditions of sweepers and scavengers.   |
| 58. | 10.5 | The Government should ensure that the permanent sweepers and scavengers are given plots of land free of charge and an advance of 36 months' basic pay to one adult member of the family is given for the construction of house.   |
| 59. | 10.7 | It is of primary importance that the housing conditions of sweepers and scavengers are radically improved.  |
| 60. | 10.8 | The shortcomings that might have come in the way of implementation of various schemes should be removed. Various schemes should be co-ordinated and adequate housing accommodation with essential amenities should be provided to all sweepers and scavengers.  |
| 61. | 10.8 | The sweepers and scavengers should be made eligible for allotment of houses built under the Subsidised Industrial Housing Scheme and every tenth quarter should be reserved for them.   |
| 62. | 10.8 | Likewise reservation for sweepers and scavengers may be made in all low income group housing schemes and co-operative housing schemes assisted by Government. Adequate amount of subsidy should be given to the sweepers and scavengers so that the same can be utilised towards their share in such schemes. |



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63. 10.8 The Sweepers' Housing Scheme should be combined with the Low Income Group Housing Scheme and the houses constructed by the local bodies under such combined scheme should be passed over to their sweepers and scavengers on a hire-purchase basis.
64. 10.8 Wherever the financial conditions of the local bodies permit, they may advance 36 months' salary to be recovered in suitable instalments for the purchase or construction of residential house.
65. 10.9 One room tenements are neither adequate nor desirable. The sweepers and scavengers are usually having large families and very often more than one married couple with children are occupying the same tenement. From the view-point of moral hygiene, every tenement must have at least two living rooms, a kitchen, a bath-room, sanitary type of latrine, built-up cup-board, a slightly raised platform for fire-place with a hood and chimney over it and a hollow underneath where the sweeper or the scavenger can store fuel, verandah and water-supply. Wherever available, the electricity must also be provided. The Committee recommend that the above minimum standards should be kept in view while planning housing schemes for sweepers and scavengers.

### Chapter XI—Welfare Facilities

66. \*11.2 The provision of creches should be made compulsory in respect of those local bodies who employ 50 or more women sweepers and scavengers. It should be incorporated suitably in the legislation we have proposed for sweepers and scavengers. The details of the type of construction, the number and qualification of the staff, the food and other amenities to be provided in the creches, the number of creches etc. should be prescribed under the rules under the proposed legislation.

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67. 11.3 It should be made obligatory for local bodies employing 500 or more sweepers and scavengers to establish community centres for the use of these workers and their family members. Likewise, community centres must also be provided in all new colonies of sweepers and scavengers. The community centre should provide for various recreational, cultural and educational facilities for men, women and children and should have properly qualified staff. This should be suitably incorporated in the legislation proposed by us and the rules to be framed thereunder.
68. 11.4 The Government and local bodies should come forward with all possible help and assistance to encourage the voluntary efforts of the sweepers and scavengers and their organisation to undertake various social, education and welfare activities for sweepers and scavengers and their family members.
69. 11.5 The appointment of a suitably qualified Labour Welfare Officer should be made obligatory for local bodies employing 500 or more sweepers and scavengers.
70. 11.6 The attitude of officers of the local bodies should be more courteous towards sweepers and scavengers. Their names should be recorded more decently and the persons engaged in sweeping and scavenging should be designated as Safai-Sevaks or Safai-Sevikas or by similar dignified terms.
71. 11.7 The State Governments should nominate one member from amongst the sweepers and scavengers on the local body. If necessary, the State Municipal law should be suitably amended to provide for this, as such a nominated member on the local body can play very important role in persuading the local body to undertake the welfare measures for the sweepers and scavengers.



### Chapter XII—Welfare through Prohibition

72. 12.4 The State, Local Bodies, Trade Unions and Social Institutions should carry out vigorous anti-drink propoganda in the localities inhabited by sweepers and scavengers.
73. 12.4 The licences to open liquor shop should not be given for opening such shops within half a mile of sweepers' and scavengers' residential localities. Instead, shops where soft drinks and snacks are available should be opened in the neighbourhood of their colonies.
74. 12.4 Whether there is statutory prohibition or not in the particular State, under the service regulations, consumption of intoxicating drinks, while on duty or otherwise, should be prohibited and this rule should be strictly enforced.

### Chapter XIII—Health Survey

75. 13.3 A detailed and relatively prolonged survey of all illnesses among the sweepers and scavengers coupled with environmental surveys should be carried out at different centres under the guidance of the All India Institute of Hygiene and Public Health, by the Ministry of Health, Government of India.
76. 13.4 It should be made compulsory for the local bodies to arrange for the medical examination of all their sweepers and scavengers at least once every year. This should be suitably provided in the legislation.

### Chapter XIV—Education

77. 14.1 At least two residential schools—one for boys and one for girls—on the lines of such schools for the children of tribal people should be opened in each State with cent per cent grant for the children of sweepers and scavengers.
78. 14.2 In those States, where the number of scholarships to the children belonging to Scheduled Castes/Scheduled Tribes are limited, the first preference should be given to the children of sweepers and scavengers for such scholarships.

79. 14.3 Special facilities should be given to the children of sweepers and scavengers to prosecute their technical and professional education so that they can enter other gainful employments, on the completion of their studies.
80. 14.4 All concerned should make much more vigorous attempts for the spread of social education among the sweepers and scavengers. The Central Board of Workers' Education should extend its activities to sweepers and scavengers.

#### Chapter XV—Indebtedness

81. 15.4 The local authorities, trade unions and social institutions should take advantage of the laws relating to the regulation of money lending and the allied matters and afford protection and assistance to sweepers and scavengers.
82. 15.5 Social education can play an effective role in reducing the causes of indebtedness.
83. 15.7 The legislation for redemption and reconciliation of debts incurred by sweepers and scavengers as suggested by the special Working Group on Co-operation for Backward Classes should be formulated at the earliest.
84. 15.8 Pending legislation, social institutions etc. should attempt settlement on a voluntary basis.
85. 15.9 As any measure for the reconciliation of the debt without providing alternative agency for credit cannot succeed, it is further recommended that Co-operative Credit and Consumers' Societies should be formed for the benefit of sweepers and scavengers. The Government on its own or through Co-operative banks should arrange to give loans to members of such societies for enabling them to purchase shares and loans towards working capital to the tune of 20 times the amount of the paid-up share capital as in Gujarat. The municipalities should deduct the instalment fixed by the society from the pay



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|     |       | and allowances of the sweepers and scavengers and remit it to the society so that the society can repay the loan to the Government or the Bank.  |
| 86. | 15.10 | Much more vigorous action should be taken for emancipating the sweepers and scavengers from indebtedness.  |
| 87. | 15.11 | It should be made obligatory for all local bodies employing 20 or more sweepers and scavengers to establish the Co-operative Credit Society and the Co-operative Consumers' Store. In case of smaller societies, educated sweeper/scavenger or an educated member of his family should be employed as part-time Secretary to manage the affairs of such societies. |

#### Chapter XVI—Customary Rights

88. 16.3 The problem of abolition of customary rights should be solved with a humanitarian approach and wherever the workers could be persuaded by municipalities with the assistance of their social workers to give up the customary work after deciding due compensation, all adult members of the affected families should be employed by the local bodies. It should be by way of a programme of rehabilitation of these affected families.

#### Chapter XVII—Improvements in Working Conditions

89. 17.11 There has been too much emphasis on the use of wheel-barrow, irrespective of their suitability to local conditions so much so that the scavengers look upon them as an imposition from above. It would be desirable to encourage and evolve local solutions suiting local needs and the design, mode and medium for carrying night soil should be determined after consulting the convenience of the scavengers subject to the main objective being fulfilled that the night soil should not be carried as head loads and it should be covered and not exposed.

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| 90. | 17.12 | One of the scavengers should be trained by the local bodies for maintenance and repairs of the wheel barrows and should be placed in exclusive charge of this work.  |
| 91. | 17.13 | The expenditure to replenish the stock of wheel barrows should be looked upon as a joint responsibility till the evil is eradicated. Matching grants on the approved pattern should, however, be given only after due scrutiny that the wheel barrows or such other mechanical devices that may be worked out to suit local conditions are being used for the specific purpose to abolish the practice of night soil being carried as head loads and the municipal body concerned makes suitable arrangements for their maintenance and repairs. |
| 92. | 17.14 | In addition to the mechanical equipment like tractors, trailers, vans and vehicles for the transport of night soil and town refuse, autorickshaws with necessary design and task-master type small mechanical trollies which can easily be manipulated in congested areas and narrow lanes should be used.   |
| 93. | 17.14 | Transport of night soil and refuse is yet to be mechanised in a large number of our towns and cities apart from the need of introducing modern mechanical devices mentioned above. Substantial provision should be made for the purpose in Fourth Five Year Plan for giving assistance to local bodies on the basis of 75 per cent loan and 25 per cent subsidy.   |
| 94. | 17.15 | While efforts for abolishing the practice of carrying night soil as head loads and of improving the working conditions for handling of night soil must continue, the ultimate solution of the problem lies in the introduction of flush latrines whether connected to the sewers or to a septic tank or leach-pit. Emphasis, therefore, must shift from improved methods of handling night soil to the abolition of the handling of night soil   |



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itself by the introduction of sanitary latrines. The remedy lies in the adoption of cheap type of latrines within the means of average householder.

95. 17.16 For the speedy implementation of the programme of eradication of the service privies :

(a) The Ministry of Health, Family Planning and Urban Development should give this programme high priority and organise a national drive for the eradication of service latrines at the earliest according to a phased programme which should include the rehabilitation of the affected persons ;

(b) Exclusive and adequate provisions should be made by the Ministry of Health and Urban Development in Fourth Five Year Plan and in the annual plans of the States for assistance to local bodies, who could in turn take up the work themselves or give loans to householders for installation of these latrines ;

(c) For properties in slum areas and those with low rental value not exceeding Rs. 240/- per annum a 25% subsidy should be given.

(d) The State Governments should get the local bodies to assess the dimension of the problem and prepare estimates of their requirements and steps should be taken to prepare a phased programme for installation from area to area.

(e) The local bodies should instal for demonstration purposes cheap design and flush latrines in their buildings, schools etc. and some private houses to propagate the idea.

(f) Arrangements should be made by the State Governments for the training of some sanitary inspector or overseer in each municipality in the techniques of construction and maintenance of such latrines and they should be available for giving necessary guidance as also to train mistries etc. for the work.

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|     |       | (g) The various components of the cheap latrine should be standardised as far as possible and arrangements made for supply of these materials readily at reasonable fixed rates.  |
| 96. | 17.17 | It will be necessary to adopt extensive methods of publicity to make the programme acceptable by persuasion and education.  |
| 97. | 17.17 | Some coercive steps are necessary and legal provision should be made for the prevention of any further construction of traditional service latrines and for the conversion of such existing latrines to water flush type.   |
| 98. | 17.17 | The State Governments should take immediate steps for the promulgation of rules to the effect that no building plans be sanctioned without the provision of flush out sanitary latrines even if there are no sewers and the house owners be required to convert existing service latrines into flush out ones within a maximum period of two years. If necessary, the State Government should take steps to amend the municipal law itself to make provision for the above. |
| 99. | 17.18 | Stringent steps should be taken by municipal authorities to ensure house connections to existing sewers. Wherever sewer lines are extended afresh, the work of house connections should be taken up simultaneously.   |

#### Chapter XVIII—Administration and Finance

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| 100. | 18.3 | There is need for proper orientation of the health and administrative staff of the municipal bodies to make them conscious of the problems and motivate them for their solution.   |
| 101. | 18.3 | In municipalities employing 500 or more sweepers, the labour welfare officer, and in municipalities employing lesser number of sweepers, officer like Chief Sanitary Inspector may be given the specific duties of looking after all questions relating to these workers' service and working conditions and to ensure that instructions rece- |



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ived from higher authorities are carried out. Chief Sanitary Inspector, entrusted with such duties may be sent for short training course of Social Welfare Organisers.

102. 18.4 There should at least be an officer at the State-level working in the Health Department or the Local Self-Government Department and maintaining full liaison with both. It would be his duty to look after all measures for legislation, policy formulation and issue of directions to the local bodies as also to mobilise necessary government support to help the local bodies in the implementation of the various proposals and recommendations.

103. 18.5 The spheres of various ministries of the Government of India should have relation to the different aspects of tasks for the amelioration of the conditions of sweepers and scavengers. These tasks relate to (a) living conditions and welfare of this class of workers (b) the working conditions involving their daily occupation and operation regarding removal, collections and disposal of nightsoil and city refuse and (c) their service conditions including their pay and allowances, questions of hours of work, leave, etc. The work connected with living conditions and general welfare rightly belong to the Social Welfare Department in the Centre and Departments of Harijan Welfare and general social welfare in the States. The working conditions are essentially a matter of public health and sanitation and should be dealt with by the Ministry of Health, Family Planning and Urban Development at the Centre and all programmes relating to the operations connected with the handling of nightsoil and city refuse should be dealt with in that Ministry. The questions of minimum wage, pay and allowances, etc. belong to the Ministry of Labour, Employment and Rehabilitation at the Centre and Departments of Labour in the States. The Municipal bodies, however, come under the purview of the municipi-

pal administration or Urban Development Departments in the State Governments and the Health Ministry at the Centre. While, therefore, broader question of pay and allowances of sweepers and scavengers as an occupation and class of labour will have to be the concern of the department of labour both in the Centre and in the States, all questions in this regard will require to be dealt with through the Ministry of Health and the Local Self-Government Departments in the States, which should be the channels for ensuring the implementation of pay scales and allowances and other benefits laid down for being carried out by the urban local bodies.

104. 18.6 There is need of some coordination regarding all matters relating to the guidance and assistance that is to be given to local bodies for improving the service conditions as well as the working and living conditions of sweepers and scavengers. In view of the specific constitutional responsibility about the welfare of the Scheduled Castes and Scheduled Tribes an officer in the Social Welfare Department should have the exclusive responsibility of over-seeing the whole range of problems connected with the service, working and living conditions of sweepers and scavengers and should act as a liaison officer with the other Ministries to ensure proper coordination of these activities. The officer in the Social Welfare Department should be fully equipped with all information and the State Governments and Local Bodies should be notified for approaching him for any guidance and assistance.

105. 18.7 Every local body should constitute a special *ad hoc* committee to constantly review the conditions of sweepers and scavengers and the action taken on the various recommendations made in this regard from time to time. Such a committee may include some prominent social workers as well as an official of the State Government.



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|------|------|--|
| 106. | 18.7 | The States and Union Government, at their own levels, should also have similar standing committees to consider field reports and advise the Government about steps to be taken to ensure speedy improvement in the living and working conditions of this class of employees.   |
| 107. | 18.8 | The Central and State Governments should assist the local bodies financially in implementing the recommendations of this Committee. The local bodies should draw up a phased programme for giving effect to the recommendations of this Committee along with their financial implications.   |
| 108. | 18.8 | It should be obligatory for every local body to make specific provision in its annual budget for programmes of welfare, uplift and improvement of living and working conditions of the sweepers and scavengers employed by them and the State Governments should provide a matching contribution in support of these schemes undertaken by the local bodies.   |
| 109. | 18.8 | In all the schemes and programmes of the State Governments as well as the Centre, in respect of housing, social education and programmes of general welfare and welfare of the backward classes, funds should be earmarked to be utilised specifically for the improvement of conditions of sweepers and scavengers to be spent through the urban local bodies in accordance with the pattern of assistance laid down for each programme.  |
| 110. | 18.9 | The urban local bodies should take all necessary steps to exploit their resources, and the State Governments through the use of their statutory powers and pattern of grants should persuade the local bodies to take necessary action in the matter. Where the Government is satisfied that a particular local body has made the proper use of its powers of taxation and exploitation of its resources and that they cannot meet the costs of obligations for the implementation of the recommendations of this Committee in spite of the efforts made by them, the Central as well as the State Govern- |

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ments should come forward to assist the local bodies financially through special grants. The Government should make a specific provision for the purpose as an essential part of the Government's programme to ameliorate the working, service and living conditions of sweepers and scavengers.

111. 18.9

In addition, there should be exclusive and adequate allocation of funds in the Five Year Plans of the Ministry of Health, Family Planning and Urban Development for mechanisation of transport of night soil and city refuse as well as for the conversion of service privies and dry latrines into flush-out latrines both in sewered and non-sewered areas.



APPENDIX I

No. 3(9)/67—NCL  
Government of India  
National Commission on Labour

D—27, South Extension, Part II,  
New Delhi-16,  
Dated the 26th May, 1967.

Subject :—Constitution of a Committee to study the working and service conditions of Sweepers and Scavengers in all its aspects.

Reference :—Government of India, Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment) Resolution No. 6/14/66—I&E dated the 24th December, 1966.

The National Commission on Labour appoints the following persons to constitute the Committee to study the working and service conditions of Sweepers and Scavengers :

1. Shri Bhanuprasad Pandya, Chairman  
61/A, Shrimali Society,  
Navrangpura, Ahmedabad-9.
2. Shri K. L. Balmiki, Member  
77, Sarai Dhari,  
Bulandshahr (U.P.).
3. Shri N. S. Kajrolkar, Member  
117, Meadows Street,  
Fort, Bombay.
4. Shri Bhoja Raut, M. P., Member  
Lal Bazar, P. O. Bettiah,  
District Champaran.
5. Prof. N. R. Malkani, Member  
Servants of the People  
Society, Lajpat Bhavan,  
Lajpat Nagar, New Delhi.
6. Shri Deva Raj, Member  
Officer on Special Duty,  
Ministry of Health & Family  
Planning, New Delhi.

7. Shri O. K. Moorthy,  
Officer on Special Duty,  
Department of Social Welfare,  
New Delhi. Member

2. The Committee will in regard to the subject allocated to it, ascertain facts from available literature on the subject, draw conclusions and suggest solutions to the problems posed by the Committee including the practical steps to be taken to improve the living and working conditions of Sweepers and Scavengers. The Committee will, in particular, study the material already collected by :

- (a) The Barve Committee set up by the Maharashtra Government in 1949 ;
- (b) The Malkani Committee set up by the Central Board for Harijan Welfare in 1957 ;
- (c) The Social Welfare Team headed by Smt. Renuka Ray set up by the Planning Commission in 1958 ; and
- (d) The Special Working Group on Co-operation for Backward Classes set up by the Ministry of Home Affairs in 1961

and review the action taken to implement the recommendations made. The Committee will submit its report as early as possible.

Sd/-

(B. N. Datar)

Member-Secretary.



APPENDIX-II

No. 3(9)/67/NCL-SG

Government of India

National Commission on Labour

D-27, South Extension, Part II,

New Delhi-3.

Dated, the 28th July, 1967.

Subject :—Constitution of a Committee to Study the working and service conditions of Sweepers and Scavengers in all its aspects.

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Reference :—Government of India, Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment) Resolution No. 6/14/66-I&E, dated 24th December, 1966.

The National Commission on Labour, in modification of its Memorandum No. 3(9)/67/NCL, dated the 26th May, 1967, constituting the Committee to study the working and service conditions of Sweepers and Scavengers in all its aspects, hereby appoints Shri K.A. Sheth, Assistant Commissioner of Labour, Office of the Commissioner of Labour, Gujarat State, 0-12, New Mental Hospital Building, Asarva, Ahmedabad as Secretary to the Committee.

Sd/-

(P. D. Gaiha)

Joint Director.

APPENDIX—III

Telegrams : "NACOMLAB"

D. O. No. 3(9)/67/NCLA

Government of India  
National Commission on Labour  
D—27, South Extension, Pt—II,  
New Delhi-3.

14th September, 1967.

P. D. Gaiha,  
Joint Director.

Dear Shri Sheth,

I am forwarding herewith 8 copies of the Lok Sabha Starred Question No. 935 answered by the Minister of Labour and Rehabilitation on the 5th July, 1967, together with extracts of supplementaries and replies thereto for consideration of the Committee set up to study the working and service conditions of Sweepers and Scavengers in all its aspects. It may be noted that the Minister of Labour and Rehabilitation assured the Lok Sabha that the suggestions made during discussion on this question will be considered by the Committee. Accordingly the Committee may kindly give due consideration to the suggestions.

Yours sincerely,

Sd/-

(P. D. Gaiha)

Shri K. A. Sheth,  
Assistant Commissioner of Labour,  
Office of the Commissioner of Labour,  
Gujarat State, 0-12, New Mental  
Hospital Bldg.,  
ASARVA, Ahmedabad-16.

Encl : As above.



APPENDIX—III  
LOK SABHA

Starred Question No. 935

To Be Answered On The 5th July, 1967

CONDITIONS OF SERVICE OF SCAVENGERS

- \*935 Shri Madhu Limaye :  
Shri S. M. Banerjee :  
Dr. Ram Manohar Lohia :  
Shri George Fernandes :

Will the Minister of Labour and Rehabilitation be pleased to state :

- (a) whether Government have collected any material about the conditions of service and pay-scales of the scavengers in the various States; and  
(b) if so, the details thereof ?

A N S W E R

MINISTER OF LABOUR AND REHABILITATION

(Shri Jaisukhlal Hathi)

(a) and (b) : No, Sir ; but the National Labour Commission has recently set up a Committee to study the working and service conditions of Sweepers and Scavengers.

The National Labour Commission is expected to submit its report by December, 1968; when the details of the report of this Committee also will be available.

Q. 935

Shri Madhu Limaye : Mr. Speaker, Sir, I submit that the practice of carrying night soil on head is a stigma on us. I, therefore, want a definite assurance from the Hon'ble Minister when will he be able to do away with this practice with the cooperation of the State Governments ?

Shri Hathi : This work is being looked after by the Social Welfare Department. They have already written to the State Governments in this regard. The cooperation that is being received from the State Governments indicates that it will be possible to make some progress in this regard.

**Shri Madhu Limaye :** I would like to know whether the Government will increase the wages of these workers so that other persons may also come forward to do this work and the caste feeling and untouchability may be done away with ?

**Shri Hathi :** As I have already said this work is being looked after by the Department of Social Welfare as to how much financial assistance should be given to the Municipalities, etc. This is why, I have written to the Speaker to transfer the other two parts of this question to that Department.

**Shri Madhu Limaye :** When will that question come up ? Will it come in this order ?

**Extract from the Lok Sabha Debates (Part-I Question and Answers) Wednesday the 5th July 1967.**

**Shri S.M. Banerjee :** I would like to know whether it is a fact that Shri Jagjivan Ram, when he was the Labour Minister, promised to appoint a Wage Board and not this sort of committee or pilot scheme and so on, for the welfare and upliftment of the scavengers, and, if so, I would like to know why that particular assurance was not translated into action and why this committee has been appointed, and also whether a Wage Board will be appointed even after the submission of this report.

**Shri Hathi :** It is true that Shri Jagjivan Ram did announce that he would appoint a committee, a study group to look into the service conditions, wages and everything so far as sweepers and scavengers were concerned. But ultimately when we appointed a national commission, this part also was included within its scope. Therefore, the study group which was proposed to be appointed for that very purpose is now working as a committee set up by the National Commission. Therefore, this committee will look into all that.

**Shri George Fernandez :** The Hon'ble Minister has stated that a new study group has been set up by the Labour Commission. Will the Hon'ble Minister please state whether any committee was constituted previously for scavengers and, if so, did it submit a report and what has been done by the Government to implement its recommendations and whether is it true that so far the Government has not implemented this report.

**Shri Hathi :** There were committees appointed previously also. One of them was appointed as far back as 1954 and



its report is now obsolete and, therefore, we have nothing much to do on that. The other committees were appointed by the Health Ministry and they were with reference to the question asked by Shri Madhu Limaye about the carrying of night soil in baskets. On that, that Ministry has taken certain decisions, and is giving assistance to the State Governments to discontinue the practice of carrying of night soil in baskets.

**Shri Madhu Limaye :** The reports of these committees should be placed on the table of the house so that we may know their conclusions.

**Shri Hathi :** It is for that Ministry.

**Shri Madhu Limaye :** The Minister for Parliamentary Affairs is sitting here. He may say something. He may place those reports on the table.

**Shri Hathi :** I have not got the report with me. That was what I said. That is being dealt with by the other Ministry.

**Shri Tulshidas Jadhav :** I would like to know which are the places where the practice of carrying night soil on head is in vogue in the country and which are places where it has been stopped and why the Government of India do not compel the State Governments to stop this practice. It is a shameful thing that even after 20 years of Independence these people have to carry night soil on their heads. Have the Government written to the States about this ?

**Shri Hathi :** Yes Sir, we have.

**Shri Tulshidas Jadhav :** I have asked where this practice is in vogue.

**Shri Hathi :** This information is not available with me.  
(continues)

**Shri Hathi :** I would clarify the position so that supplementary may not be asked. The main question consists of four parts : Part (a) relates to the pay scales and service conditions of the scavengers. That is a subject which is being dealt with by the Labour Ministry. Part (b) is whether Government has given any assistance to the State Municipalities and other local bodies. That subject is being dealt with by the Health Ministry. Part (c) is whether Government have advised the States to discontinue the practice of carrying night soil in baskets. That is dealt with by the Department of Social Welfare and the Health Ministry.

Therefore, I had told Shri Madhu Limaye and also Shri S M Banerjee that I would get the information and

reply to the question. But it may be that I may not be able to do justice to it, because I am not dealing with the subject. Supposing an assurance is asked for from me, could I give the assurance on certain aspects if I am not dealing with those aspects? Therefore, I had made this request to both the Members and I had requested you, Sir, also and you were also pleased to agree. I am grateful to the Members and also to you that the other parts of the question, namely, parts (b), (c) and (d) may be transferred to the other Ministries, and I may reply to part (c).

**Shri Tulshidas Jadhav :** Mr. Speaker, Sir, mine is a point of order.

**Mr. Speaker :** The Hon. Minister has answered the question already.

**Shri Tulshidas Jadhav :** If any member wants to put such question as may concern two or three Ministries, it is the duty of your office to circulate that question to all the Ministries concerned or the Hon'ble Minister should reply after consulting all the Ministries.

**Mr. Speaker :** He has answered the question very well already.

**Mr. Speaker :** He need not explain the procedure. This is the Question Hour.

**Shri Tulshidas Jadhav :** When such questions are asked, it is the duty of your office to circulate such questions to all concerned Ministries.

**Mr. Speaker :** May I request the Hon. Member to sit down? The other parts would be replied to later only by Government.

**Shri Ranga :** In view of the fact that this task is such a sub-human and in-human thing and it is already high time that we should have got rid of it, may I know why it is that Government have thought it fit to transfer this activity, as mentioned in part (c) of the question, to another Ministry? Does it not really fall within the purview of the Labour Ministry because it is that Ministry which has to consider the conditions of work of the workers? If anybody is to be treated as worker at all, then, it is those people who are to be called workers, and these are the most suppressed and the most neglected people. So, would Government consider the advisability of the Labour Ministry itself taking over this work instead of passing the buck to somebody else?



**Shri Hathi :** So far as the working conditions of these workers are concerned, whether it may be housing or unhygienic conditions of service or other conditions of service, whether it may be carrying of the night soil and so on, that also would be a part of the work of this committee to examine. Then we shall certainly discuss as to what action needs to be taken by the Government as a whole. Whether it may be this Department or another Department, so far as the working conditions in whatever capacity are concerned, certainly, it will be our endeavour to see that when the report of the Committee is submitted, whatever they recommend we shall in consultation with other departments, do it. I agree with that.

**Shri Venkatasubbaiah :** These deplorable conditions of the suppressed people of the society remain unsolved and the Ministry will go on finding out who has to deal with it. In many cases, municipalities and local bodies plead their inability to implement these recommendations because of paucity of funds. May I know whether Government will treat it as a special problem, apart from other matters, and try to provide enough financial assistance to solve it ?

**Shri Hathi :** Yes, so far as I have been able to collect information, the Ministry concerned is giving assistance to the different States for this purpose.

**Shri S. M. Joshi :** Will the Minister concerned kindly explain when this work is so bad, it is not worth doing for a human being, is it not proper to declare it unlawful.

**Shri Hathi :** It is a suggestion for action. It is also a matter for consideration.

**Shri Randhir Singh :** The work of cleaning latrines or carrying night soil on head is the worst and sub-human type of work in our society and the people who do this work belong to the poorest class. Mr. Speaker, I want to ask the the Hon'ble Labour Minister through you whether the Government have any proposal under which the workers doing this work should be paid at the double rate, double of the wages of other workers. Is Government prepared to pay them at least Rs. 150/- per month ?

**Shri Hathi :** The Committee which we have set up will consider it.

**Dr. Ram Manohar Lohiya :** While collecting information, has the Government kept in view the point that wages of the scavengers should be fixed near about Rs. 250-300 so that the caste feelings may end and people belonging to high caste may come forward to do this work. I have said Rs. 250-300,

because the minimum wages of Bombay Girni-Kamdar workers in the cotton mills or the workers of Tata Nagar are Rs. 250-300. You can pay even more than this. If this information has not been collected, why this has not been considered so far. What is the reason for it? If the Government have considered this thing, what is the decision of the Government in this regard? I want to know it.

**Shri Jaisukhlal Hath** : I think nothing has been considered about 250-300/-. But a committee has been set up to look into the question of their wages and working conditions and to suggest improvements. The Committee is looking into all these things.

**Dr. Ram Manohar Lohia** : Mr. Speaker, Sir, I want to draw your attention. I have asked a particular question which relates to wages and casteism. I want to know from the Hon'ble Minister whether he is prepared to give Rs. 250-300 per month to these workers so that the casteism may end and the people belonging to higher castes may come to do this work. I want a reply to this.

**Shri Hathi** : I have stated that the Committee which has been entrusted with this work, will look into this. I will send (your) suggestion to that Committee.

**Dr. Ram Manohar Lohia** : Not my suggestion.

**Shri Jaisukhlal Hathi** : I will send your suggestions to that Committee.

**Dr. Ram Manohar Lohia** : Mr. Speaker, Sir, if it is sent as my suggestion, the purpose will not be served. My question is whether it will be sent as his suggestion or not. Kindly help me in this. Kindly give your decision whether it is my suggestion or Shri Hathi's suggestion.

**Speaker** : Question is yours and the answer is Minister's.

**Dr. Ram Manohar Lohia** : If Shri Hathi agrees that he will send it as his suggestion, it is all right.

**Shri Shivchandika Prasad** : Speaker, Sir, I want to give information to Lohia Sahib that in Jamshedpur, no worker gets Rs. 250-300 as wages. It is upto Rs. 125/-.

**Shri Ramawatar Shastri** : Speaker Sir, the usurers, who lend money to scavengers snatch their whole pay on the pay-day. I want to know whether there is any such scheme under the consideration of the Government under which scavengers may be saved from the exploitation of money-lenders and



usurers so that whatever money they get, they may utilise it to maintain their families.

**Shri Hathi :** I think the Hon. Member's suggestion is that if these people are being exploited, certainly something should be done. We shall consider this also.

**Shri Sonvane :** Government has appointed this Committee to go into the working conditions of the Scavengers. Have the recommendations of this committee been accepted by the Government ? What steps are taken against the defaulting municipalities or corporations which do not follow these recommendations ?

**Shri Hathi :** This question may be addressed to the Health Ministry.

**Shri K.M. Abraham :** May I know from the Minister whether the Government are proposing to give some interim relief to these workers before the final decision of the committee's recommendations.

**Shri Hathi :** No, there is no question of any interim relief and we are awaiting the report of the Committee.

APPENDIX IV

No. CL/III/NCL/CSS/

Government of India

National Commission on Labour

Committee to Study the Working and Service

Conditions of Sweepers and Scavengers

C/o Office of the Commissioner of  
Labour, Gujarat State, 0-12,  
New Mental Hospital Bldg.,  
Asarva, Ahmedabad-16.

Dated the

To

Subject :—Committee to Study the Working and Service  
Conditions of Sweepers and Scavengers—  
Questionnaire.

Shri/Shrimati,

As you may be aware, the Government of India, National Commission on Labour has set up the Committee to study the Working and Service Conditions of Sweepers and Scavengers in all its aspects vide its Memorandum No. 3(9)/67/NCI, dated the 26th May, 1967 as modified by its Memorandum No. 3(9)/67/NCL/-SG, dated the 28th July, 1967. The relevant Memoranda are at Annexures I and II.

The Committee will ascertain facts from the available literature on the subject, draw conclusions and suggest solutions to the problems including the practical steps to be taken to improve the living and working and service conditions of sweepers and scavengers. The Committee also intends to review the action taken to implement the valuable recommendations made by the following committees viz.

(1) The Scavengers' Living Conditions Enquiry Committee, popularly known as Barve Committee, appointed by the then Government of Bombay in 1949.

(2) The Scavenging Conditions Enquiry Committee, popularly known as Malkani Committee, appointed by the Central Advisory Board for Harijan Welfare in 1957.



(3) The Study Team on Social Welfare and Welfare of Backward Classes headed by Smt. Renuka Ray set up by the Committee on Plan Projects of the Planning Commission in 1958.

(4) The Special Working Group on Co-operation for Backward Classes set up by the Ministry of Home Affairs, Government of India, in 1961.

You will appreciate that even though the enquiries have been made regarding the working conditions of Sweepers and Scavengers on a National Scale, no enquiries regarding the Service conditions of Sweepers and Scavengers on a National Scale have ever been made. There have been a very few enquiries of that kind carried out by State Governments. Thus, it is for the first time that a Committee has been appointed, to go into all the questions pertaining to the living, working and service conditions of Sweepers and Scavengers on a National Scale.

The Committee have got some information about the working conditions and how they are to be improved. However the Committee have no data regarding the service conditions of Sweepers and Scavengers in various parts of the country. The Committee would therefore need basic information about their service conditions and about the extent of implementation of the recommendations of the committees etc. referred to above. This is not readily at hand. The Committees, have therefore, to embark on the collection of requisite data.

A schedule has been cast which sets out the items of information regarding the working and service conditions the Committee would value to have. A copy of the Questionnaire is enclosed for your use. Four Appendices have been annexed to the Questionnaire, which give a summary of the recommendations of the committees etc. referred to above. It is expected that besides giving precise and accurate information on all issues set out in the Questionnaire, you would kindly give precise and accurate information regarding the extent of implementation of recommendations of the various committees. There might be other ideas and information in addition to those detailed in the schedule which you might have and which, according to you, might be of value to the Committee. Space has been provided at the end of the schedule to enable you to set them out. Please feel free to convey them in the manner you deem fit. For all the help that you will render to the Committee, they would feel grateful.

The National Commission on Labour has desired that the Committee submit their report before the end of March, 1968. We would, therefore, request you to let us have your reply in about a fortnight's time.

The Committee wish to be forgiven for the trouble they are giving you. We are, however, confident of your co-operation and help and would, therefore, thank you in anticipation.

Yours faithfully,  
(K. A. SHETH)

Secretary

Committee to Study the Working and  
Service Conditions of Sweepers and  
Scavengers

1-4. Number of Sweepers and Scavengers employed :	Part-time		
	Permanent	Temporary	Work charged or casual
(i) Men			
(ii) Women			
(iii) Children			
Total :			

1-5. In case of Local Bodies, please give the figures of income and expenditure for last three years.

## II. Method of Recruitment :

2-1. How are the Sweepers and Scavengers recruited ?

2-2. Whether any preference is given to the members of the family in recruitment—If so, please give details :

## III. Pay and Allowances :

Please give precise and accurate information about the rates of Pay and Allowances separately for Sweepers and Scavengers :



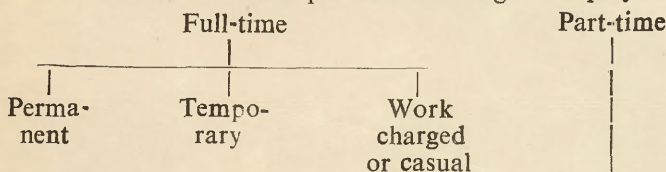
**National Commission on Labour**  
**COMMITTEE TO STUDY THE WORKING AND**  
**SERVICE CONDITIONS OF SWEEPERS AND**  
**SCAVENGERS IN ALL ITS ASPECTS**

**QUESTIONNAIRE**

**I. Preliminary :**

- 1-1. Name
- 1-2. Address
- 1-3. The type of organization supplying information  
 (Central Government/State Government/Union  
 Territory/Municipal Corporation/Municipality/  
 Village Panchayat/Other Local Body/ Railway  
 Administration/Hospital/Social Institution/Trade  
 Union/Individual/Others.

- 1-4. Number of Sweepers and Scavengers employed :



- (i) Men
- (ii) Women
- (iii) Children
- 

Total :

- 1-5. In case of Local Bodies, please give the figures of income and expenditure for last three years.

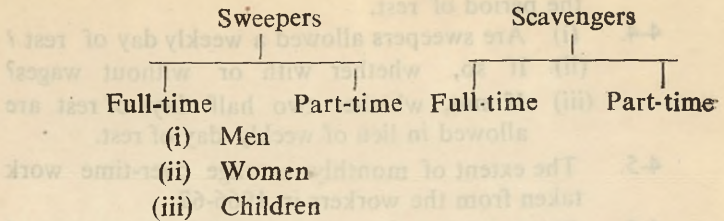
**II. Method of Recruitment :**

- 2-1. How are the Sweepers and Scavengers recruited ?
- 2-2. Whether any preference is given to the members of the family in recruitment—If so, please give details :

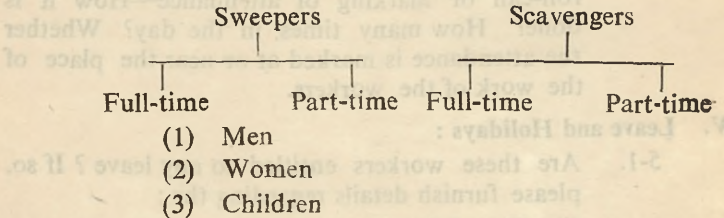
**III. Pay and Allowances :**

Please give precise and accurate information about the rates of Pay and Allowances separately for Sweepers and Scavengers :

## 3-1. Pay Scales :



## 3-2. Dearness Allowance :



## 3-3. House Rent Allowance :

## 3-4. Unclean Allowance :

## 3-5. Any other Allowance :

## 3-6. The rate of over-time work :

3-7. Whether the above scales of pay and allowances is the result of any agreement, settlement or Award ? If so, please attach a copy.

3-8. How does these pay scales and rate of allowances compare with those paid by the Government to their Class IV servants.

3-9. Do you think that the pay-scales of sweepers and scavengers should be higher than those of Class IV Government servants? If so, please indicate the proposed scale and the reasons thereof.

3-10. Do you think that if higher and decent wages are given to sweepers and scavengers, other persons would come forward to do this work and the caste feeling and untouchability may be done away with ?

#### IV. Hours of work and weekly rest-day:

4-1. What are the daily hours of work of :

(a) Sweepers :

(b) Scavengers :

4-2. Is there an interval for rest? If so, the duration of the rest-interval.



- 4-3. The total spread-over of period of work including the period of rest.
- 4-4. (i) Are sweepers allowed a weekly day of rest ?  
 (ii) If so, whether with or without wages?  
 (iii) If not, whether two half days of rest are allowed in lieu of weekly day of rest.
- 4-5. The extent of monthly average over-time work taken from the workers in 1966-67.
- 4-6. Please give information regarding the system of roll-call or marking of attendance—How it is done? How many times in the day? Whether the attendance is marked at or near the place of the work of the workers.

#### V. Leave and Holidays :

- 5-1. Are these workers entitled to any leave ? If so, please furnish details regarding the :
- (i) Casual Leave.  
 (ii) Privilege Leave.  
 (iii) Sick Leave.  
 (iv) Leave on half average pay.  
 (v) Leave without pay.  
 (vi) Maternity leave.  
 (vii) Other type of leave, if any please attach copies of the relevant leave-rules.
- 5-2. Are these workers entitled to public holidays ? If so, please give details :
- 5-3. Are these workers entitled to annual leave with wages ? If so, please give details :
- 5-4. How your leave rules compare with the leave-rules of the Government.
- 5-5. Whether leave reserve gang is maintained ? If so, please give details :

#### VI. Uniforms :

- 6-1. Are these workers given uniforms ?  
 If yes, give details regarding the frequency, type of and number of uniforms allowed to :
- (i) Male workers :  
 (ii) Female workers :
- 6-2. Please give details regarding the woollen clothes given during winter and rain-coats etc. during monsoon.

**VII. Safety :**

- 7-1. Please give details of the safety measures undertaken for the safety of sweepers and scavengers.
- 7-2. Please give details of special safety measures for workers working in cleaning underground gutters, sewer-lines, man-holes etc. Whether such workers have been provided with gas masks, aprons etc.?
- 7-3. If any accidents have taken place in the last three years viz. 1964-65, 1965-66 and 1966-67, please give details.
- 7-4. Whether any Compensation was paid to the injured workers or their dependants ? If so, please give details :

**VIII. Social Security :**

- 8-1. Is there any Provident Fund Scheme for these workers ? If yes, please attach a copy.
- 8-2. Is there any Gratuity Scheme for these workers? If yes, please attach a copy.
- 8-3. Is there any Pension Scheme for these workers ? If yes, please attach a copy.
- 8-4. Are these workers entitled to any other retirement benefits ? If so, please give details and attach copies of such schemes :
- 8-5. Are these workers entitled to any Medical Benefits in form of :
  - (a) Cash Sickness Benefit :
  - (b) Free or Subsidised medical service :
 If yes, give details :
- 8-6. Are women employees entitled to any Maternity Benefit ? If yes, give details :
- 8-7. How any other measures of Social Security such as Insurance against occupational disease, sickness, unemployment etc. or Life Insurance adopted ? If yes, please give details :

**IX. Housing :**

- 9-1. Please give details regarding the housing facilities provided to the sweepers and scavengers as regard the type of house, the percentage of workers housed, the rent charged if any etc.



9-2. Whether any house building loan or subsidy is given to the workers? If yes, please give details and supply a copy of the Rules.

9-3. Whether the workers or their co-operative society are given land and concessional rates? If yes, please give details :

9-4. Please give details of houses constructed under :

(i) Sweepers' Housing Scheme :

(ii) Low Income Group Housing Scheme :

(iii) Slum Clearance Scheme :

(iv) Other Schemes :

9-5. Whether there is any housing Scheme by way of hire-purchase for these workers? If yes, please give details and attach a copy of the Rules.

#### **X. Other Amenities :**

10-1. Please give details regarding the Bath-rooms provided for these workers :

(a) At or near the place of their work.

(b) In their residential Colonies :

10-2. Whether any Labour Welfare Centres have been provided? If so, please give details regarding the activities and the staff :

10-3. Whether Creches have been provided? If so, please give details regarding the number, the facilities provided, staff employed etc.

10-4. Whether Nursery-Schools (Bal-Mandirs) have been provided near the Workers' Colonies? If so, please give details :

10-5. Whether Shelter for rest with drinking water facilities have been provided for the use of the workers during rest interval? If so, please give details :

10-6. Please give details of other Welfare amenities provided :

#### **XI. Working and Living Conditions :**

11-1. Please give precise and accurate information regarding the extent of implementation of each of the Recommendations of the following Committees etc., summaries of which are given in the Appendices A, B, C, & D :

- (i) The Scavengers' Living Conditions Enquiry Committee appointed by the Government of Bombay in 1949.
- (ii) The Scavenging Conditions Enquiry Committee appointed by the Central Board for Harijan Welfare in 1957.
- (iii) The Study Team on Social Welfare and Welfare of Backward Classes set up by the Planning Commission in 1958.
- (iv) The Special Working Group on Co-operation for Backward Classes set up by the Ministry of Home Affairs, in 1961.

11-2. Whether any Committee or Committees have/had been appointed by your State Government. If so, please supply copy/copies of their reports and give details regarding the extent of implementation of their recommendations :

## **XII. Miscellaneous :**

- 12-1. Are there any Rules or Standing Orders precisely defining the conditions of employment of sweepers and scavengers ? If so, please attach a copy of the Standing Orders :
- 12-2. Have you introduced any Grievance Procedure for the redressal of the grievances of these workers? If so, please give details and furnish a copy of the grievance procedure.
- 12-3. What are the channels of promotion to the Sweepers and Scavengers ? To what extent they have been promoted in other gainful employment ?
- 12-4. What are the facilities afforded to the members of the family and the dependants of these workers for vocational training or higher education ? Please give details of the Scheme and the advantage taken of these schemes.
- 12-5. What is the age of retirement for these workers ?
- 12-6. Please give any other information having a bearing on living, working or service conditions of sweepers and scavengers :
- 12-7. Please give in brief the details regarding the strikes which have taken place in the last 5 years together with the demands of the workers for which they had gone on strike and the result of the strike :



- 12-8. Have the sweepers and scavengers organised themselves in trade union/trade unions? If so, please give details and also state whether any union is recognised by you :
- 12-9. Please send copies of agreement, settlements and awards having a bearing on living, working or service conditions of sweepers and scavengers :
- 12-10. Please give details regarding the breaches of settlements and awards and the action taken by the Government thereon.
- 12-11. Please send a copy of the Government Notification fixing the minimum rates of wages for employment under any local authority for your area.

## XII. Miscellaneous :

- 12-1. Are there any Rules or Standing Orders prescribing the conditions of employment of sweepers and scavengers? If so, please attach a copy of the Standing Orders :
- 12-2. Have you introduced any Grievance Procedure for the redressal of the grievances of these workers? If so, please give details and furnish a copy of the grievance procedure.
- 12-3. What are the channels of promotion to the Sweepers and Scavengers? To what extent they have been promoted in other gainful employment?
- 12-4. What are the facilities afforded to the members of the family and the dependants of these workers for vocational training or higher education? Please give details of the Scheme and the advance taken of these schemes.
- 12-5. What is the age of retirement for these workers?
- 12-6. Please give any other information having a bearing on living, working or service conditions of sweepers and scavengers.
- 12-7. Please give in brief the details regarding the strikes which have taken place in the last 5 years together with the demands of the workers for which they had gone on strike and the result of the strikes.

*Appendix-V*

**LIST OF PLACES VISITED BY THE COMMITTEE**

<b>Andhra Pradesh :</b>	<b>Madhya Pradesh :</b>	<b>Pondicherry :</b>
(1) Hyderabad	(1) Indore	(1) Pondicherry
(2) Secunderabad	(2) Bhopal	(2) Karaikal
(3) Nagar- junakonda	(3) Jabalpur	<b>Rajasthan :</b>
(4) Devarkonda.	(4) Satna	(1) Jaipur
	(5) Chhattarpur.	(2) Amber
<b>Assam :</b>	<b>Madras :</b>	(3) Achrol
(1) Gauhati	(1) Madras	(4) Alwar
(2) Shillong.	(2) Thanjavur	(5) Tijara.
<b>Bihar :</b>	(3) Tiruchira- ppalli	<b>Uttar Pradesh :</b>
(1) Patna	(4) Madurai.	(1) Varanasi
(2) Tatanagar	<b>Maharashtra :</b>	(2) Allahabad
(3) Mosaboni	(1) Nagpur	(3) Kanpur
(4) Aditpur	(2) Wardha	(4) Lucknow
(5) Gaya	(3) Jalgaon	(5) Dehradun
(6) Bihar Sharif	(4) Bombay	(6) Mussorie
(7) Rajgir	(5) Poona.	(7) Hardwar
(8) Begusarai		(8) Rishikesh
<b>Delhi :</b>	<b>Mysore :</b>	<b>West Bengal :</b>
(1) Delhi.	(1) Bangalore	(1) Calcutta
<b>Gujarat :</b>	(2) Hassan	(2) Durgapur
(1) Ahmedabad	(3) Belur	(3) Bolpur
(2) Baroda	(4) Mysore	
(3) Daboi	(5) Mandya	
(4) Surat.	<b>Orissa :</b>	
<b>Haryana :</b>	(1) Bhubanes- war	
(1) Chandigarh	(2) Cuttack	
(2) Ambala	(3) Puri.	
<b>Kerala :</b>	<b>Punjab :</b>	
(1) Trivandrum	(1) Chandigarh	
(2) Kottayam	(2) Rajpura.	
(3) Kumuli		
(4) Cochin.		

APPENDIX-VI

Statement regarding the Pay-Scales, Allowances and Retirement Benefits of Sweepers and Scavengers employed in various Local Bodies, etc.

Sr. No.	Name of the Municipality	Basic pay	Dearness pay	Dearness allowance	Total of 3+4+5	House Rent allowance	Sp. com. allowance	Provident Fund	Gratuity	Pension	Particular special information, if any
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
<b>ANDHRA PRADESH</b>											
1.	Municipal Corporation, Hyderabad.	Sweepers : 50-1-59-2-65		47.00	97.00	—	6.00 Comp. 4.00 C.L.A.	Sweeper and Scavenger paid Fund & Gratuity as per Govt. Rules (Full-time)	Yes.		
		Scavengers: 50-1-59-2-65 (full time) 45.00 (Part-time)					6.00 Comp.				
<b>ASSAM</b>											
2.	Gauhati	90.00	—	—	90.00	—	—	No	Yes (Rs. 100/-)	No	—
3.	Shillong	80-1-90-11- 99-3-109-3-120	—	—	80.00	—	—	No	No	No	—



1	2	3	4	5	6	7	8	9	10	11	12
BIHAR:											
4.	Gaya	17½-½-25	—	38+32.50	88.00	1.00	—	Yes	—	—	—
5.	Bihar Shariff	Men Rs. 54.50	—	—	54.50	—	—	—	—	—	—
		Women Rs. 53.50	—	—	53.50	—	—	—	—	—	—
		Children Rs. 42	—	—	42.00	—	—	—	—	—	—
		Full-time									
		Coolie. Rs. 69.50	—	—	69.50	—	—	—	—	—	—
		Mehtarani Rs. 60.00	—	—	60.00	—	—	—	—	—	—
6.	Patna.	—	—	—	82.00	—	—	—	—	—	—
7.	Mosaboni	—	—	—	113.00	—	—	—	—	—	—
8.	Aditpur	17½-½-22½	—	22½+27	67.00	3.00	—	—	—	—	—
GUJARAT											
9.	Ahmedabad	70-1-80	Ad-hoc pay is 13.00	59.00 (as per Central Govt. rate)	143.00	Rs. 9.00 upto 75; Rs. 12.50 above Rs. 75.00	5.00 unclean allowance to S.C. Rs. 1.50 washing allowance Rs. 6 City allowance.	Yes	Yes	No.	Persons suffering from T.B. are given Rs. 25/- for medicine and Rs. 30/- for food every month. For residing at sanitorium Rs. 30 is given every month, Free medical services.
10.	Baroda	62-½-70-1-75	—	59.00 (as per Gujarat Govt. rate)	121.00	5.00	4.00 unclean allowance	Yes	No.	Under consideration.	

1	2	3	4	5	6	7	8	9	10	11	12
11	Dabhoi	20-1-26	—	94.00	114.00	3.00	Rs. 2.00 Unclean allowance	Yes	No.	No.	Wheel Barrows purchased but not used. Head load prevails.
12	Surat	60- $\frac{1}{2}$ -65	—	59.00	119.00	Rs. 5.00 to Head of the Family. Rs. 2.50 to dependents.	3.00 Unclean allowance to S.C. Rs. 1.50 washing allowance to others.	No.	Yes	Yes	Wheel barrows supplied and used. Head load abo- lished.
KERALA											
13	Cochin Corpo- ration, Fort Cochin	Sweepers 60-1-70-2-80	—	40.00	100.00	7.00	10.00 Unclean allowance	1 anna in 1 Re.	Yes	—	—
		Scavengers 65-1-75-2-80	—	40.00	105.00	7.00	—do— & Rs. 5/- Spl. allow.	—do—	—	—	—
14.	Kumly Panchayat	Sweeper 30-1-40	29.00	47.00	106.00	7.00	13.00 Local allow.	—	—	—	—
15.	Trivandrum Cor- poration	Sweepers 60-1-70-2-80	—	40.00	100.00	7.00	5.00 Unclean allow.	Yes	Yes	—	—
		Scavengers 65-1-75-2-80	—	40.00	105.00	7.00	—do— 10.00 Spl. dearness allowance				

1	2	3	4	5	6	7	8	9	10	11	12
<b>MADRAS</b>											
16.	Tiruchirappalli	<b>Sweeper</b>									
		Men	17.50	—	89.00	106.50	3.00	—	Yes	—	—
		Women	15.50	—	89.00	104.50	3.00	—	„	—	—
		D. C.	15.00	—	89.00	104.00	3.00	—	„	—	—
		<b>Boy Scavengers</b>									
		Men	17.50	—	89.00	106.50	3.00	—	„	—	—
		Women	15.50	—	89.00	104.50	3.00	—	„	—	—
17	Madurai	<b>Sweeper/Scavengers</b>									
		Men	17.50	—	77.00	94.50	5.00	—	Yes	—	—
		Women	14.00	—	77.00	91.00	5.00	—	„	—	—
18	Thanjavur	<b>Sweeper/scavengers</b>									
		Men	11.25	—	77.00	88.25	3.00	3.00	Menial Pro-	—	—
								Unclean	vident Scheme		
								allowance			
		Children	13.75	—	77.00	90.75	3.00	„	—	—	—
19	Madras	<b>Men</b>	50-60	—	47.00	97.00	12.00	2.00	Bonus Scheme	—	—
		<b>Women</b>	50- $\frac{1}{2}$ -55	—				Unclean	at the rate		
								allowance	6.25% (contri-		
									butory)		
<b>MYSORE</b>											
20.	Mysore	<b>Sweepers/Scavengers</b>									
		50-1-60		—	47.00	97.00	7.00	—	—	—	—



1	2	3	4	5	6	7	8	9	10	11	12	
21.	Mandya	Sweepers/Scavengers 50-1-60	—	47.00	97.00	2.00	—	—	—	—	—	
22.	Hassan	Sweepers 50-1-60	—	47.00	97.00	2.00	—	—	—	—	—	
23.	Belur	Sweepers/Scavengers 50-1-60	—	47.00	97.00	—	—	—	—	—	—	
24.	Bangalore	Sweepers/Scavengers 50-1-60	—	47.00	97.00	10.00	Some scavengers are paid Rs. 2.00 Unclean allowance			—	—	—
<b>MADHYA PRADESH</b>												
25.	Indore	55-1 $\frac{1}{2}$ -70	—	47.00	102.00	7.00	—	Yes	—	—	Head load abolished.	
26.	Bhopal	55-1-65	—	47.00	102.00	7.00	1.00	Yes	—	—	M. P. Govt. have framed the Madhya Pradesh Municipal Services (Scales of pay & allowances) Rules, 1967.	
27.	Jabalpur	Men 30-1-40-2-50	28.00	47.00	105.00	7.00	—	No	No	No	The Draft M.P.	
		Women 25-1-35-2-45	28.00	47.00	100.00	7.00	—	No	No	No		
28.	Satna	45-1-60	—	47.00	92.00	—	1.00	No	No	No	Municipal Emp- loyees (Recruit- ment and Condi- tions of Service) Rules, 1968 have been published but not finalised.	

1	2	3	4	5	6	7	8	9	10	11	12
29.	Chhatarpur	45-1-60	—	15.00	60.00	—	—	No	No	No	
MAHARASHTRA											
30.	Bombay	45-2-65-3-80	—	115.00 (Persons drawing upto Rs. 50 as basic pay) Rs. 125 (Persons drawing Rs. 51 or more)	160.00 170.00	6.00 to 10.00	(i) Rs. 2.00 washing allow. (ii) Rs. 7.00 Unclean work allowance to Scavengers.	Yes	No	Yes, for those employed from 5-6-65 onwards.	
31.	Nagpur	25-1-35 (Men) 20-½-25-30 (Women)	35.00	59.00	109.00	7.50	(i) 5.00 C.L.A. (ii) 5.00 T.A.P.	Yes	No	Yes, for new entrants.	
32.	Poona	30-½-35-1-40	—	89.00	119.00	7.00	(i) 2.00 unclean allowance (ii) 5.00 Ad. Pay (iii) 3.00 C.L.A.	Yes	No	Yes, to new entrants.	
33.	Jalgaon	30-1-40-1½—57½	—	94.00	124.00	5.00	(i) 3.00 Unclean Allow. (ii) 1.50 washing allow. (iii) 5.00 Adl. Pay	Yes	No	Yes, to new entrants (option)	

1	2	3	4	5	6	7	8	9	10	11	12
34.	Wardha	21- $\frac{1}{2}$ -28 18- $\frac{3}{4}$ -26	(Men) (Women)	94.00	115.00	1.75	Nil	Yes	No	No	
<b>ORISSA</b>											
35.	Cuttack	42-1-52		3.00	52.00	97.00	—	—	Yes	Yes	No
36.	Puri	42-1-52		—	50.00	92.00	—	—	Yes	Yes	No
37.	Sambalpur	45-1-55		—	49.00	94.00	—	—	No	Yes	No
<b>PONDICHERRY</b>											
38.	Pondicherry Municipality, Pondicherry.	Sweepers/Scavengers 55.00 to 75.00 Pay Rs. 55.00 Increment at Rs. 5.00 after 1 year and after each 5 years an increment at Rs. 5.00 upto Rs. 75.00.		—	13.00	68.00	3.00	—	—	—	—
39.	Karikal	Man Rs. 2.25 per day (Sweepers and scavengers)		—	2.25 per day	—	—	—	—	—	—
40.	Mahe	Women 1.75 per day 60 P.M. (Sweepers and Scavengers)		—	60.00 per month	—	—	—	—	—	—



1	2	3	4	5	6	7	8	9	10	11	12
41.	Yamam	50.00 P.M. (Sweepers and Scavengers)	—	50.00	—	10.00 Allowance	—	—	—	—	—
42.	Ariancuppom	40.00 (Sweepers and Scavengers)	—	40.00	—	—	—	—	—	—	—
43.	Oulgaret	2.00 per day (Sweepers and Scavengers)	—	50.00	—	—	—	—	—	—	—
44.	Modeliarpeth	2.00 per day (Sweepers and Scavengers)	—	—	—	—	—	—	—	—	—
45.	Neravy	Scavengers 30.00	6.00	36.00	—	—	—	—	—	—	—
		Sweepers 40.00	2.00	42.00	—	—	—	—	—	—	—
46.	Mannadipet	Sweepers 30.00	—	30.00	—	—	—	—	—	—	—
47.	Tirumalay- capatinam	Male 1.70 per day Female 0.75 per day (Sweepers and Scavengers)	20 % at basic	—	—	—	—	—	—	—	—
48.	Tiroonallar	0.50 per day (Sweepers and Scavengers)	—	—	—	—	—	—	—	—	—
49.	Nedungaou	30.00 per month	—	30.00	—	2.00 Allowance	—	—	—	—	—

1	2	3	4	5	6	7	8	9	10	11	12
50.	Chandigarh	30.00+15.00 Adhoc Pay Total 45.00	30.00	47.00	122.00	7½% of Basic pay and Dear- ness pay	12½% of Basic pay and Dear- ness pay	Yes	—	—	Total 134.00
51.	Rajpura	25-½-35	—	59.50	114.50	—	—	Yes	—	—	—
52.	Ambala	25-¾-35	—	59.50	114.50	—	—	Yes	—	—	—
RAJASTHAN											
53.	Jaipur	Sweepers 9.00	—	67.00	76.00	—	5.00 C.L.A. 1.50 Broom allowance	—	—	—	Likely to pay 12.00 as adl. D.A. under consideration.
		Scavengers 25-1-40	—	67.00	92.00	—	5.00 C.L.A. 7.00 Medical allowance	—	—	—	
54.	Alwar	Sweepers and Scavengers 25-1-40	—	67.00	76.00	—	7.00 Medical allowance; 2.00 Hard duty allowance	6¼%	—	—	-do-
55.	Ambor Panchayat	20-1-25	—	60.00	80.00	—	7.00 Medical allowance	No	No	No	-do-
56.	Tijara Panchayat	25-1-30	—	47.00	72.00	—	—	—	—	—	—

1	2	3	4	5	6	7	8	9	10	11	12
57.	Khairtal Panchayat	40.00	—	—	40.00	—	—	—	—	—	—
58.	Achrol Panchayat	16.00	—	—	16.00	—	—	—	—	—	—
<b>UTTAR PRADESH</b>											
59.	Allahabad	27-1-37	—	63.00	90.00	—	1.00 unclean allowance	Yes	Yes	No	The recommendation of the Second Pay Commission for Sweepers constituted by the State Govt. in 1966 were reported to be under consideration.
60.	Varanasi	27-1-37	—	63.00	90.00	—	1.00 unclean allowance	Yes	Yes	No	
61.	Kanpur	27-1-37	—	65.00	92.00	—	2.00 to sewer nala gang 5.00 night soil fillers.	Yes	Yes	No	
62.	Lucknow	25-1-35	—	43.00+ 5.00 ad- hoc+ 10.00 interim relief	83.00	0.50P	2.00 to Nala Gali 10.00 Good attendance allowance to Rubbish loaders	Yes	No	No	



1	2	3	4	5	6	7	8	9	10	11	12
63.	Dehradun	27-1-37	39.00	39.00	105.00	2.00	1.50P for brooms and baskets	Yes	No	No	—do—
64.	Mussorie	27-1-37	—	83.00	110.00	—	—	Yes	No	No	—do—
65.	Hardwar	27-1-37	—	63.00	90.00	—	2.00 sewer workers	Yes	No	No	—do—
66.	Calcutta	65-1-80	—	N.A.	65.00+ D.A.	N.A.	N.A.	Yes	Yes	—	—
67.	Calcutta Port	70-1-80-EB-1-85	11.80	65.00	146.80P	15.00	7.50 or 10% of pay for Compensatory allowance. (2) 3.50 unclean allowance.	Yes	Yes	Yes (For those appointed from 1-1-62 onwards)	—
68.	Durgapur	35.00	—	78.00	113.00	5.00	—	Yes	No	No	—
69.	Dolpur	45.00	—	45.00	90.00	5.00	5.00 (Medical allowance)	No	No	No	—
70.	Asansol	35.00	—	65.00	100.00	6.00	6.25 (Medical allowance)	No	No	No	—
71.	South Dum Dum	30.00	—	78.00	108.00	5.00	6.25 (Medical allowance)	Yes	No	No	—

## APPENDIX VII

Statement regarding weekly offs, leave and holidays allowed to Sweepers and Scavengers employed in various local bodies.

S. No	Name of the municipality	Weekly Offs		Casual leave	Privilege leave	Sick leave	Leave on half average pay	Maternity leave	Other types of leave	No. of public holidays.
		Full weekly off	Two half weekly offs							
1	2	3	4	5	6	7	8	9	10	11
<b>Andhra Pradesh</b>										
1.	Hyderabad	—	2	12 days	1/22nd of the period spent on duty.	15 days	15 days	2 months	Nil	Yes. But details not given.
<b>Assam</b>										
2.	Gauhati	Yes	No	Nil	Nil	14 days	Nil	3 months	Nil	10 days
3.	Shillong			Information	not available.					
<b>Bihar</b>										
4.	Bihar Shariff	Yes	No	6	Nil	Nil	Nil	50 days	Nil	Nil
<b>Gujarat</b>										
5.	Ahmedabad	Yes	No	15 days	1/11th of the period spent on duty.	180 days for entire service.	Yes	3 months	(i) 21 days in case of dog bite (ii) leave without pay upto 3 years.	12 holidays

1	2	3	4	5	6	7	8	9	10	11
6.	Baroda	No	2	15 days	1 month per year	1 month on half pay.	Yes. As per Govt. Rules.	42 days	As per Govt. Rules.	13 half holidays
7.	Dabhoi	No	Yes	12 days	22 days	12 days	Nil	6 weeks	—	10 half holidays
8.	Surat	No	Yes	15 days	30 days	20 days on half pay.	As per Govt. Rules.	60 days	(i) As per Govt. Rules. (ii) Leave for T.B.	10 half holidays
<b>Haryana</b>										
9.	Whole-time sweepers and scavengers are allowed weekly off, different kinds of leave and public holidays as allowed to Class IV employees.									
<b>Kerala</b>										
10.	Trivandrum	Yes	No	20 days	Nil	30 days per year.	Nil	2 months	Nil	11 public holidays
11.	Kumili Panchayat	No	No	15 days	1 month	As per Civil Service Rules	Nil	—	—	—



1	2	3	4	5	6	7	8	9	10	11
12.	Cochin	Yes	No	Nil	20 days	30 days on half pay.	Nil	3 months	Special casual leave for anti-rabic treatment and family planning operations.	7
Madras 13.	Tanjavur	Half a day's rest in a week.		—	15 days	30 days	30 days	Yes, Details not given.	—	4 days
14.	Tiruchirapally	—do—		—	1/24th of days worked.	1 month with half pay and full D.A.	—	60 days	6 days for vasectomy operation.	Half day's leave on all Govt. holidays.
15.	Madurai	—do—		—	—do—	—do—	—	60 days	—	Half holidays for 6 days.
Mysore 16.	Mysore	—	Yes	—	—	1 month per year	—	42 days	—	—
17.	Mandya	—	Yes	15	—	—do—	—	42 days	—	—
18.	Hassan	½ day in a week.	—	15	—	—do—	—	56 days	—	Half day on important General holidays.

1	2	3	4	5	6	7	8	9	10	11
19.	Belur	Yes	—	15	—	—	—	Yes. Details not given.	—	6 days
<b>Madhya Pradesh</b>										
20.	Indore	Yes	—	12 days	15 days	15 on half pay	—	60 days	—	16 half days.
21.	Bhopal	No	Yes	15 days	—	15 days full pay	—	42 days	—	2 full and 18 half days.
22.	Jubbulpore	No	Yes	12 days	10 days	10 days	—	60 days	—	Half day on all public holidays.
23.	Satna	Yes	—	15 days	—	15 days	—	1 month	—	—do—
24.	Chhatarpur	Only half a day rest in a week.		15 days	—	—	—	45 days	2 months' leave without pay.	14 half holidays.
<b>Maharashtra</b>										
25.	Bombay	No	Yes	20 days	1/11th of the period spent on duty.	Nil	20 days per year	3 months	Special leave for injuries and accidents.	16
26.	Nagpur	Yes	No	7 days	15 days per year.	Nil	Nil	3 months	Nil	15 half holidays.

1	2	3	4	5	6	7	8	9	10	11
27.	Poona	No	Yes	15 days				Yes. But details not given.		Yes, in half day. Details not given.
28.	Jalgaon	No	Yes	15 days	30 days per year	As per Govt. rules.	As per Govt. rules.	90 days	As per Govt. rules.	All Gazetted holidays for half day.
29.	Wardha	Yes	No	7 days	Nil	15 days with half pay and 15 days with full pay.	Nil	42 days	Nil	All Gazetted holidays.
Orissa 30.	Cuttack	Extra wages are given for the rest day.	—	10 days	15 days	15 days	—	60 days		
31.	Puri	Yes	—	15 days	—	—	—	One month	—	—
Pondichery 32.	Pondichery	Yes	—	15 days	—	—	—	28 days with half pay.	—	8
33.	Karikal			No	leave	rules.				
34.	Mahe	—	—	—	30 days	—	—	—	—	—
35.	Yanam	—	—	—	30 days	—	—	—	—	—



1	2	3	4	5	6	7	8	9	10	11
36	Ariancuppom	—	—	—	30 days	—	—	—	—	—
37.	Modeliarpeth	—		No leave rules.						
38.	Oulgarel	—	—	—	—	—	—	—	—	—
39.	Villianur	—	—	—	30 days	—	—	—	—	—

#### Punjab

40. All the sweepers and scavengers get leave and other facilities as per Class IV servants.

#### Uttar Pradesh

41.	Banaras	$\frac{1}{2}$ day rest in a week	—	14	20	15	15	90	—	13
42.	Allahabad	—do—	—	14	20	15	15	90	—	13
43.	Kanpur	Yes	—	14	20	15	15	90	—	13
44.	Lucknow	Yes	—	14	20	15	15	90	—	11
45.	Dehradun	Yes	—	14	20	15	15	60	—	—
46.	Hardwar	Yes	—	14	20	15	15	40	—	13
47.	Mussorie	Yes	—	14	20	15	15	42	—	Half a day on holidays

1	2	3	4	5	6	7	8	9	10	11
West Bengal										
48.	Durgapur (Notified area)	Yes	—	10 days	—	10 days with half pay	—	42 days	3 months without pay	5
49.	South Dum Dum	Yes	—	—	10 days	10 days	—	42 days	Injury leave 7 days	5
50.	Asansol	Yes	—	15 days	—	—	—	—	—	Yes. Details not given.
51.	Bolpur	Yes	—	10 days	—	—	10	45 days	—	5
52.	Calcutta Port	Yes	—	3	1/11th of days worked	—	20	90 days	Injury leave for 120 days on full pay and 20 months on half pay	18
53.	Calcutta	Yes	—	—	15	7½ on half pay	—	90 days	—	2

APPENDIX VIII

Statement Showing the Method of Recruitment/Hours of Work/Uniforms etc. in respect of Sweepers and Scavengers Employed by Local Bodies

S. No.	Name of the Local Body	Method of Recruitment				Hours of Work				Uniforms		Remarks
		Thro. Employment Exchange	From Waiting List	Direct Recruitment	Whether preference to retiring members' family	Sweepers	Scavengers	Roll-calls No. & where		Males	Females	
1	2	3	4	5	6	7	8	9	10	11	12	13
ANDHRA PRADESH												
1.	Hyderabad	Yes Sweepers only	Yes Scavengers only	—	Yes	7½	8	4	Work Places	3 pair of Shirts, Shamias Shorts, every year	3 pair of sarees, blouses every year	Scavengers not given uniforms
ASSAM												
2.	Gauhati	—	Yes	—	Yes	8	8	2	„	Nil	Nil	During Monsoon Jhapo is supplied
3.	Shillong	—	Yes	—	Yes							Information from 7 to 12 not available
BIHAR												
4.	Patna	—	Yes	—	Yes							—do—
5.	Gaya	—	Yes	—	Yes							—do—
6.	Bihar Shariff	—	—	Arbitrarily		5	5	NA	NA	One pair of Dhotis twice a year	One pair of Sarees twice a year	



1	2	3	4	5	6	7	8	9	10	11	12	13
<b>GUJARAT</b>												
7.	Ahmedabad	—	Yes		Yes	8	8	2	Work Place	2 pair of shirts, nickers and caps per year	2 pair of sarees, petti-coats & blouses per year	Woolen jersey is given every five years for all
8.	Baroda	—	Yes		Yes	7	7	2	„	2 Pr of Bush-shirts and half pants a year	2 pair of sarees, petti-coats and blouses per year	Woolen jersey every 3 years and one rain-coat every 4 years.
9.	Surat	—	Yes		Yes	7	5	3	„	—do—	2 pair of sarees and blouses every year	One woolen jersey every three years
10.	Dabhoi	—	—	Yes	Yes	8	8	2	Municipal Office	—do—	2 pair of sarees, petti-coats and blouses every year	
<b>HARYANA &amp; PUNJAB</b>												
11.	Chandigarh	—	Yes		Yes	NA	NA	NA	NA	Two cotton shirts and payjamas with chappal and turban in every year. A woolen coat and trouser in every three years.		

1	2	3	4	5	6	7	8	9	10	11	12	13
<b>KERALA</b>												
12.	Trivandrum	—	—	Yes	Yes	6	6	2	Place of work	2 pair of shirts and shorts every year	2 pair of sarees and blouses every year	
13.	Cochin	—	Yes		Yes	5½	5½	1	Fixed place	—do—	—do—	
<b>MADRAS</b>												
14.	Tanjavoor	—	—	Yes	Yes	7	7	2	Place of work	—do—	—do—	
15.	Trichinapally	Yes	—	—	Yes	7	7	2	Ward Office	—do—	—do—	
16.	Madurai	—	Yes	—	Yes	7½	7½	2	Near place of work	3 sets of uniforms	Details of uniform not given	
<b>MYSORE</b>												
17.	Mysore	Yes	—	—	No	8	8	4	Div. Office	2 pair of nickers, shirts and caps every year	2 pair of sarees, jackets every year	
18.	Mandya	—		Yes	Yes	8	8	2		1 pair bush shirt and nicker, cap every year	1 pair of sarees and blouses every year	

1	2	3	4	5	6	7	8	9	10	11	12	13
19.	Hassan	Yes	—	—	—	8	8	3	Central Place	One pair of shirts, nickers, towels every year	One pair of sarees and blouses every year	
20.	Bellur	Yes	—	—	Yes	8	8	3	Municipal Office	One pair of nickers, bush shirts and caps every year	One pair of sarees and jackets every year	
<b>MADHYA PRADESH</b>												
21.	Indore	—	Yes	—	Yes	—	—	—	—	2 pair of shorts and half shirts and caps every year One chappal per year. One woolen jersey in 3 years and one raincoat in 3 years	2 pair of sarees blouses, petticoats every year One chappal per year One woolen jersey and Raincoat in 3 years.	
22.	Bhopal	—	Yes	—	Yes	—	—	—	—	2 cotton uniforms every year, one woolen jacket every two years, one rain coat ever third year, chappaly shoes every years/	2 cotton uniforms every year, one woollen jacket every two years, one rain coat every third year, chappals/shoes every year.	
<b>MADHYA PRADESH (contd.)</b>												
23.	Jabalpur	—	—	Yes	Yes	8	8	2	Place of work	2 pair of half pants, shirts and caps every year, and one woollen blanket every 3 yrs.	Two pair of sarees, blouses every year, one woolen blanket every 3 years.	



1	2	3	4	5	6	7	8	9	10	11	12	13
24.	Satana	Yes	—	—	Yes	8	8	2	Ward	One pair of half pants, shirts and caps every year and one woollen pullover every 3 years.	One saree and blouse every year and one woollen pullover every three years.	
25.	Chhatarpur	—	—	Yes	Yes	8	8	2	Mun. office	One pair of half pants, shirts per year, woollen jersey in 3 years.	One dhoti, one blouse per year, one woollen jersey in 3 years.	
<b>MAHARASHTRA</b>												
26.	Bombay	—	Yes	—	Yes	8	8	2	Place of work	One Pr. of bush-shirts and shorts every year.	One Pr. of sarees and blouses every year.	
27.	Nagpur	—	Yes	—	Yes	7	7	2	Fixed Place	Two Pr. of shorts, shirts and caps every year, one blanket in 3 years.	Two Pr. of sarees and blouses every year, one blanket in 3 yrs.	
28.	Poona	—	Yes	—	Yes	6½	6½	4	Place of work	2 Pr. of Ganjies, shorts and one chappal every year. Ghongbi given in rainy season.	2 Pr. of sarees and blouses every year, Ghongbi given in rainy season.	
29.	Jalgaon	—	Yes	—	Yes	7	5	2	Mun. office	2. Pr. shorts and shirts every year	2 Pr. sarees and petticoats, jumpers per year.	
30.	Wardha	—	Yes	—	Yes	8	8	2	—	1 Pr. of shirt, shorts and a cap per year, one kamsal for rainy season	1 Pr. of sarees and blouses yearly and one kamsal for rainy season.	

1	2	3	4	5	6	6	8	9	10	11	12	13
<b>ORISSA</b>												
31.	Cuttack	—	—	Yes	No.	6	6	1	Place of work	One pair of pants and shirts per year	One pair of sarees and blouses every year.	
32.	Sambalpur	Yes	—	—	Yes	8	8	2	—do—	NIL	NIL	
33.	Puri	Yes	—	—	Yes	8	6	1	Office	N.A.	N.A.	
<b>PONDICHERRY</b>												
34.	Pondicherry	—	—	Yes	Yes	8	8	4	—	2 Pr. of shorts and shirts every year	2 Sarees every year	
35.	Kariakal									Nil	Nil	
36.	Mahe									Nil	Nil	
37.	Modeliyarpeth									One Pr. shirt and trouser every year.	Nil	
<b>UTTAR PRADESH</b>												
38.	Allahabad	—	Yes	—	Yes	8	8	2	Place of work	One Pr. short and shirt every year. One woollen jersey in 3 years.	One Pair Dhoti and blouse every year, one woollen jersey in 3 years.	
39.	Kanpur	—	Yes	—	Yes	7	7	2	—do—	2 bushshirts, one pants, 2 caps every year and one woollen coat, pant, cap in every year.	One Pair of Dhotis Petticoats and blouses every year, one woollen blouse every alternative year.	
40.	Lucknow	—	Yes		Yes	7	7	4	—do—	2 Pr. of shirts and pyjamas every year, one woollen coat every alternative year	Two pair of sarees and blouses every year and one woollen blouse in every alternative year.	

1	2	3	4	5	6	7	8	9	10	11	12	13
41.	Dehra Dun	—	Yes	—	No	7	7	2	—do—	2 Pr. of shirts, trousers, caps every year, one woollen jersey supplied during winter	2 Pr. shirts, salwar and dupatta every year and one woollen jersey supplied in winter	
42.	Mussoorie	—	Yes	—	Yes	7	7	2	—do—	One woollen uniform to permanent employees and one blanket in monsoon	One wollen uniform to permanent employees and one blanket in monsoon.	No uniform to temporary employees.
43.	Hardwar	Yes.	—	—	No	7	7	2	—do—	One pyjama and shirt every year and woollen coat every alternative year	One salwar, kurta, dupatta every year and one woollen jersey every alternative year.	
WEST BENGAL												
44.	Durgapur (Notified Area)	—	—	Yes	Yes	6½	6½	2	Place of work	Nil	Nil	
45.	South Dum Dum	—	Yes	—	Yes	6	7	2	—do—	Nil	Nil	
46.	Asansol	Yes	—	—	Yes	7M 6F	6M 6F	2	—do—	Nil	Nil	
47.	Bolpur	—	—	Yes	Yes	7	6	1	Office	Nil	Nil	
48.	Calcutta Port					6	6			2 Pr. shirts and shorts every year, woollen jersey every alternative year.	4 sarees and four chammees every year and woollen jersey alternative year.	

N.A. Information not available.  
M : Male.  
F : Female.



APPENDIX—IX

STATEMENT SHOWING HOUSING AND OTHER WELFARE FACILITIES FOR SWEEPERS AND SCAVENERS EMPLOYED BY LOCAL BODIES

S.No.	Name of Municipality	No. of houses.	Rent free or not.	Creche	Community/Welfare Centre.	Other facilities	Remarks.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
<b>ANDHRA PRADESH</b>							
1.	Hyderabad	(i) 1074 Qrts. under Sweepers' Housing Scheme. (ii) 285 under L.I.G.H.	Charged	4	4	Night Schools	
2.	Others	415					
<b>ASSAM</b>							
3.	Gauhati	(i) 214 Assam type single room with attached roofs (ii) 70 single room with G.I. roofing.	Rent free	1	3	1 School	
4.	Shillong	(i) 18 Two room Qrt. (ii) 48 One room Qrts.					Other information not available.
<b>BIHAR</b>							
5.	Gaya	96					—do—
<b>GUJARAT</b>							
6.	Ahmedabad	(i) 1409 Sweepers' Housing Scheme (ii) 1584 Slum clearance		Nil	10	Bal Mandirs	

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
7.	Baroda	248		1	2	(i) 6 Bal Mandirs (ii) 17 Reading rooms and libraries. (iii) Land on nominal rent and tins are supplied to workers to construct their own houses.	
	Surat	246			2	(i) 26 Bath rooms (ii) Grants for games and education.	
9.	Dabhoi	Nil	—	—	—	—	
<b>HARYANA &amp; PUNJAB</b>		—	—	—	—	—	Information not available
<b>KERALA</b>							
10.	Trivandrum	32	Slum clearance Scheme			} During the period 1964-65 to 1966-67 a sum of Rs. 3.60 lakhs was sanctioned by the State Govt. to various Municipalities for purchase and distribution of sites for houses to 327 workers. During the same period Rs. 1.83 lakhs was given to Municipalities for providing houses to 204 employees.	
11.	Cochin	30	Sweepers' Housing Scheme				
<b>MADRAS</b>							
12.	Tanjavoor	72 houses	Rent free				
13.	Trichirappally	208 houses	Rent charged				
14.	Madurai	591 houses	Rent free.				
<b>MYSORE</b>							
15.	Mysore	375 houses	Rent charged	—	—	—	One nursery school, one night school, and sewing class—Ram Mandir provided in the colony.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
16.	Mandya	12 houses	Rent free	—	—	—	—
17.	Hassan	28 houses	—	—	—	—	—
18.	Bellur	6	—	—	—	—	—
<b>MADHYA PRADESH</b>							
19.	Indore	380	Rent free	Nil	—	—	Social educational class, play-grounds, parks, radio centre, reading rooms, sports and games equipment etc. provided. Medical facilities provided.
		140 houses under consideration					
20.	Bhopal	336	Rent free				
21.	Jabalpur	426	—	—	—	—	Play grounds, gymnasium etc. provided.
22.	Satana	—	—	—	—	—	
23.	Chhatarpur	21	—	—	—	—	
<b>MAHARASHTRA*</b>							
24.	Bombay	5448 houses	—	Nil	36, where (i) 2 nursery schools, sweepers & (ii) Medical Aid scavengers (iii) Grant for Scholarship can take advantage of it,		*21 Municipal Councils in the Maharashtra State had taken advantage of old Sweepers' Housing Scheme for construction of 666 Tenements. Four Municipal Councils have taken advantage of revised Sweepers' Housing Scheme for construction of 342 tenements.



(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
25.	Nagpur	483	Rent charged	Nil	Nil	2 Nursery Schools	
26.	Poona	432					
27.	Jalgaon	161					
28.	Wardha	—					
<b>ORISSA</b>							
29.	Cuttack	170	Rent free	1			
30.	Sambalpur	57		1		One Nursery School	
31.	Puri	60	—	—	—	—	—
<b>PONDICHERI</b>							
32.	Pondicheri	12	—	—	—	—	—
<b>UTTAR PRADESH</b>							
33.	Allahabad	153	—	—	—	—	80 plots being given as hire-purchase basis
34.	Kanpur	743 Under S.H.S. 245 Under L.I.G.H.S.			2		
35.	Lucknow	200			2		
36.	Dehra-Dun	Yes. But details not given					
37.	Mussoorie	87					
38.	Hardwar	84					
<b>WEST BENGAL</b>							
39.	Durgapur (Notified area)	—	—	—	—	—	—
40.	South Dum Dum	—	—	—	—	—	—
41.	Asansol	40	—	—	—	—	—
42.	Bolpur	—	—	—	—	—	—

S.H.S. : Sweepers' Housing Scheme

L.I.G.H.S. : Low Income Group Housing Scheme.

APPENDIX X

PROGRESS REPORT OF THE SWEEPERS' CO-OPERATIVE CREDIT SOCIETIES LTD., ORGANISED BY THE BIHAR HARIJAN SEVAK SANGH, PATNA-4 TILL THE YEAR ENDING JUNE, 1967

S. No.	Places where the Sweepers' Co-operative Credit Societies have been formed	Registered Number and year	No. of members		Total amount of debt so far liquidated	Financial help from the year 1943 to 1966	Financial aid during 66-67	Total Financial aid as on 30-6-67	Deposit by members as on 30-6-67	Reserve fund	Profit	Working Capital as on 30-6-67	Remarks
			in the beginning	As on 30-6-67									
1	2	3	4	5	6	7	8	9	10	11	12	13	14
PATNA DIVISION													
1	Patna City, Patna H. C. S.	4 P-44	38	291	105204	1800	—	1800	4760	216	2234	9010	Financed from Govt. grant and members' deposit
2	Bankipur	4 P-46	38	194	23312	1600	—	1600	1443	91	499	3633	—do—
3	Sultanganj	31 P-47	28	239	46325	1700	—	1700	8287	1779	1145	12911	—do—
4	Dariyapur	28 P-47	21	110	21834	1000	—	1000	945	42	379	2366	—do—
5	Pirbahore	27 P-47	22	134	18820	1500	—	1500	805	56	390	2751	—do—
6	Lodipur	29 P-47	36	126	14202	1800	—	1800	786	84	372	3042	—do—
7	P.A.C.	6 P-50	36	223	51205	2000	—	2000	3285	100	492	5877	—do—
8	Thakkar Bapa	14 P-44	24	114	16530	600	—	600	2024	65	210	2899	—do—
9	Rajendra Nagar	14 P-59	36	120	25312	950	—	950	1538	123	550	3161	—do—
10	Gandhi Sarowar	4 P-61	61	123	105602	1600	—	—	6243	81	146	6470	Financed but refunded
11	Rly. Sanitary, Patna	...	30	30	10000	--	—	—	200	15	30	245	Financed by members' deposit.
12	P.M.C.H.	...	25	33	12000	—	—	200	359	6	21	386	—do—

2	2	3	4	5	6	7	8	9	10	11	12	13	14
13	Barh	3 P-43	29	61	12000	200	—	200	1616	20	45	1881	Financed from Govt. grant and members' deposit.
14	Mokameh	42 M-61	25	62	11500	—	—	—	2872	22	45	2939	Financed by members' deposit.
15	Bihar Shariff	15 P-48	15	265	10000	600	—	600	802	85	80	1567	Financed from Govt. grant & members' deposit.
16	Rajgir	47 B-59	25	50	3500	—	—	—	453	15	35	503	Financed by Members' deposit.
17	Dinapur	2 P-47	15	150	10000	1200	—	1200	440	182	472	2294	Financed from Govt. grant & Members' deposit.
18	Dinapur Cantt	—	35	35	3000	—	—	—	240	18	56	314	Financed by members' deposit.
19	Khagaul	5 P-50	15	105	10000	1000	—	1000	775	212	489	2476	Financed from Govt. grant & members' deposit.
20	Rly. Sanitary, Khagaul		25	25	8000	—	—	—	809	12	25	846	Financed by members' deposit.
21	Arrah	1 P-43	48	120	40000	1000	—	1000	1500	175	260	2935	Financed from Govt. grant & members' deposit.
22	Buxar	3 P-43	20	45	6000	200	—	200	438	52	455	1145	—do—
23	Sasaram	4 P-47	21	114	5000	1000	—	1000	560	52	205	1817	—do—
24	Dehri-on-Sone	3 Sh50	25	78	1200	300	—	200	1119	25	160	1604	—do—
25	Dalmianagar	15 Sh55	40	96	20500	—	—	—	6586	98	298	6982	Financed by members' deposit.
26	Dumraon	6 Bux64	25	35	500	—	—	—	200	5	15	220	—do—



1	2	8	4	6	7	7	8	9	10	11	12	13	14
27	Jagdishpur	—	25	35	—	—	—	—	—	3	6	9	Not yet financed.
28	Gaya	5 G-44	39	220	45000	550	—	550	1740	45	100	2435	Financed from Govt. grant & members' deposit.
29	Rly. Sanitary, Gaya	—	50	85	40000	—	—	—	1912	50	200	2162	Financed by members' deposit.
30	Jahanabad	2 G-44	16	65	9000	1050	—	1050	1416	65	295	2826	Financed from Govt. grant & members' deposit.
31	Aurangabad	—	25	35	—	—	—	—	—	3	6	9	Not yet financed.
32	Nawada	—	25	35	—	—	—	—	—	3	6	9	—do—
33	Pekari	—	25	35	—	—	—	—	—	3	6	9	—do—
<b>TIRHUT DIVISION</b>													
34	Muzaffarpur	1 M-43	18	260	32650	1250	—	1250	2155	405	483	4293	Financed from Govt. grant & members' deposit.
35	Motihari	1 M-45	28	178	5200	150	—	150	1573	105	163	1991	—do—
36	Mehsi	2 S-44	15	25	2000	75	—	75	45	16	150	286	—do—
37	Sugauli	3 S-44	17	17	2000	75	—	75	5	15	84	179	—do—
38	Bettiah	2 S-43	17	113	11306	650	—	650	522	120	85	1377	—do—
39	Chapra	2 S-44	15	236	30402	700	—	700	5250	1561	412	6520	—do—
40	Siwan	2 S-46	23	68	13322	511	—	511	1084	85	208	1888	Financed by members' deposit & Govt. Grant.
41	Gopalganj	94 S-63	15	46	4000	—	—	—	945	86	189	1220	Financed by members' deposit.

1	2	3	4	5	6	7	8	9	10	11	12	13	14
42	Darbhanga	3 M-43	16	99	25000	150	—	150	775	120	66	1111	Financed from Govt. grant & members' deposit.
43	Samastipur	2 M-44	18	112	21304	650	—	650	3200	155	320	4325	—do—
44	Sitamarhi	50 S-62	25	38	600	—	—	—	148	54	461	663	Financed by members' deposit.
45	Madhubani	28 M-62	25	25	3500	—	—	—	25	54	106	185	—do—
46	Hazipur	2 H-65	25	25	—	—	—	—	—	—	—	—	—do—
47	Keshopur	35 M-50	16	19	2500	1151	—	1151	50	12	20	1233	Financed from Govt. grant & members' deposit.
48	Rosera	—	25	25	—	—	—	—	—	—	—	—	Not yet financed.
49	Rivilganj	—	25	25	—	—	—	—	—	—	—	—	—do—
50	Lalganj	1 H-64	25	25	—	—	—	—	—	—	—	—	—do—
<b>BHAGALPUR DIVISION</b>													
51	Bhagalpur	2 BH-46	48	175	55634	2384	—	2384	895	200	473	3952	Financed from Govt. grant & members' deposit.
52	Nath Nagar	99 BH-58	25	125	9051	—	—	—	1034	31	74	1139	Financed by members' deposit.
53	Purnia	16 P-53	26	150	12000	1000	—	1000	2100	75	281	3456	Financed from Govt. grant & members' deposit.
54	Kathiar	17 P-53	23	162	8500	300	—	300	2718	40	90	3148	—do—
55	Kishanganj	18 P-53	22	108	6000	300	—	300	900	36	62	1298	—do—
56	Forbesganj	19 P-53	23	162	6520	300	—	300	1295	40	68	1703	—do—
57	Monghyr	1 BH-46	16	53	7000	—	—	—	460	30	45	535	Financed by members' deposit.

1	2	3	4	5	6	7	8	9	10	11	12	13	14
58	Begusari	3 M-56	54	57	3000	—	—	—	300	6	12	318	—do—
59	Khagaria	291 B-58	25	78	5000	—	—	—	1055	20	135	1210	—do—
60	Jamalpur	5 M-62	33	35	1000	—	—	—	155	15	26	196	—do—
61	Dumka	14 Sp-53	25	122	10655	4902	—	4902	1511	41	151	6605	Financed from Govt. grant & members' deposit.
62	Deoghar	3 Sp-53	25	192	26304	7140	—	7140	5275	34	153	12602	Financed from Govt. grant & members' deposit.
63	Madhupur	10 Sp-62	25	106	15502	—	—	—	2942	86	172	3200	Financed by members' deposit.
64	Saharsa	50 Sh-48	20	58	6500	—	—	—	2563	35	85	2683	—do—
65	Madhepura	135 M-66	25	42	1500	—	—	—	421	70	14	442	—do—
<b>CHHOTA NAGPUR DIVISION</b>													
66	Ranchi	9 R-50	25	115	40000	5000	—	5000	2900	25	66	7991	Financed from Govt. grant & members' deposit.
67	Hazaribagh	150 H-53	25	147	30264	—	—	—	11134	100	1166	12400	Financed by members' deposit.
68	Giridih	38 G-63	25	191	62306	4000	—	4000	3052	45	92	7189	Financed by members' deposit and C. C. Bank.
69	Daltonganj	38 H-54	28	28	4000	—	—	—	100	10	15	125	Financed by members' deposit.
70	Jharia Mine's Board	68 Dh	34	161	10000	—	—	—	3974	60	120	4154	—do—
71	Dhanbad	25 Dh 58	35	202	88000	—	—	—	3554	100	200	3854	—do—
<b>TOTAL</b>			1898	7197	1309866	52338	—	50738	118268	6224	15974	191204	

Sd/- N. Pandey  
State Organiser and Inspector  
Harijan Co-operative Societies Ltd, Patna-4

Sd/- N.N. Sinha  
Hon. Secretary  
Bihar Harijan Sevak Sangh, Patna-4



APPENDIX XI  
CENTRAL SECTOR  
**THIRD FIVE YEAR PLAN**

Category : Scheduled Castes. Scheme : Improvement of working conditions.

(Rs. in lakhs)

S. No.	Name of the State	Third Plan			Physical targets
		Allocation	Expenditure	%age utilisation	
1	2	3	4	5	6
1.	Andhra Pradesh	22.74	23.54	103.5	Not available
2.	Assam	1.00	1.00*	100.0	—do—
3.	Bihar	11.08	11.03	99.5	1240 wheel barrows
4.	Gujarat	3.24	2.79	86.1	6513 workers
5.	Jammu & Kashmir	0.19	0.19*	100.00	836 wheel barrows
6.	Kerala	4.74	4.22	89.0	192 scrapers 133 gum boots 1048 buckets 182 wheel barrows 636 hand carts
7.	Madhya Pradesh	6.94	2.50	36.0	93 Municipalities
8.	Madras	9.54	12.45	130.5	11619 wheel barrows
9.	Maharashtra	9.54	5.18	54.3	553 wheel barrows 1014 gum boots 930 scrapers 660 gloves 56 buckets 22 kawaths
10.	Mysore	6.32	4.40	69.6	3071 wheel barrows 2389 hand carts.
11.	Orissa	4.70	4.34	92.3	Not available
12.	Punjab	16.10	13.34	82.8	9560 wheel barrows
13.	Rajasthan	9.50	6.97	73.4	204 Municipalities
14.	Uttar Pradesh	27.99	10.22	36.5	Not available
15.	West Bengal	10.57	5.79	54.8	111 Municipalities
Total		144.19	107.96	74.9	

\* Anticipated

Wheel barrows	—	27061	Hand Carts	—	3025
Workers	—	6513	Municipalities	—	408
Gum boots	—	1147	Scrapers	—	1122
Gloves	—	663	Buckets	—	1104
Kawaths	—	22			

## APPENDIX XII

*Statement showing the action taken on the Malkani Committee's Report by the State Governments/Union Territory Administrations.*

### **Andhra Pradesh**

In this State the wheel-barrows have been distributed in most of the important Municipal areas and a total programme for the implementation of the important recommendations of the Malkani Committee has been adopted.

In order to put an end to the present system of carrying Night Soil by scavengers as headload, in buckets, etc. the Municipal Corporation of Hyderabad under the provisions of the Hyderabad Municipal Corporation Act, 1955 is introducing drainage system in private houses. The Corporation has offered aid as inducement to the Public for such conversion, by way of subsidy, to house owners who intend to have sewer connections to their latrines and many people have been benefited so far.

### **Assam**

The report of the Malkani Committee was forwarded by the State Government to all the Municipalities and Town Committees in the State for implementation of the recommendations contained therein. The entire 3rd Plan provision of Rs. 1 lac for the State for eradication of practice of carrying night soil as head-loads has been utilised.

Section 171 (4) of the Assam Municipal Act, 1956 has been amended in 1966 by Act II of 1966 which now prohibits giving permission for construction or reconstruction of building costing Rs 5000/- (excluding the cost of land and improvement of land) without any sanitary type of latrine.

### **Gujarat**

In this State 79 Municipalities out of 147 had discontinued the practice of carrying night soil as head-loads as early as 1962. During the 3rd Plan period, 6513 workers were benefited under this scheme. In Dabhoi and Borsud Municipalities, the scavengers refused to use the wheel barrows and instead use the bullock-cart, tank, etc. to carry

the night soil. These Municipalities had started the dry latrine conversion programme and now it is progressive. In Broach, due to uneven land having ups and downs, the wheel barrows cannot be used. Wheel barrows are, however, in use in some places where they can be used. The State Govt. has taken up this matter very seriously to abolish this practice as early as possible and in any case they hope to do away with this practice before 1969.

### **Madhya Pradesh**

The State Government has issued directions to all the Municipal Corporations/Municipalities of the State to stop the bad practice of carrying night soil as head loads as soon as possible. The Municipalities of Ratlam, Tal and Barwani have eliminated the practice of carrying night soil as head load. The scheme is making good progress in Alirajpur (Jhabua Distt.). During the 3rd Plan period, the scheme of introduction of wheel barrows was implemented by 93 Municipalities.

### **Madras**

The State Government had taken vigorous steps to eradicate the practice of carrying night soil as head loads and as a result of these efforts 8925 wheel barrows were supplied during the 3rd Plan period ; the expenditure during the period under review exceeded the outlay.

### **Maharashtra**

In Maharashtra there are in all 219 Municipalities and 4 Municipal Corporations viz. that of Bombay, Poona, Nagpur & Sholapur. All the Municipalities except two i.e. Satara and Rahimalpur have been able to stop completely the practice of carrying night soil as head load.

### **Orissa**

The various recommendations of the Malkani Committee have been implemented as far as practicable in most of the Municipalities and Notified Area Councils of the State. Wheel barrows and hand carts have been supplied to the scavengers so as to check the practice of carrying night soil as head load.

### **Uttar Pradesh**

During the 3rd Plan period a sum of Rs. 10,19,277 was sanctioned by the Govt. of Uttar Pradesh to the local bodies for abolition of the practice of carrying night soil as head loads. The local bodies were also required to give matching



contribution from their own resources to the extent of 25% of the grants. 1,840 wheel barrows were purchased and distributed during the period under review. The scheme, however, could not be successfully implemented due to unsound economic condition of the local bodies.

### West Bengal

The scheme for elimination of the practice of carrying night soil as head load was implemented in West Bengal through 67 Municipalities during the 3rd Plan period. The expenditure during the period under review was Rs. 6,57,000/- including an expenditure of Rs. 63,000/- out of State fund. During 1966-67 an amount of Rs. 1,99,997/- was granted to 19 Municipalities for execution of the scheme.

### Pondicherry

The Administrations have accepted and implemented the various recommendations of the Malkani Committee. Most of the local bodies have put in use wheel barrows supplied to them. The Administration has also earmarked a sum of Rs. 5,000/- during the 1st phase of IV Plan for the purchase of protective equipment etc. for supply to the scavengers. After supply of this material, the inhuman practice of carrying night soil as head load may never be in existence in the Union Territory of Pondicherry.

### Delhi

In N.D.M.C. area wherever there are dry system latrines, receptacles are placed nearby into which night soil is collected and finally taken to a pailchute by a lorry, hence there is no necessity for a wheel barrow or a bucket.

During the 3rd Plan period a sum of Rs. 40,000/- was spent for the purchase of 400 wheel barrows for the elimination of the practice of carrying night soil as head load as against the Plan ceiling of Rs. 4 lacs. The Municipal Corporation of Delhi who were responsible for the implementation of the scheme could not make much progress as the sweepers and scavengers did not cooperate in the implementation of the scheme for fear of being deprived of their customary rights.

### A. & N. Islands

In Port Blair, night soil is not carried as head load.

### Tripura

The Government of Tripura have already taken up the work to improve the working conditions of the scavengers by

eradication of the hand removal system of night soil. The Agartala Municipality are providing brick walling on both sides and brick-soling on the surface to permit plying of hand wheel barrows fitted with buckets thereon to collect night soil directly from the latrines. A scheme for construction of 6.30 miles of sweepers' passages has already been taken up and they hope to complete this work by December '68. 24 hand wheel barrows with bucket have been supplied to the scavengers. More wheel barrows will be supplied after improvement of the passages. So far an amount of Rs. 2.00 lacs has been spent for the purpose.

#### **Dadra & Nagar Haveli**

In Dadra & Nagar Haveli, night soil is not carried as head load.

#### **Nagaland**

The recommendations of the Malkani Committee have not yet been implemented in Nagaland.

#### **Goa, Daman & Diu**

In this territory, the practice of carrying night soil as head load is almost negligible.

#### **Jammu & Kashmir**

In Srinagar City considerable progress has been made in introducing the use of wheel barrows. No progress could, however, be made in Jammu City as the latrines are located at the roof-tops and besides there are narrow lanes which prevent the use of wheel barrows.



## NOTE OF DISSENT BY SHRI N. R. MALKANI

In Chapter III—3.13 on Pay and Allowances I fully agree with the Committee that “no sweeper or scavenger employed by a local body should be paid less than the pay and allowances which are payable to Class IV servants (like full-time peon) of the State Government or the Union Territory in which the local body is situated.” In fact I would rather say that the sweeper and scavenging class should be integrated with and merged in Class IV services, so that the service conditions and other amenities available to that Class are automatically enjoyed by them also. The sweeper and scavenging class should not be a separate class—despised or most favoured—but be a part of a large section of the normal community. They should be encouraged to give up this dirty occupation and their children should get priority in employment in Class IV service.

But in the same breath the Committee recommends that “the fair standard of pay and allowances for sweepers and scavengers, on account of filthy nature of their work, disagreeableness of the task and the health hazards involved in the work should be higher than the pay and allowances of Class IV government employees.” Sweepers and scavengers either belong to Class IV or they do not. They cannot belong to a theoretical class enjoying higher pay than Class IV. This would be impractical and will again separate them from a large section of the community. I consider any such separation as harmful to the interests of this class.

The reason given for this most favoured treatment to scavengers is unconvincing. The Committee considers that “in view of the particularly obnoxious character of their unclean work” they should be provided with special facilities—like soap, oil, ample water, new tools and equipment. I fully agree with this. In fact every effort should be made to make the occupation sanitary. But in the next paragraph it suggests that because of obnoxious nature of the occupation “a fair standard of pay and allowances” which is higher than that of Class IV should be paid to them. I do not agree with this. I am anxious that scavenging should be pursued



in a sanitary manner so that others are induced to take up this occupation and it should cease to be a monopoly of Bhangis by virtue of being filthy. In fact by offering a "fair wage" we would be persuading them to stick to this filthy occupation. Scavenging should be a clean occupation like haircutting, washing clothes, making shoes, all of which were formerly unclean. I also suggest that every scavenger should be confirmed after a year's service—provided he is trained in sanitation for a fortnight.

The Committee has a naive trust in legislation to do all that a scavenger aspires to. I have not the same faith. But if there has to be legislation, I would rather have a law banning carrying of headloads of nightsoil. I would have another law banning the construction of Sundas (dry latrines) in new houses and installation of cheap hand-flushed latrines. This would abolish manual scavenging and simultaneously raise the status of a Bhangi to that of a Safai mazdoor. But more than legislation the greatest possible stress should be laid on the implementation of recommendations made by this and other Committees. It must be decided that the Ministry of Local Self-Government should be held responsible for the conditions of service and working conditions of sweepers and scavengers, for it alone has the agency for executing the recommendations. Even the Social Security Ministry can improve living conditions of scavengers through the same agency. In fact the Local Self-Government Ministry should be the co-ordinating Ministry between Social Security and Health Ministry. For this it is necessary that the Local Self-Government Ministry, at the Centre and State levels, must have a Special Officer to watch closely the implementation of all recommendations.

I have written this note with great unwillingness because I believe this approach to the problem would be in the best interests of sweepers and scavengers.

(Sd.) N.R. Malkani  
Member

श्री नरमाल  
Deptt. of Labour  
असम प्रलेख एवं संस्कार केंद्र  
Lab. DOC. & Ref. Centre  
दिनांक.....