

REPORT OF THE COMMITTEE APPOINTED TO EXAMINE THE WAGES, ETC., OF SWEEPERS IN MUNICIPAL AND NOTIFIED AREAS IN THE CENTRAL PROVINCES AND BERAR.

CHAPTER I—INTRODUCTION

Constitution of the Committee.—The Government of the Central Provinces and Berar in accordance with the declared policy of Harijan Uplift appointed a Committee whose personnel and terms of reference were specified under Local Self-Government Department Notification No. 6341-500-M-XIII, dated the 12th September 1938—

Personnel—

Mr. A. V. Thakkar, L.C.E., General Secretary, Harijan Sevak Sangh, Delhi.—*Chairman.*

Members.

Mr. N. K. Kelkar, Balaghat.

Mr. Chandra Gopal Mishra, B.A., LL.B., Advocate, Harda.

Mr. P. D. Jatar, B.A., LL.B., M.L.A., Advocate, Seoni.

Mr. Dinkar Shastri Kanade, Buldana.

Mr. C. B. Parakh, B.A., LL.B., Advocate, Nagpur.

Khan Bahadur Syed Hifazat Ali, B.A., LL.B., M.L.A., Advocate, Khandwa.

Mr. P. K. Sen, B.Sc. (Edin.), Inspector of Factories, Central Provinces and Berar, Nagpur.—*Secretary.*

The terms of reference were—

(1) to examine the wages paid to sweepers, male and female, and to report on—

(a) their adequacy or inadequacy ;

(b) the desirability and feasibility of introducing—

(i) a system of minimum wages, and

(ii) a system of holidays with pay ;

(2) to examine and report on their conditions of work and living with particular reference to housing and sanitation, and to make recommendations in regard to the measures necessary for bringing about an improvement.

2. The Committee was of the opinion that the terms of reference were liberal enough to include programme, indebtedness, sanitation, corruption, etc. These matters were included in the questionnaire (Appendix I) which was drafted accordingly and was despatched to all municipal and notified area committees, Sweepers' Unions, Harijan Sevak Sanghs and to other bodies and individuals who in the opinion of the Committee, would be able to give useful information on the points raised in the questionnaire.

3. We are glad to mention that the response to our questionnaire was satisfactory, the number of replies received being 100 in all. We are obliged to all those who have helped us with information.

We began oral examination of witnesses at Nagpur on the 12th November 1938, and ended it on the 15th November. We re-commenced the oral examination on the 21st December 1938 and continued it at Jubbulpore, Khandwa, Shegaon, Yeotmal, Gondia and Raipur and ended it on the 5th January 1939 at Raipur. At these centres, we examined local witnesses, also other witnesses from near by places, and the list of witnesses examined is given in Appendix V. In all these places we also inspected the localities inhabited by the sweepers, public latrines, etc. The itinerary is given in Appendix IV.

4. Procedure.—At all the centres visited several selected witnesses out of those who had forwarded replies to the questionnaire were invited to appear before the Committee for oral examination. It enabled the members of the Committee to examine representatives of municipalities and notified area committees, nearly all the associations of sweepers employed by municipalities or notified area committees or the leaders of sweepers, all the leading Harijan Sevak Sanghas and a large number of individual witnesses interested in the social uplift of sweepers. The Committee also inspected the sweeper mohallas or the localities inhabited by the sweepers in these centres and investigated into the housing and living conditions of sweepers' families at each centre visited. In addition, in some centres some members of the Committee met the sweepers in social assemblies and addressed their meetings. A few injured sweepers were also visited in hospitals or their homes to elicit information of the nature and cause of their injuries. The Committee was thus able to secure in some cases evidence of a character which could not have been obtained in a formal way.

CHAPTER II.—CONDITION OF SERVICE

5. The Appendix II which gives a list of municipal and notified area committees also shows the population under the care of each Committee. Seventy municipal committees ministering to the civic needs of a population of 1,362,835 souls, and 15 notified area committees doing similar duty in respect of a population of 92,255 souls, employ nearly 6,500 sweepers. We have noticed a peculiar incidence of their social structure, regarding the largeness of the sweeper families. Early marriages and early consummation, which are incidentally responsible for the size of the families, keep the population multiplied at a considerable rate. In most cases more than one member, or one pair of sweepers, work in a municipal committee from each family, which makes it difficult for one to know the average size of the family. But it would not be over-estimate to state that on an average each of the 6,500 sweepers have a family of 2.5 children, which means that the lives of about 22,750 persons are affected by the good or bad condition of service in the municipal committees.

6. The bulk of the municipal sweepers are employed in cleaning public and private latrines, sweeping roads and cleaning drains, while a small number is engaged in driving night-soil and

refuse carts, in trenching night-soil, or dumping and levelling refuse. In a few municipalities a limited number of sweepers are employed in special gangs for anti-malaria work, and cleaning weekly market places or ganjs.

7. Appointment as jamadars and conservancy peons.— Out of 450 conservancy peons and jamadars and havaldars in 70 committees, only 80, or a little over one-sixth, belong to the sweepers' class. It is only in exceptional cases that these posts are given to sweepers, or held by sweepers promoted from the ranks. In a few municipalities like Nagpur and Amraoti a healthy departure has been recently made by appointing 42 per cent of jamadars from the sweeper rank. It is apparent that the sweepers ordinarily do not get sufficient chances for the posts of conservancy peons and jamadars or havaldars. Where such appointments are made, the result appears to be satisfactory, though there were complaints of slack supervision on the part of sweeper jamadars and conservancy peons, and also a tendency amongst the rank and file to treat them with indifference. The evidence before the Committee was of a conflicting nature. One set of witnesses urged against the appointment of sweepers as jamadars or conservancy peons, on the ground that the sweepers lack executive capacity, that they were somewhat partial to their caste people, and that they were disposed not to take strong attitude against their own people even when they had erred. The other set of witnesses assert that the experience of the municipalities that have given the sweepers a fair trial has proved that these defects were on the decrease. The sense of executive responsibility which may be lacking at first is soon developed under proper guidance. Indeed some of the Secretaries and Health Officers of the Committees that have given the sweepers an opportunity, are of opinion that the efficiency of sweeper peons and jamadars is at least equal to that of others, and that they are better able to manage their own caste men, and supervise their work, than others.

8. Another contention is that the members of the public who come in contact with jamadar and conservancy peons, object to sweepers being appointed to these posts. No Committee would or should accept such objection as valid. In public offices no distinction can be made on the ground of caste prejudices. The evidence before the Committee has been that the distinction between the sweeper and other children reading in primary municipal schools is now completely eliminated, and the two sit side by side without any discrimination or objection, and the Committee is definitely of opinion that this ground is entirely untenable.

9. The Committee, after a very careful examination of the evidence before it, came to the conclusion that there is no inherent lack of executive and supervising capacity amongst the sweepers as a class, though their lack of education, inferior social status, and in some cases inferiority complex, are undoubted difficulties before them. The Committee after the examination of all *pros* and *cons*

was clearly of opinion that whenever a vacancy arose for the appointment of a jamadar or conservancy peon, and a sweeper with requisite experience and qualification was available, he should be given preference over candidates who do not come from sweeper class. The municipal committees must recognise the services rendered by the sweepers working under them by promoting them to such posts hereafter.

10. As a general rule a Committee should not overlook the claims of sweepers, who have gathered experience and have requisite qualification, to these and other appointments on the mere ground that they were sweepers. The rules for appeal against the decision of a Committee should be suitably modified to enable a sweeper, who has a clean record of good work, to appeal to the Deputy Commissioner, in case his claims are overlooked and an outsider appointed in the post of a jamadar or conservancy peons.

11. **Hours of work.**—The hours of work for the sweepers are mostly 8 to 10 hours per day, but variations as high as 11 hours per day, and as low as 4 hours per day, were also noted. An analysis of 80 municipalities and notified areas show the following hours of work for sweepers :—

Hours of work per day		Number of municipalities
11	..	1
10	..	15
9	..	10
8	..	25
7½	..	5
7	..	8
6	..	7
5	..	6
4	..	3

But it has been maintained by the majority of witnesses that they do not work the full period, and that the afternoon work is very light. The evidence before the Committee shows that in addition to the regular work entrusted to the sweepers considerable extra work also is regularly taken by employing them in special batches known as "dalel". Occasionally they are also employed on "begar" or for special work, with the result that the Sunday afternoon, which in many places is supposed to be their weekly half-holiday, is sometimes taken away from them, even though the nature of the work done may be very light.

12. On an average a sweeper cleans about 50 to 60 private latrines or sweeps five to six furlongs of road per day. Instances were, however, quoted during evidence of a number of sweepers

who had to clean 75 to 100 latrines or six to eight furlongs of road mileage per head. The evidence before the Committee clearly shows that though the sweepers are not ordinarily overworked, there are some cases of excessive work or inequitable distribution of work, as a result of which so much pressure of work is placed on some, that they have to carry it out with the help of their children and family members with no payment to them. The increasing pressure of work due to town development, increase of population in case of big towns, better ideas of sanitation, encroach on their leisure hours, if the staff of sweepers be not increased. Moreover, considering the nature of their work with its attendant difficulties, it places an extra burden on the sweeper staff whenever some of them remain absent either on leave with or without pay or otherwise.

13. The Committee's findings on this subject are as follows :—

- (1) The actual hours of work in the morning and afternoon are fair, but should be regularized so as not to exceed five to six hours in the morning and three to two hours in the afternoon, or eight hours in the whole day. The byelaws which at present prescribe 10 or 11 hours of duty are not suitable nor in conformity with the practice and should be amended accordingly.
- (2) The work allocated to the sweepers officially is as a rule fair and reasonable, but the Health Officer or Secretary should see that the scheduled work is carried out fairly strictly and extra work or work of absentees should not be concentrated on a few sweepers.
- (3) In all municipalities, and particularly in the major municipalities, provision should be made for leave vacancies by the appointment of at least 5 per cent of the staff as reserve for absentees or those on leave including maternity leave.
- (4) All Sunday afternoons or bazar day afternoons, all festivals afternoons should be treated as official holidays, and under no circumstances should sweepers be called to work on these afternoons, except in cases of grave emergencies and then also as few as possible, rotating the men so-called up in a strict order so that the entire staff contributes equally and fairly in the discharge of such duty.

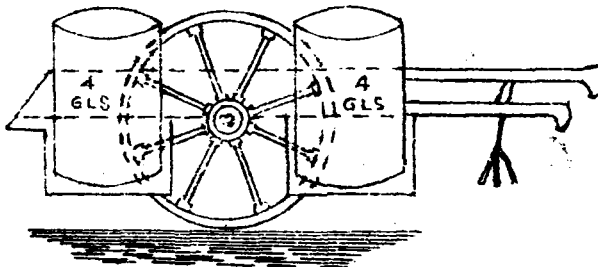
14. **Condition of latrines.**—In most of the municipalities, the latrine holes were found to be not well constructed, with the result that they cause insanitation to the locality concerned and a great hardship to the sweepers who clean them. In some municipalities byelaws have been adopted in order to build, what are known as first class or paved latrines, but the Committee found by ocular examination that even in these municipalities there are a large number of so-called kachha latrines, and that the byelaw for providing well paved latrines are only partially observed. This increases the work

of the sweeper. The Committee recommends that the byelaw should be strictly enforced, and that Government should issue distinct orders for their enforcement.

15. In the majority of municipalities bamboo baskets are used in the latrines as receptacles for night-soil to drop in, though a considerable number of important municipalities prescribe iron pans or drums or buckets. Even in such municipalities in many latrines iron receptacles though first provided, are often substituted by bamboo baskets or are found missing altogether. In a few municipalities no receptacles are used on account of dry-earth system which allow the night-soil to drop on the dry-earth or ash spread over the bottom of the latrine hole. Night-soil after removed from the latrine is carried mostly in bamboo baskets by sweepers on their heads. In a few municipalities iron drums with air-tight covers or galvanized iron buckets are substituted. The Committee recommends that all municipalities should be advised to amend the byelaws so as to compel all owners of private latrines to provide tarred iron receptacles, and that municipal executive should periodically inspect that these and no others were used.

16. The night-soil removed from latrines is invariably carried on head up to the nearest night-soil cart or even to the far-off trenching ground. This is admittedly an inhuman practice, as excreta sometimes trickles through or overflows the basket or drum carried on the head. The use of hand cart with two removable drums closed by air-tight lids, placed in it as shown in the sketch below is recommended for carrying night-soil. As an alternative such drums may be carried by a Kavad (कावड) on the shoulder with one drum in each side. Even where latrine holes are paved and are washable by sweepers there is no provision for separate receptacles or channels for solid and liquid excreta ; as a result the night-soil and urine and ablution water form a solution which is very difficult to be removed. This defect can be remedied by providing separate channel for carrying ablution water and urine and making a byelaw to that effect to be strictly enforced by sanitary staff :—

HAND CART



17. Brooms, Baskets and Panjas.—The evidence before us shows that very few municipalities provide all the requisites—brooms, baskets and panjas (scrapers)—that are required by the sweepers for their work. Baskets are generally supplied by the municipal and notified area committees, but the brooms are generally provided by the sweepers at their own cost. In a few municipalities sweepers are required to provide their own brooms and baskets at their own cost. This is a burden which costs the sweepers about Rs. 2 per year per head. It is recommended that the sweepers either be supplied with necessary appliances for doing their work or should be paid the full cost of the same.

18. Recruitment.—Sweepers employed in most of the municipalities are local or recruited from adjoining districts. But in places like Nagpur, Wardha, Hinganghat and Berar towns, a large proportion was originally recruited from the United Provinces, Kathiawar, Alwar and Mewar. In Berar there are very few indigenous sweepers and besides those recruited from Mewar, a number of them are brought from Banda, Fatepur, Mathura and other districts of the United Provinces. Recruitment from distant places becomes essential at the time of strike. The appointment of sweepers and scavengers is made by the Secretary or President on the recommendation of Sanitary Inspectors or jamadars. No waiting list is maintained. The appointing authority is generally the power to discharge sweepers or take disciplinary action against them. Punishment is meted out on the report of Sanitary Inspectors or jamadars or other petty officials. In some municipalities there are Standing Committees to hear appeals regarding dismissal, fine or other disciplinary action taken against the sweepers. In other cases the President himself or the Vice-President or the member in charge exercises the same authority.

19. Distribution of wages.—Generally the disbursing authority for the payment of wages is the Secretary, Health Officer or the President himself. The payment is actually done by a Sanitary Inspector or the Cashier in the presence of the disbursing authority, but in many cases the money is actually handed over and passed to the sweepers by the jamadar or havaldar of the gang. Any short payment due to absence, or fine, is explained on the spot or next morning. The pay clerk is not authorised to make any deduction from the wages for moneylenders' dues. It is, however, a common practice that the moneylenders are present and recover their dues immediately from their debtors. The Committees as a rule do not allow moneylenders to foregather inside their premises. The wages are paid generally in the first or second week of the month and rarely payment is deferred beyond the 15th. Even in case of financial difficulties the sweepers are paid prior to all other municipal servants. We came across only one case in which the municipal committee could not pay its sweepers' wages for two months.

20. The Committee without any intention of criticising the municipal administration or casting any reflection on the integrity of the subordinate staff recommends that—

- (a) jamadars and havaldars should not be allowed to make cash payments to the sweepers. Cashier or pay clerk should make all such payments in the immediate presence and direct control of a responsible officer like the Secretary or the Health Officer or the Municipal Chairman or member. If there be no such clerk or Cashier of sufficient standing, the Secretary or the Sanitary Inspector or any member of the Committee should make payments ;
- (b) pay-slip system should be introduced in all big municipalities or wherever possible and the entries on the slip should be written in Hindusthani showing the salary and deductions for the month, if any ;
- (c) the presence of moneylenders in the vicinity of municipal premises at the time of payment of wages should be prevented by the use of the Central Provinces Protection of Debtors Act, 1937 ;
- (d) we approve of the present practice obtaining in some municipal committees, of making repayments to co-operative credit societies from the sweeper members' wages on behalf of those who have borrowed money from such societies. We recommend to other municipal committees to organize such co-operative societies with the help of the co-operative bank or department, and encourage the sweepers to borrow money from them instead of moneylenders, and to make repayments on behalf of sweeper members of the societies from the pay direct. We further recommend that this practice should under no circumstances be extended to any other creditor. This procedure is economically very beneficial to sweepers.

21. **Permanence of Service.**—The greatest drawback in the condition of service of sweepers and scavengers is that they are not permanent servants of the committee and their service throughout their life continues to be temporary. The evidence before us is that a very large majority of the municipalities are in favour of considering their services as permanent like all other employees of the committee but at the same time object on the ground of administrative difficulties that may arise on account of numerous enquiries that will have to be made for taking disciplinary action against sweepers due to their frequent absence without leave. Some of the bigger municipalities which are in favour of continuing the sweepers in temporary service as at present, contend that sweepers getting more than Rs. 10 per month will (if they be made permanent) have the right of appeal to the Deputy Commissioner which they consider is not desirable from the administrative point of view and that it is

essential to remove arrogant and mischievous sweepers summarily. The provision for appeal in their opinion would curtail their power of taking disciplinary action and add to administrative difficulties. It has, however, been admitted by the Health Officer, Nagpur, who controls as many as 825 sweepers, that if rules are altered to provide for summary enquiry in case of sweepers and if the question of their appointment, dismissal or inflicting of punishments be left in the hands of the Head of the Department, he would have no objection to make the service of the sweepers permanent.

22. Curiously enough some committees are labouring under the impression that the services of sweepers are practically permanent. But in no case have we found that they get all the advantages of permanent service. Bulk of the evidence supports the suggestion that the services of the sweepers should be made permanent. There are stronger reasons why of all services that of sweepers should be made permanent. The interests of sanitation and public health would be much better served if the sweepers are given the benefit of permanent service. Those who oppose this suggestion do so mainly on two grounds ; first, that administrative inconvenience or difficulties may arise if disciplinary action against sweepers were delayed by the dilatory enquiries that are required to be made before taking such action. In our opinion, this difficulty is not so serious as to justify our brushing aside the overwhelming evidence that is in favour of the sweepers' service being made permanent. The difficulty pointed out by the opponents could be removed by making suitable byelaws under the provisions of the Municipal Act, for disposal of cases involving disciplinary action against the sweepers. The second objection put forward is that if the sweepers' services were made permanent, they would claim the privileges of leave, gratuity, provident fund or pension, etc. In the opinion of the Committee the sweepers' services are very essential for public purposes. Section 25 of the Central Provinces Municipalities Act, specially sub-sections (2) and (4) thereof, empowers the committees to provide for these matters by means of making suitable byelaws. We are sorry to have to remark that so far most of the committees have not attended to these statutory responsibilities with regard to their sweeper servants. It is, therefore, strongly recommended that the services of sweepers should be made permanent after a probationary period which should not exceed three years. As regards granting them leave with pay, gratuity, or provident fund, the sweepers should be placed exactly on the same footing as other permanent servants under municipal or notified area committees.

23. In this connection the recent notification issued by the Bombay Government will be of interest and is given below :—

GOVERNMENT OF BOMBAY
GENERAL DEPARTMENT

Circular No. 2862-33, dated the 30th November 1938.

An examination of the position of Harijan employees of municipalities shows that many municipalities do not admit these employees,

as well as some other classes of inferior servants, to the benefits of leave, gratuity, provident fund, etc., to which other classes of employees are admitted. Government considers that there is little justification for such discrimination. The criterion to be followed should be whether the posts in which such appointments are made are required permanently or not. If they are, then the appointments should be in a substantive capacity with the benefits allowed to the permanent employees and the expedient of making temporary appointments in such posts to avoid legitimate expenditure should not be resorted to. The Commissioners are requested to advise all municipalities in their divisions to treat all classes of their inferior servants employed in such posts (including Harijans) as permanent servants and to give them all the benefits allowed to permanent employees.

2. Government is examining the position of similar inferior servants in its employ.

3. The Commissioners are requested to report, by the 30th November 1939, what action is taken in the matter by municipalities in their divisions.

By order of the Governor of Bombay,

V. S. BHIDE,

Secretary to Government

24. Leave and holidays.—One of the privileges of permanent service is the enjoyment of a stipulated number of holidays and leave with pay. Sweepers in municipal service do not at present get any such leave or holidays. Most of the committees grant half-holidays on Sundays or bazar days. In addition to this, half-holidays varying from 10 to 30 festivals are given by some committees. Casual leave with pay is unknown to the sweepers. Whenever they want such leave, they are required to give substitutes at their own cost. Maternity leave varying from two to six weeks is given to women by many of the committees as a result of Government Circulars issued from time to time; the model byelaws recommending six weeks, two weeks before, and four weeks after the confinement. But even then 25 per cent of the municipalities follow the recommendation of six weeks and some important municipalities have not prescribed any maternity leave as yet. No privilege leave is granted to sweepers and very few municipalities were found to be in favour of giving privilege leave in addition to casual leave.

25. Our recommendations as regards leave with pay are :—

- (a) The grant of leave is discretionary with the committee, but ordinarily each sweeper should be allowed at least a half-holiday every week. This may either be a Sunday or a bazar day. On the occasion of all important festivals, sweepers should be allowed half day off.

- (b) In the course of a year, a sweeper be allowed casual leave not less than seven days.
- (c) Sick leave on medical certificate from a qualified doctor be granted for a period of one month in the course of a year ; half of this period on full pay and the remaining half on half pay.
- (d) Maternity leave be granted for a period of six weeks, two of which may be before delivery and four weeks after.

26. Complaints of bribery.—There is evidence that in some places the sweepers have to give bribes in order to get petty concessions from those above them and failing which they do not get them and to add to the loss, are subject to harassment. In some other places, the sweepers have to give occasional bribe, and have made specific allegations of regular monthly payment of bribe, to the jamadars or conservancy peons. There were also complaints at some places about the maltreatment of sweepers. But we did not make a regular enquiry into the allegations for want of authority. The evidence of some Sweepers' Unions and Harijan Sevak Sanghs also included general allegations of bribery and corruption and assault on sweeper women ; but we cannot accept this evidence as final, because it was indirect and heresay. We therefore do not consider ourselves justified in formulating a definite finding on these allegations. But we cannot, at the same time, avoid our moral impression that such practices do exist in some cases. We therefore urge on the Government that the matter is of special importance to merit a *quasi*-judicial enquiry, where the allegations are pronounced and open as in two cases which are referred to by our Chairman to the Government in a letter, dated 27th January 1939.

CHAPTER III.—WAGES AND ECONOMIC CONDITION OF SWEEPERS

27. Prevailing rates of wages for sweepers.—In our terms of reference we are directed to examine the wages paid to sweepers, male and female, and to report on their adequacy or inadequacy, which necessarily include the consideration of the prevailing rates of wages in the various municipalities and notified areas in the province. The following table shows the prevailing rates of wages in the several municipalities of different sizes in different parts of the province :—

Table

	Population in 1931	Pay of	
		Pay of males per mensem	females per mensem
		Rs.	Rs.
Nagpur	.. 215,165	15	11
Chanda	.. 28,138	15	11
Yeotmal	.. 20,967	13	12
Wardha	.. 19,571	12 to 14	10

	Population in 1931	Pay of males per mensem	Pay of females per mensem
		Rs.	Rs.
Dhamangaon (Dattapur)	2,194	10	8
Amraoti ..	46,832	14	11
Khandwa ..	34,622	13	11
Jubbulpore ..	104,317	12	10
Betul Bazar ..	5,378	9	9
Mandla ..	7,997	8	6
Mowar ..	5,206	{ 6 to 9	{ 6 to 9
Gondia ..	14,957	{ 10 to 13-8	{ 8 to 11-8
Raipur ..	45,390	{ 10 to 12	{ 8 to 10
Bilaspur ..	25,735	{ 8 to 14	{ 7 to 13

The table provides a representative picture of wage-level of sweepers employed in the municipalities of the Central Provinces and Berar. Subsequent enquiries have revealed that about 60 sweepers in Raipur and about 20 sweepers in Gondia are employed on drain cleaning and other work on monthly wages varying from Rs. 4 to Rs. 8. Compared to the wages paid to the industrial workers, it is found that the wage-level is generally above that of the unskilled labour, but is below the wage-level of semi-skilled labour in organized industries in the province (*vide* Chapter XII, pages 103 and 104 of the Labour Commission Report). To ascertain the adequacy or inadequacy of these wages, it is necessary to consider the minimum living wages. We have no evidence before us about what the fair living wage for a sweeper and his family is, but after examination of the present cost of living we are of the opinion that four annas per day per head would constitute the minimum living wage.

28. Consideration for minimum wage.—In the opinion of this Committee, it is desirable to lay down the minimum wage for sweepers, but in our opinion it is not feasible to fix a minimum for the sweepers for the whole of the province or for sweepers working under groups of municipal committees. The policy of law governing the municipalities considers every Committee as an autonomous body with regard to its own affairs. In order to conform with this policy the municipal committees should have the power to initiate a system of minimum and maximum wages by means of byelaws with due regard to their respective local conditions. In case the committees fail to make byelaws or if the byelaws made by the committees do not prescribe reasonable minimum wage to sweepers, the Government may be armed with the statutory power to make byelaws or rules for such committees.

29. Our decision for not recommending a minimum wage was arrived at after a very careful thinking and considerable reluctance. There is no other service for which minimum wage has yet been prescribed and apart from the practical difficulties for fixing the minimum wage the legal difficulty has to be considered. We are not unmindful of the fact that a little extra money—it may be even a few annas—would be of some help to sweepers, but we cannot overlook the fact that there is a real danger of this extra money going for extravagant ceremonies, to the gambling den or the moneylenders. On a consideration of all facts, we believe that if any advantage has to be given to the sweeper, it should be so arranged that his whole family should share it. This will necessarily mean that the advantage should not be in the shape of money. We are making recommendations to provide facility for housing and leave on full and half pay and provident fund by which the whole sweeper families would be benefited and which will place a fairly heavy burden on the Committees—a point of view which should not be overlooked in our recommendations. The annual administration reports reveal the existence of an acute financial position in most local authorities. It is not our business to say that in most of the cases it is avoidable, we only take note of the fact that the financial distress does exist in the local authorities. This distress would increase considerably if we make dual recommendation of fixing minimum and maximum wages and providing housing facilities for the sweepers. We are, therefore, content with making a substantial recommendation of providing housing for municipal sweepers and make no recommendation for fixing a minimum wage.

30. Graded increments in wages.—The drawback in most cases is the absence of a system of graded increments in the wages of sweepers. In course of our investigations, we came across numerous sweepers who had grown grey in municipal service putting over 30 years of continuous service in its employment, drawing the same pay as that on which they started or their children started. There can be no excuse for the continuance of this state of things and a properly chosen time-scale should be introduced without any loss of time. The consensus of opinion, both official and non-official, is in favour of adopting such time-scale for sweepers at the earliest opportunity, but in many cases the idea is linked with the proposal of reducing existing wages or of making the reduction applicable to new entrants only. It would hardly be administratively possible to reduce wage rates merely to introduce the time-scale of pay, but in case of new entrants it would be feasible to start them on lower scale, if the average of the lowest and the highest wage is maintained at the same level as the present uniform rate of wages.

31. Standard of Living.—For a correct appreciation of the economic conditions of sweepers in municipal employment, it was found desirable to have a comprehensive idea of their cost of living, which would also show the adequacy or inadequacy of their income. With this end in view, a schedule was attached to the questionnaire.

circulated, asking for details of average monthly income and expenditure of an average sweeper's family, along with the total number of persons in the family and the wage-rates of those that were in employment. To our misfortune, most of the persons that filled up the schedule supplied incorrect information, with the result that the bulk of the information so collected could not be relied upon, and hence no conclusions could be drawn therefrom. The following table, however, shows four family budgets of sweepers, which appeared to us, on examination, more representative and reliable than others. A glance over the table would give a graphic conception of the standard of living of these sweeper families :—

Table—1

Number of Budgets Number of persons in the family (average)	Number I* Nagpur		Number II Jubbulpore		Number III Akola		Number IV Bilaspur	
	Men ..	1.4	Men ..	1	Men ..	1	Men ..	1
	Women	1.3	Women	1	Women	1	Women	1
	Children	1.9	Children	2	Children	2	Children	3 (one earning).
	Total	4.6		4		4		5
		Rs. a. p.		Rs. a. p.		Rs. a. p.		Rs. a. p.
Income—								
Wages	..	23 0 0		23 0 0		24 0 0		26 0 0
Additional earnings	..	0 10 6		1 0 0		..		6 0 0
Total family income	..	23 10 6		24 0 0		24 0 0		32 0 0
Expenditure—								
Food	..	9 0 0		8 0 0		11 0 0		10 8 0
Fuel and lighting	..	2 10 10		3 0 0		2 0 0		1 8 0
Municipal and nazui ground rent		0 11 2		0 8 0		..		1 0 0
Clothing and shoes	..	..		1 8 0		2 0 0		2 0 0
Bedding and household effects		1 3 7		1 0 0		1 0 0		1 8 0
Miscellaneous—								
Medical expenses	..	0 4 0		..		1 0 0		1 0 0
Amusements and hotel charges		1 10 7		1 0 0		0 8 0		0 8 0
Liquor, tobacco, ganja and charas, etc.		1 9 9		3 0 0		1 8 0		8 0 0
Repayment of debts, etc.	..	11 6 2		3 0 0		5 0 0		6 0 0
Total	..	28 8 1		21 0 0		24 0 0		32 0 0

*N. B.—This figure is based on actual enquiry from 62 families consisting of 88 males, 83 females and 122 children.

32. Absence of any surplus in all these budgets clearly indicates that the sweepers, as a class, are living on the brink of indebtedness, with no margin for financial adjustment. So whenever any additional expenditure has to be incurred, it has to be met by fresh borrowings after payment of regular instalments on previous debt. Such debts are generally contracted for social ceremonies connected with marriage, birth, death, moondan and katha or on account of illness, unemployment, or bribery to secure a job, and no allowance for these accidents of life, has been made in the budgets. Budget I shows deficit, which indicates that the income is not even sufficient to meet the barest necessities of life and leads the family to ruinous debts incurred to cover such deficits as well as additional unforeseen expenditure. All the budgets show a good amount spent on repayment of debts which indicates that the regular monthly instalment is from Rs. 3 to Rs. 10 per family, and as this is supposed to represent the interest only, the magnitude of debt on high rate of interest is overwhelming and eats into their slender means of subsistence. During discussions on the adequacy of wages or otherwise with the responsible officials of several municipalities, we found that they had assumed that the sweeper has a fixed standard of life, which was achieved under the existing circumstances, and any increase in wages, if given, will not be utilized in raising the standard of living, but will only increase the liquor bill or lead to extravagant expenditure on social functions. The family budgets given above do not bear out this contention, on the contrary the picture produces a sense of insecurity in life which is detrimental to the moral well-being of the people. Our investigations have convinced us that no such fixed standard of living for sweepers exists anywhere and the standard of living of the sweepers is low which is more due to their heavy burden of indebtedness and the usurious interest charged by their moneylenders than to their drink bill. Many, indeed, are born in debt and it evokes both admiration and regret to find how commonly a son assumes responsibility for his deceased father's debt, an obligation which rests on moral and social, but seldom on legal sanctions. The same arguments regarding fixed standard of living used to be employed against industrial workers which have been definitely and authoritatively negated (*vide* page 209 of the Report of the Royal Commission on Labour).

33. **Additional earnings.**—Uninformed people have exaggerated notions of the additional earning obtained by sweepers by rearing of pigs, poultry farming and making of baskets. The pigs are generally reared for their own consumption during feasts and special functions and sometimes for sale to military cantonments. Poultry farming is not so widely undertaken as pig-rearing, and adds a little to the income of the family through sale of eggs and chicken. Basket work is undertaken by some sub-castes of sweepers only, and they prepare their own brooms and baskets used for the municipal work. Additional income from private latrine cleaning and house cleaning accrues to a fortunate few, who are employed in the rich mohollas or bungalow areas of the town. Most of the

others receive only remnants of food (juthan) or occasionally old clothings from the householders for any special service rendered. Moreover, most of the municipalities prohibit, though without success, any private work to be undertaken by the municipal sweepers and it is, therefore, very difficult to evaluate all these additional earnings from different sources. Even at the most liberal computation the average would hardly come to Rs. 2 per month per family. There are hardly any part-time sweepers employed by the municipalities and children too are employed by a few municipalities only.

34. Fines and deductions from wages.—The discussion of factors affecting the sweepers' income leads us to the question of fines and deductions from their wages. In all municipalities visited, the sweepers complained of the fines inflicted and deductions made from their wages by marking them absent from duty as punishment. Ordinarily such fines or deductions do not amount to much, but few instances were brought to our notice where fines exceeding Re. 1 or more for a single offence were inflicted. To mark a man absent (though present) for unpunctuality or for a slight neglect of duty is unpardonable as it causes the sweeper to lose his daily wage in spite of his having worked for the bulk of the period. It is reasonable to expect that his delinquencies should be reported and then reasonable punishment may be meted out, but it is unjust for the jamadar to take the law into his hand and have the sweepers' wages deducted for the alleged misdemeanour or negligence in duty. In the industrial field the Government has legislated for regulating the extent to which fines and other deductions from wages may be made by employers. In the absence of a law like the Payment of Wages Act applicable to municipalities and local bodies, all fines or deductions imposed for disciplinary measure should at least be spent for the welfare of the sweepers themselves. Nobody should be marked absent, even though present on duty, for disciplinary reasons and no supervisor or petty official should be allowed to mark any sweeper absent unless he is actually absent from duty for the specified period of his work. As regards infliction of fines, it must be admitted that though it is open to abuse, it is necessary for the maintenance of efficiency and discipline. To ensure a check on its abuses the legitimate purposes of fining should be well defined by municipal authorities and sweepers should be allowed to put their cases in appeal before higher authorities.‡

35. Conditions of Living.—In considering the standard of living of these persons, it was found necessary to take into account their living condition and the social disabilities attached thereto. The sweepers are generally found living on the outskirts of inhabited areas in the city, like social lepers. Practically no house-owner would let them rooms or houses on rent, and only a few landlords allow them land to build their huts on. So, they are found living on low lands or over rubbish heaps, near drains, dumping grounds or near public latrines. In one large town they were found living in old disused public latrines converted into sweepers' quarters. In most

of the sweeper *busties* the huts are all small, kachha, without any plinth, damp and in every way unfit for human habitation, and the same sort of accommodation is provided for themselves as for the pigs they rear. In some sweeper localities, on the contrary, specially in Nagpur Civil Station and Raipur, good commodious pucca buildings were found to have been built and inhabited by sweepers. Their way of living shows that given the opportunity they make the best use of it and can live like any decent being. They are, however, compelled to live in crowded *busties*, that become quagmires inside and pools outside during rains. Even during winter the surroundings are none too clean and are unsuitable for walking over, but has to be skipped over from place to place. In Nagpur itself the members of the Committee had to walk over unnameable filth or wade through the open sewers of the town to visit some of the sweeper *busties*.

Almost all the *busties* complain bitterly about the scarcity of water. Even where the water pipes are laid they are at the tail-end of the mains, as the *busties* are generally in the neglected parts of the city or on its outskirts. Taps are few and far between and do not supply a sufficient quantity of water. Municipal wells and taps are supposed to be open to all without distinction but despite this rule, the high castes have established in some localities a practical monopoly in the use of these wells or taps. In practice the sweepers are allowed the use of these wells or taps on sufferance, if at all, after the demands of the higher castes in the vicinity have been satisfied. None of the sweepers' localities has proper drainage arrangement, and the lanes are extremely narrow, tortuous, kachha and muddy, and are seldom swept. Filth in heaps is the usual sight all round. Their public latrines are extremely dirty without light and water. The whole atmosphere of these localities is foul and there are hardly any arrangements for sanitation and the eye meets with disgusting and loathsome sights all over. Children growing up in such environment in the vicinity of the public latrine or having the dumping ground as their playground can hardly aspire to improve their standard of living in later life; sweepers' families are compelled to live a paralysed existence in the midst of all this filth and dirt; "living in a world of smells and sights day and night, the sweeper himself becomes a human waste-heap, a part and parcel of the same smells and sights." The tyranny of society thus sitting tight upon him, he has little initiative or independence left in him. In spite of these drawbacks, we were glad to notice that he does not lack the sense of personal hygiene which has been conserved through custom. So often the inside of their rooms can be seen to be whitewashed and clean pots well arranged on shelves, and the floor kept tidy, if well paved.

36. No uniform, similar to that supplied to railway sweepers, is supplied to municipal sweepers for their work, and though they try to keep special clothes for scavenging work, it is not always possible for them to keep them absolutely separate and clean. If our town sweepers be supplied with some uniform, at some expenditure to the

city, they will not appear so shabby and unclean as they now do. One of the chief social disabilities to which they are subjected is the refusal of barbers and washermen to serve them, and for which they have to pay double or more, otherwise they have to go unshaven and unclean. In fact, even when they are off duty, the sweepers can be distinguished from some distance by their unclean dress and face.

37. The view of the Royal Commission on Labour that the undoing of the labourers is their credit, is applicable to the sweepers with greater force. The moneylender always finds a profitable field for investment in them and is eager to lend them money at an usurious rate of interest which alone they are unable to pay, let alone the capital borrowed. It is the large debts which are incurred, not from any economic necessity, but on account of social custom and pressure that must enslave the sweepers for life-time. The chief occasion for incurring such large debts are the social functions necessary in connection with marriage, birth, death, moonandan, etc. The unwillingness of the employer (that is, the municipal committee) to provide him with cheap credit or the social worker to teach him to provide his social needs within his own limited means has brought about the economic ruin of this class through indebtedness, with very heavy interest charges.

38. **Provident fund and other provisions for old age.**— In surveying the economic condition of the sweepers, the provision for old age, which is lacking amongst most of them, must be taken into consideration. All the sweepers employed by the municipal or notified area committees being on temporary service, are not entitled to any pension or provident fund. It has been urged by the municipalities, as a counter-argument against, that their pay being usually lower than Rs. 15 per month, it is optional for them to join the provident fund and as they are not in a position to contribute their quota to the fund, they have to be exempted from the benefits of the fund. On enquiry from the sweepers, we found that most of them were willing to contribute half-anna or one anna per rupee and so far they had been ignorant of the existence of the provident fund system. Even the few who got Rs. 15 or more as wages were never asked to join the provident fund and no compulsory deductions were made from their wages.

39. In Cantonment areas, like Jubbulpore, gratuity along with a pension of Rs. 2 per month depending on the length of approved service is paid to inferior servants including sweepers, whose services are less than 30 years; those that have completed 30 years get a pension of Rs. 4 per month instead of the gratuity. Similarly, in railway employment gratuity or provident fund is granted to sweepers according to his circumstances and duration of service. We are unable to see why the systems of provident fund or gratuity should not be made applicable to the sweepers in municipal employment. It is this low-paid staff that needs such help most to fall back

upon in their old age or disablement. Overwhelming evidence before the Committee was in favour of compulsory application of provident fund scheme for sweepers. We therefore think that the rules in this connection should be made applicable to the sweepers also, and compulsory provident fund for sweepers, irrespective of their wages, on the basis of equal contribution is recommended, as in the case of other servants.

40. The controversy of Provident Fund *v.* Pension has raged too long and has been thrashed out threadbare in connection with other services. Opinions are divided as to which scheme is more useful and profitable to the sweepers. It has been urged against the provident fund scheme that the sweepers are too poor to make any contribution from their meagre pay, that they would be continually using up the provident fund by taking loans therefrom and nothing will be left for their old age, and the lump sum received from the provident fund on retirement will be spent soon either in extravagance or snatched away by the moneylenders in settlement of old debts. On the contrary, it has been suggested that provident fund would encourage thrift and effect a compulsory saving, would keep down indebtedness (as they can draw upon the fund) and save them from predatory moneylenders in times of distress, and teach them thrift by the habit of monthly contribution. As a matter of fact it would form a social habit which would quickly improve their economic condition. One of the reasons why we are not in favour of the pension system is that the sweeper being a menial will not be entitled to pension before he reaches the age of 60, which would seriously curtail the period in which he would enjoy pension. Under the existing rules, if a sweeper leaves service without leave, which is generally done, there would be a break in service, which would disentitle him from earning pension for the period he put in before the break. Whereas very few of them would really qualify themselves for pension and earn a dubious provision against old age, which they may enjoy for a short period, and it would not prove of much social value to the sweepers as a class and would not be of any economic benefit to his heirs or dependents.

41. On a consideration of the evidence before us, we have come to the conclusion that it would be just and suitable to grant the privileges of provident fund only. Contributions to the provident fund by the sweepers should be equivalent to that made by the committees. Sweepers will learn the habit of saving. In addition, gratuity may be given particularly in cases where due to an accident during service, a sweeper has been disabled permanently or for a long time, from earning his livelihood. We also propose the following restrictions for the use of the provident fund :—

- (1) The provident fund should be invested in an approved Bank and should not on any account be utilised by the municipality for its own purpose, as was found to have been done in a few cases.

- (2) The contributions by the municipality should be used to purchase annuity in favour of each beneficiary or his heirs for a period of ten years and no advance from this amount should be granted to the sweeper concerned.
- (3) Loans to individual sweepers may be advanced from his own contributions, and the amount should be recovered by easy instalments from his wages.
- (4) The part of the provident fund which consists of the sweepers' contribution and the interest thereon should be handed over on retirement or death to the sweeper or his heirs or assignees.

42. Cases have come to our notice in which sweepers became disabled from work while on duty but no compensation was paid to them even in case of total permanent disablement. In Amraoti we came across a case in which the sweeper had gone blind in municipal service and was knocked down in a road accident while on duty. We would urge that in consideration of such cases the Workmen's Compensation Act should be made applicable to sweepers in municipal or local bodies' employ.

CHAPTER IV.—INDEBTEDNESS.

43. It has been already stated that one of the chief causes responsible for the low standard of living of the sweepers is their indebtedness. Here, as elsewhere, we are confronted with the absence of reliable statistics. No detailed enquiries have been made, nor any reliable statistics collected by the municipal committees or by any social workers, of their indebtedness and of the rates of interest they have to pay. On an average the debts amount to about Rs. 100 to Rs. 200 per family while the general extent of indebtedness varies from Rs. 50 to Rs. 500 in the majority of sweeper families, but in few exceptional cases in big towns, like Nagpur or Amraoti, debts amounting to Rs. 1,000 or more have also come to our notice. Some reliable information has been obtained in the following centres, either through the Co-operative Banks or through enquiries made and statistics obtained by the Harijan Sevak Sangh or other social workers :—

Table—III

Centre	Number of persons indebted	Extent of indebtedness Rs.	Rate of interest per cent per annum		Repayment of settlement of debts
			On pledged ornaments	On credit	
			Rs.	Rs.	
Nagpur	..	200 to 1,000	18 to 37	74 and above	No society for sweepers. None of the organisations have centred their attention on this.
Jubbulpore	.. 150 families.	100 to 200	37	110	Co-operative society is trying to remove indebtedness to a greater extent.

TABLE III—concl'd.

Centre	Number of persons indebted	Extent of indebtedness	Rate of interest per cent per annum		Repayment of settlement of debts.
			On pledged ornaments	On credit	
		Rs.	Rs.	Rs.	
Betul .. ..	..	50 to 200	34 to 150	150 and above.	Debts are being reduced by the intervention of co-operative society organised for the purpose.
Bilaspur ..	60 families.	100 to 500	18 to 37	37 to 70	Harijan Co-operative Society, Bilaspur, is looking into the matter.
Wardha ..	108	100 to 200	12 to 37	74 to 150	Loans have been advanced by an unregistered society to wipe off the old debts.
Hinganghat ..	100	100 to 200	37	37	Loans have been advanced to wipe off the old debts by an unregistered society.
Amraoti ..	12	100 to 500	..	74 to 150	Loans have been advanced by a fund formed by their own community to wipe off the old debts.
Narsinghpur	20	20 to 100	18	..	Co-operative society is taking interest in the matter. It has relieved the sweepers much from their old debts.
Hoahangabad	80	100	10	..	Co-operative society is doing much to wipe off the old debt of the sweepers.
Akola .. ..	..	200 to 500	25	30 to 200	No society is in existence and nothing has been done by any individual or organisation to remove indebtedness among the sweeper class.

In smaller municipalities the incidence of indebtedness is, as a rule, much lower than in the larger municipalities. The minimum rate of interest for unsecured debts is usually not less than "one anna per rupee per month", *i.e.*, 75 per cent per annum, but on pledged securities the interest is charged at half-anna per rupee per month or 37½ per cent and sometimes even at 25 per cent per annum. Even on pledged gold ornaments the rate is as high as one pice per rupee per month or 18¾ per cent. Kabulies and others charge much higher rates of interest and interest at two to four annas per rupee per month or 150 to 300 per cent is not uncommon. There is also a practice among these moneylenders to make out a bond of much higher value, practically double the amount advanced as loan, and so the real rate of interest works out much higher than the nominal one, which itself is an exorbitant one. A sweeper once in the clutches of a moneylender, be he a Kabuli or a Marwari or even

his own caste man, can hardly expect to get rid of him, and with his limited earnings he gets deeper and deeper into the mire and ultimately the tyranny of the moneylender degrades him completely, ruins the family altogether, and in many cases makes him run away and settle in some distant place.

44. Causes of indebtedness.—Indebtedness among sweepers, as shown by the evidence before the Committee, is mainly due to their social habits, extravagance on ceremonial or festive occasions, and in some cases to intemperance, which have already been referred to in the previous chapters. It is seldom realised that the real causes lie deeper than the outer manifestations of their social life. It was borne on us by the evidence of the sweepers themselves that a lot of their indebtedness is hereditary or contracted for some family reasons, such as marriage, sickness or death, or settlement at a new place, and in spite of all repayments made throughout their life, the debt goes on increasing in course of time. The social disabilities attached to their profession, the insecurity of their service, the lack of education and of social contact with other classes of the society, the rigidity of social customs imposed by a self-centred caste panchayat, organized though in self-protection against the total disregard and exclusion by the parent society, and the high cost of religious or social ceremonies to be performed by their own Pandits, contribute to the heavy indebtedness of sweepers. In the words of a sweeper union that gave evidence before us, the sweeper is living on the brink of a precipice and the slightest further pressure would roll him down to destruction and economic ruin. The insecurity of service tempts him to bribe his jamadars off and on and induces him to incur debts to get an appointment or to keep it. His lack of education and social contact with others are exploited by his moneylender, trader, or anybody that carries on financial transactions with him or ministers to his social and spiritual needs. The abject misery and boredom of his daily life compel him to seek solace in drink. The rigidity of his social customs enjoin him to be extravagant on occasions on the pain of his being ostracised by his *biradari* (community). Once in the grip of the moneylender he becomes his bond-slave. The debtor is so often in arrears and these facts are recorded against him as so many defaults that go to increase his liability. So the borrowing of a trifling sum or an inherited debt, grows into a permanent heavy load of debt in a few years. As an instance a sweeper in Khandwa borrowing Rs. 50 on the death of his mother said, it increased to Rs. 350 in ten years time in spite of his paying Rs. 300 to the moneylender during this period towards repayment and interest.

45. Organization of co-operative credit.—The obvious remedy for all these troubles of the sweepers due to the indebtedness is to diminish his power of obtaining credit as proposed by the Royal Commission on Labour and reduce his attractiveness as a field for investment by the professional moneylender and to be substituted by organized co-operative credit which would meet with his needs and tide over emergencies. Conciliation of old debts should also

be undertaken through the agency of co-operative credit societies. In contradistinction to the industrial workers, the sweepers are a settled labour force in regular employment under the local authorities, pre-eminently suitable for the supply of co-operative credit. Slight modifications in the general methods of the co-operative movement may be desirable for giving substantial benefit to the sweepers. Approved loans should be advanced on the security of requisite sureties by other members of sufficient character. Fixed instalments are to be realised from the pay every month and the co-operative society has to be organized like a mutual benefit fund. To attain greater success the municipal administration should help and assume a considerable measure of control in the working of the societies. In case of the railway administration the remarkable success of their co-operative credit societies is due to the collection of instalments of loans through pay-bills and the delegation of the executive work to a special officer of the railway. The same procedure may be copied by the municipal administration. The efforts of one sanitary inspector only and the interest taken by him have made a society at Wardha, though unregistered, very successful. The best solution is for the local bodies themselves to start co-operative credit societies with the help of the Co-operative Department. Failing this, the organization of such societies may be undertaken by outside agencies like Harijan Sevak Sangh or other agencies interested in welfare of sweepers, the local bodies rendering them all necessary help. The Co-operative Central or District Bank may also be approached to take up the matter and organize co-operative credit of the sweepers, as has been done in Jubbulpore and Betul.

46. The working of the Co-operative Societies among sweepers.—The following societies of sweepers are already working in the municipalities named against them. The rules and procedures of the Bilaspur Society are included in Appendix VI :—

Name of Society and Committee.

- (1) The Mehtar Mulazim Society—Jubbulpore.
- (2) Itarsi Municipal Sweepers' Society—Itarsi.
- (3) Gadarwara Municipal Sweepers' Society—Gadarwara.
- (4) Pandherkawda Municipal Sweepers' Co-operative House Building Society—Pandherkawda.
- (5) Betul Harijan Society (for Municipal sweepers)—Betul.
- (6) Balaghat Sweeper—Balaghat.
- (7) The Harijan Municipal Employees Co-operative Society, Limited—Bilaspur.
- (8) The Hoshangabad Municipal Mehtar Primary Co-operative Society—Hoshangabad.
- (9) The Harijan Primary Co-operative Society (Municipal sweepers)—Drug.

- (10) The Piparia Notified Area Sweepers' Co-operative Society—Piparia.
- (11) Seoni Sweepers' Co-operative Society—Seoni.
- (12) Banosa Municipal Sweepers' Co-operative Society—Banosa.
- (13) The Chhindwara Sweepers' Co-operative Society—Chhindwara.

The oldest of them is "Balaghat Sweeper" unlimited which is in existence for 10 years and has a membership of 12 only with the result that the average incidence of debt among the sweepers has been reduced to Rs. 40 only. But from the evidence before us the largest and the best of them appears to be the Bilaspur Harijan Municipal Employees' Co-operative Society, Limited, which has liquidated and conciliated debts amounting to nearly Rs. 3,500 in two years and has a membership of 60 sweepers. The special feature of this society is that it is a limited liability society and also constitutes a savings bank for the members who are required to make a compulsory deposit of Re. 1 or more per month continuously and purchase shares with the same. So, the financial position of the society is very solvent and interest at the rate of $9\frac{1}{2}$ per cent per annum only is charged on the loans advanced. A profit of Rs. 102 has been earned by the society in the last two years.

47. From the evidence before us we find that it is essential for the success of such co-operative credit arrangements to have the loan instalments deducted by the Committee directly from the pay of the sweepers and credited to the respective society or bank. Membership of the society need not be restricted to the sweepers only. It is very desirable, even necessary, for making the co-operative society self-sufficient, and to promote thrift among the sweepers to insist on a compulsory monthly deposit (of at least eight annas per month), which in case of a limited liability society may be converted into share certificates in favour of the member concerned and in case of unlimited liability society earn suitable interest from the society. Admission to membership must be controlled by the management of the society and an initial payment of a small entrance fee of purchase of a share may be prescribed. It is necessary to ensure that all debts of foundation members are disclosed before the society is formed, and of later members before admission to membership and that the debtor is prevented from using the improvement in his credit to secure further loans from external sources. The main purpose of these societies is to clear off the old debts of the sweepers and advance loans to them in cases of necessity. Cheap credit should not be made available to them for any and every purpose, when the money is likely to be squandered away, either in drink or costly social functions.

48. **Debt Legislation.**—The observations made on the danger of easy credit to workers, specially in poorer circumstances by the Royal Commission on Labour, as given on pages 229 and 231 of their Report, lay stress on the necessity of reducing their credit to borrow

and their proposals " are mainly directed towards making it unprofitable for the moneylender to advance to workers, amounts which are beyond their power to repay ". Accordingly some new legislations have been more or less given effect to in this Province by the Central Provinces Adjustment and Liquidation of Industrial Workers' Debt Act, the Central Provinces Debt Conciliation Act, and the Central Provinces Protection of Debtors Act. The remarks apply with greater force to the sweeper with whom, like the worker, his credit is his undoing. The first two Acts named above should be made applicable to sweepers. As a matter of fact all the debt relief measures in force in this province should be extended so as to include municipal sweepers.

49. Some of us are of opinion that the Government should be asked to examine the feasibility of introducing legislation to make it impossible for any private moneylender, who advances money to sweepers on loan, to get decrees on basis of such loans in a Court of Law. This would, in the opinion of the members, encourage co-operative credit movement among sweepers and minimize their credit with ordinary moneylenders, which is the object we are aiming at.

50. No apology is needed to quote the concluding part from the Report of the Royal Commission on Labour which applies to sweepers as well :—

" In concluding our discussions of indebtedness we would again stress the importance of the question, and the gains which can be secured by even partially successful attacks on this problem. In dealing with the matters of this kind there seems to us to be a tendency to reject the imperfect weapon and to wait in the hope that at some future date the perfect one will be available. Indebtedness is a formidable question, but its magnitude enhances the importance of attacking it and increases the results to be secured by successful efforts. Some of the methods we have advocated for application to industrial workers may be capable of wide extension, and there is no need to dwell on the great advantages to Indian industry that would immediately accrue from even a small increase in the purchasing power of the masses."

CHAPTER V.—HOUSING

51. **Provision of housing for sweepers by the municipalities.**—In accordance with the terms of reference we are asked to examine and report on the living conditions of sweepers, with particular reference to housing and sanitation and make recommendations for their improvement. After a survey of the conditions of the sweepers employed by the municipal and notified area committees of the whole province, we are definitely of opinion that the most pressing need for their betterment is the improvement of their housing conditions. The sweeper *busties* have been correctly described by all leading social workers as veritable plague-spots in every town.

A general description of some of them has already been given in connection with the living conditions of sweepers in previous chapters and in some places the pig-sties used for human habitation is beyond description. Barring a small number of quarters provided for their sweeper army by some of the most important municipalities in the province like Jubbulpore, Nagpur, Khandwa, Burhanpur, Amraoti and Raipur, no municipalities have provided any quarters for the sweepers employed by them. Most of them have not even thought of a scheme for their housing. In most cases the sweepers live in mud huts or hovels built by themselves on nazul or municipal land or sometimes on private land, in what are known as sweepers' *busties*. A large majority of the committees in this province have never discussed this question, much less appreciated its importance. Speaking generally, the committees in this province seem to have laboured under the impression that it is not their duty or responsibility to provide suitable residential quarters for the sweepers. This may be due to the fact of their ignorance of what is being done in other provinces in this respect by enlightened local bodies. The following table will show the nature of housing provided by the important municipalities, compared to their requirements:—

TABLE IV.—Table showing the housing accommodation provided by some of the municipalities in Central Provinces and Berar.

Name	Number and description of the quarters	Number of families accommodated	Number of sweepers employed	Total requirements
Jubbulpore ..	12 pucca quarters with sufficient space and ventilation. 93 old quarters—bad and insanitary.	105	650	400
Nagpur ..	50 rooms, old godown converted into sweepers' quarters with back to back room and no verandah. Very unsatisfactory.	50	825	500
Raipur ..	40 rooms, old earthshed converted into quarters. Not satisfactory.	35	258	80
Amraoti ..	20 new quarters, quite good, satisfactory room of 12' × 10' × 8' with verandah. 6 good huts not so satisfactory.	23	289	127
Burhanpur ..	A chawl of 12 rooms of 12' × 10' each. 15 huts near public latrines for sweepers attached to them.	27	216	100
Saugor ..	20 quarters for sweepers attached to cattle, public latrines and conservancy shed. Room and verandah of 200 sq. ft. of covered area per unit.	20	295	100
Kamptee ..	14 quarters with average room 10' × 10' together with verandah of 10' × 6'.	14	139	75
Bhandara ..	12 houses, rooms 10' × 10' each	12	77	25
Khandwa ..	Nine good pucca quarters, airy, average size of room 14' × 9' with verandah attached.	9	100	70

52. Most of the municipalities need housing arrangements for their sweepers and their requirements vary from 10 units or so in the smallest municipality to 500 units in a town like Nagpur. It is essential to provide better housing for these sweepers, without which the insanitary condition of their living cannot be improved. Their nature of work and their present surroundings produce an apathy towards better living and promote unclean habits, and which make better housing arrangement and ample washing facilities all the more necessary. The municipalities have a special responsibility in this matter towards their employees as they are in charge of the sanitation of the town and their sanitary departments, and while making numerous requisitions on private house owners, can ill-afford to keep their own employees in very insanitary surroundings. If only financial considerations, as has been urged in most cases, come in the way of discharging this responsibility, local authorities would not find much difficulty in borrowing money for the purpose from the Provincial Government and repay by easy instalments, spread over, say, 30 to 50 years.

53. Existing Housing—Nagpur—In Nagpur, the Committee visited the sweeper *busties* at Imambada, Lenditalao, Bhankheda, Pachpaoli, Indora and Gaddigudam. There are 50 quarters provided by the municipality at Imambada and they were found very unsatisfactory with back to back rooms for different families and very few windows. In fact these are some godowns converted into quarters by partitioning them into a number of rooms. Consequently lighting and ventilation are very bad, specially as temporary bamboo constructions have been permitted in the front to increase the available accommodation. There is no plinth and the floor is quite *kuccha*. Parts of the blocks are in a dilapidated condition with roof falling down. The rooms are kept clean and their floors well-plastered with mud by the sweepers. A concrete reservoir has been built for the supply of water for 24 hours.

In Lenditalao, most of the huts or houses constructed or rented by the sweepers are low, dark, damp and insanitary. The *busti* is built on the bank and sloping bed of the nullah which is practically an open sewer of the town. The lanes with drains in the middle cross each other so as to make the whole locality very insanitary. In rainy season the whole area is water-logged and the overflow from the nullah gets into the huts, while the house drains overflow into the lanes and bye-lanes. Roads pass through the nullah and are in very bad state and the lighting arrangement is inadequate. There is a good deal of scarcity of water, as a concrete reservoir built for the supply of water to the sweeper *busti* has been taken possession of by the caste Hindus, who drive away these poor sweepers and they are now provided only with a cast iron cistern which gets very hot in the summer.

In Bhankheda, the sweeper *busti* is situated very close to the public latrines of old pattern and a pail depôt all of which stink very badly. The nazul land rents varying from Re. 0-8-0 to Rs. 2-8-0

per year are paid by the sweepers themselves. Water-supply drinking and bathing is satisfactory, but the bathing place is on all sides and there is no privacy even for females. In *Pachbusti*, the greatest drawback is insufficiency of water available on taps. The supply in the water pipe is very poor, open for a very short time, and even during supply hours water trickles through the pipe on account of low pressure. The huts are low and ill-ventilated, but well-kept and not so insanitary as in Lenditalao. There is a block of public latrines in the *busti*, which lacked receptacles under the seats.

54. Jubbulpore—In Jubbulpore the sweeper mohollas in Phutatal, Galgala, Toria, Belbag, Bhantalaiya, Premsagar and Bhadpura, were visited by the Committee. The old quarters provided by the municipality in Belbag, Galgala, Bhantalaiya and other mohollas are pucca and roofed with tiles but literally unfit for human habitation. A room 10' × 8' to 10' × 10' with hardly any verandah is provided for each family by partitioning off long barracks, with no plinths, no windows and practically no arrangement for light and air. Some of these are old disused public latrines converted into sweepers' residential quarters and the partitioning in many cases have been carried out by the sweepers themselves. For want of accommodation they have made additions and extensions in a cramped space with improvised structures with low roof and small doors, which have made the quarters dark, dreary and damp, resulting in congestion and overcrowding. In the centre of the *busti* are public latrines with quarters built round them, some of them hardly 12 feet away from the latrines. There is practically no arrangement for sanitation, and anything better can hardly be expected in the vicinity of such dirty public latrines. Inadequacy of water-supply is generally felt, as it is not available when it is most needed, *i.e.*, after sweepers return from their work. There is no reservoir provided to ensure 24 hours' supply.

Though the municipal authorities of Jubbulpore have provided a large number of quarters free to their sweepers, they appear to be the worst we have come across. Unlike these, twelve quarters built near Bhadpura in 1933-34 at an approximate cost of Rs. 5,000 are quite good and satisfactory. A room of 10' × 12' with a verandah in the front is provided for each family. The rooms are built, on a high plinth, provided with windows, well-lighted and ventilated and are situated in much better surroundings than elsewhere. Corrugated sheets purchased for plague huts have been freely distributed to sweepers for putting on the roofs of their huts in the *busties*. Budget provisions were made for Rs. 5,000 each year in 1933-34, 1934-35 and 1936-37 for building new quarters for sweepers, but unfortunately the money was not utilized for the purpose on the last two occasions. The President assures us that he has taken up the matter in earnest and plans have already been prepared for sweepers' quarters and he is providing Rs. 5,000 for the purpose in the next budget, *i.e.*, for 1939-40. He is prepared to take loan from the Government to undertake the housing of sweepers.

The sweeper *busties* in which the huts or houses are constructed by the sweepers themselves are veritable slums of low, dark and dingy, mean dwellings of mud walls with roofs of corrugated sheets, country tiles or old kerosene tins. The doors are so small that the inmates have to crawl in and out and windows are generally lacking. The size of the rooms is very small, less than 100 square feet in area with the average height less than eight feet. In Toria a colony was found on a hillock, much better situated than others, with better-built houses in healthy surroundings, but suffering from lack of water-supply, paved streets and lights. In these *busties* even public latrines are not properly lighted and the approach road with broken steps was found so dangerous in one case as to call for immediate attention. We found some newly engaged sweepers settled in huts constructed with six corrugated sheets supplied to each by the municipality fixed in the shape of inverted V, with no covering for the open sides, the shelter hardly enclosing a space of 8' × 4'. Others have utilized the sheets to better advantage by constructing small huts of 8' × 10' × 7' high. In some cases pig-sties adjoin the sweepers' living rooms. Most of these *busties* are segregated on the hillocks, or in neglected parts of the town where water-supply does not reach, and the sweepers are put to great trouble for securing water for their daily needs. In one locality only, near Phutatal, adequate water-supply is available, and good bath rooms with enclosures and good privacy for women have been provided. The land is generally provided free by the municipality, but where the houses are built on private lands, ground rent varying from four annas to eight annas per month has to be paid by each family. As a result of paucity of suitable quarters, we came across a couple of families compelled to live in rented dwellings on the roadside adjacent to a sweeper *busti*, paying as high rent as Rs. 4 per month for a good size room, with kitchen and verandah. The dormitory provided by the municipality for the night shift gang of carters is also unsatisfactory. The floor is *kuccha* and always damp, while in rainy season underground springs burst forth and form into rivulets passing across the floor of the room.

55. Khandwa.—In Khandwa, the Committee visited the sweeper quarters at Bara Bamb, Rameswar Road, Garikhana, Ghaspura and Dudhtalai. It was observed that the old sweeper settlement at Bara Bamb consists of very good houses compared to other places and even the poor sweepers of that locality possessed decent well-built houses, though old-fashioned and somewhat lacking in ventilation. Out of 30 houses in the locality, only three are in a very bad condition with low grass-thatched roof, dark, and without ventilation. The roads here are good and there is one public water standard, but no arrangement for storage of water for use during non-supply hours.

Apart from the nine quarters built for the sweepers (one each) attached to the nine public latrines, no housing accommodation is

provided by the municipality for its sweepers. But the above nine are good *pucca* quarters well-built and airy with an average-sized room of 14' × 9' and verandah. They are not built too close to the public latrine and face away from the latrines.

The houses in Ghaspura (Methwari) are not so good as those of Bara Bamb but are better than what is generally seen in sweeper mohollas. In this locality 15 sweeper families are living in rented quarters consisting of a decent room varying from, 16' × 12' × 10' to 12' × 10' × 10', with a courtyard attached to some, the rent varying from Rs. 1-8-0 to Rs. 2-8-0 per month. But the worst housing arrangements are in Garikhana where 35 to 40 sweeper families are at present huddled together. The huts are very bad, made of old kerosene tins and bamboos, or mud walls 6' to 8' in height, topped with tin sheet roofing. The rooms are about 8' × 10', partitioned off in some cases, with bad roofing and no verandah. As the refuse carts and bullocks are stabled here, it was proposed to build here 24 quarters for the refuse cartmen at a cost of Rs. 7,200 to the municipality, but the proposal has been given up. There is one water standard in the *busti* and another near the cattle shed, a few yards away and water-supply is maintained for 24 hours. There are two street lights and the approach road is good. The *busti* is proposed to be shifted to Dudhtalai, where the site for building new quarters has been selected. For over five years correspondence is going on between the municipal committee and Deputy Commissioner for the provision of land, and as no land has been provided by the Government, the municipal committee has not formulated any scheme for building sweepers' quarters, nor provided any money. The sweepers strongly objected to being ejected on payment of a nominal compensation for their present huts and being shifted to Dudhtalai.

56. Shegaon.—In Shegaon, the Bhangipura both at Domori (two culverts) and Charmori (four culverts) were visited. There are about 18 houses in the first locality and 18 in the second. Both *busties* are built by the sweepers and are situated on the bank of a nullah which is like an open sewer of the town. The houses constructed of mud walls and tin sheet roofing are comparatively good; and the rooms are capacious with small windows fitted with wire netting. The land being given free by the municipality, no nazul rent has to be paid. The approach road to both the *bustiises* very bad and unpassable during rains on account of the nullah being flooded. In both *busties* water scarcity was very much complained of. In the first, the tap provided is open only between 7 and 8 in the morning and 6 and 7 in the evening, while in the other *busti*, supply is available for 12 hours but water merely trickles from the tap after 10 a.m. So an adequate supply of water at 11 or 12 noon, when the sweepers return from morning duty is practically impossible and the tap being in the bed of the nullah in the second *busti* about two furlongs away from it, the difficulty of getting water in the

rains is very great. There is no well in this *busti* and the public latrine with no pans under half the number of seats is too close to the dwelling houses.

57. **Amraoti.**—In Amraoti, the sweeper moholla of Belpura inhabited by 95 families, Aurangpura inhabited by 12 families, and Masanganj inhabited by about 25 families were visited and the usual slum conditions were noticed. Belpura is very much congested and the *busti* being on the bank of a nullah the approach road passes through it and the surroundings are dirty with garbage and refuse dumped in the low-lying places. There are two water-standards, which are not sufficient for the *busti* and the supply is augmented from the well in the bed of the nullah, but the water thereof is said to be brackish. The houses which are mostly huts constructed by the sweepers themselves have sufficient accommodation and are built all over the place without any plan or lay-out. Mud walls and old kerosene tins or corrugated sheets largely enter into the construction, but a few well-built houses of brick and mud, roofed with country tiles, are also noticed. Rooms are of decent size and kept neat and clean, but due to lack of windows and roof being low, they are mostly ill-ventilated and sometimes dark. In order to improve the layout and relieve congestion it has been proposed to remove 25 families from this locality to another site selected for the purpose, but those 25 sweepers are not willing to shift. Some of us visited the proposed site and found it to be a low-lying place on the side of a similar nullah which has to be diverted, and the unsuitability of the site prompts the sweepers to object to their removal, while they are willing to shift to the Masanganj colony. The Nazul Department is prepared to give the land free of ground rent, on condition that free quarters are provided to the sweepers, but the municipal committee has not yet decided the question, nor provided the funds for building quarters.

Aurangpura is a much smaller *busti*, also on the bank of a nullah, with similar conditions of housing as at Belpura, if not worse. The water pipe line comes through the municipal drain and is placed very close to it. Sweepers' temple belonging to the Valmik Samaj is situated here, which has a well in its compound now dry and out of repairs. The municipal quarters provided free to 22 families are in Masanganj colony, which is the best of the lot. These were built in two blocks at a total cost of Rs. 9,900 in 1919 and 1923 each block consisting of ten rooms of 10' × 12' with a verandah 8' wide. The rooms are well-lighted, well-ventilated and provided with windows, but the verandah in some cases has been covered up and converted into kitchen. Two more families are provided in huts built by sweepers and later on acquired by the municipality. Three more families are living in a block of huts constructed by themselves. The standard of housing in Masanganj is better than in the other two places and the houses are built round an open square. The surroundings too are clean and sanitary, while the public latrine is quite far off. The only difficulty is about water, as there is no

arrangement for tap water in the *busti* and the public water standard is nearly a quarter of a mile away, while the well provided for them is being monopolised by caste Hindus.

58. **Ner.**—On our way to Yeotmal we visited Ner (Sanitation Committee), and found only two or three families of sweepers employed by the local body who are housed in their own low mud huts with grass thatch and none of the conveniences of water-supply, approach road or sanitary conditions.

59. **Yeotmal.**—In Yeotmal, the Bhangipura on the Kalamb road was visited and about 100 families of sweepers were found to be living there. No quarters are provided by the municipality and the houses are mostly built by the sweepers. Nazul land is given to them free of rent for the purpose. A few of the houses are very well built in brick and mud with corrugated sheet or country tile roof, and provided with a cowshed in front and courtyard at the back. But most of the houses are small huts, constructed of timber, bamboo and mud with roof of old kerosene tin sheets. The height of these huts is usually 7' to 8', while of a few it is 8' to 10'. The rooms are of good size, but with poor ventilation and surrounded with piggeries and cow-sheds that make the locality less sanitary than it would otherwise be. There being no public water-supply, and the well water in the moholla being brackish, a good deal of difficulty is experienced. The fresh well water used by sweepers is at a distance of more than quarter of a mile. The housing scheme proposed by the municipal committee is to provide plots, free of ground rent, on a laid out plan and advance loans to the extent of Rs. 100 per family to the sweepers for building their own houses. It does not sound to be a satisfactory proposition at all, as the huts constructed from the amount advanced would be hardly any better than the present ones and the same insanitary conditions as now existing are likely to be perpetuated.

60. **Gondia.**—In Gondia, the Bhangipura was visited and well-built huts of good mud walls and tiled roofs were found with courtyards attached. These are well-kept and clean, but in many cases piggeries adjoin the living rooms, making the place insanitary. The surroundings are dirty and too many refuse pits are in evidence all round. There is one *pucca* road in the middle of the *busti* which is well kept and provided with two lights, one more being needed. There are no drains except a *kuchcha* roadside drain. The land is given by the municipality free of rent to the sweepers and two good wells are provided. A school has been provided by the Harijan-Sevak Sangh in the vicinity, and the municipality gives it a good grant-in-aid.

61. **Raipur.**—In Raipur, the sweepers are mostly concentrated in *bustis* in Modhapara (35 families), Baijnathpara (45 families), Bahmanpara (60 families) and Nawapara (25 families), while in other mohollas they live in scattered groups of two or three families.

At Baijnathpara the municipal committee has provided quarters to 35 families free. These were formerly sheds for refuse carts, which have been converted into two lines of quarters in 1920 or thereabout. The size of each room is about 8' × 10', big families occupy two rooms each. No verandah is provided, but temporary verandahs have been erected on both sides thereby leaving a passage 18' only between the two lines. The quarters have tiled roofs and no plinth. The surroundings are very dirty and the middle passage is apparently never swept. The passage becomes very muddy during rains and the children have to play in this dirt and filth. Water laid in pipes is available for 24 hours at both the taps and no water scarcity is experienced. The public latrine (20 seats) nearby has been condemned by the Director of Public Health as very bad and has to be demolished. There being no cesspool connected with it, the liquid excreta passes in the *kuccha* drain. Even proper receptacles are not provided under the seats.

The houses in other mohollas are all built by the sweepers themselves and are far superior to that provided by the municipal authorities. Generally, these are constructed of mud walls with tiled roofs and consists of a living room of about 12' × 10', a verandah of 6' wide, a separate kitchen of about 8' × 6' and a courtyard attached. The only drawback is the lack of windows. But a few of them have three or four small rooms with windows, cemented flooring and *pucca* courtyard. A few of the houses are even double storeyed. The ground rent on nazul lands comes to Re. 1 or Rs. 2 per year, while on malguzari land it is Rs. 2 per year or more. At Modhapara two taps and one well with hand pump are provided for the water-supply, which is found adequate. The great need is for a public bath, and one has been improvised by the sweepers for the use of their women folk. There is one lamp on the public road and the drains are partly *pucca* and partly *kuccha*. At Bahmanpara, the approach road is the main throughfare and the feeder lanes are satisfactory. There are about three public water-standards in the vicinity and no water difficulty is experienced. Street lights are provided on the main road.

We understand that a housing scheme for sweepers is under consideration but the site selected for the purpose has been disapproved by the authorities concerned. The Deputy Commissioner was approached for the transfer of the old police quarters, now vacant, to the municipality for the purpose of housing the sweepers, as it was decided to put them up for public auction. The application, however, was rejected on the ground that it would not be in the interest of the State to give away such valuable Government property for the purpose free of charge. A new site has been proposed on the right side of Dhamtari Road opposite the police lines.

62. Responsibility of the municipal authorities.—It is clear from the above survey of a few towns in the province that *the conditions of housing of sweepers* employed by the local bodies

are far from satisfactory, and substantial improvements are urgently needed. It can hardly be urged with any degree of justification that the conditions are practically the same as in villages, but are much worse in many cases. The congestion in the *busties*, the overcrowding in the limited space of one-room dwellings, the filth and squalor existing in the areas allotted to them in the towns, the proximity of public latrines, sewage bearing nullahs, or refuse dumping grounds of cities, to their habitations, and the insanitary conditions of the most neglected or water-logged part of the town assigned to them for dwelling, these are living conditions not fit for human beings, much less for a useful class of public servants, merely because they have been kept degraded and ignorant. As a matter of fact, hardly any sweeper witness denied the necessity of better housing for themselves and in their persistent demand for better housing arrangements, they have been strongly supported by almost all the municipal authorities. A heavy responsibility devolves on the municipal committee, both as employer and as corporate body responsible for the health and sanitation of the citizens. Moreover it is recognized by all the important municipalities and railways too that the condition of service of these sweepers entitles them to be provided with suitable housing by the employers. For big cities like Nagpur and Jubbulpore where housing conditions are extremely bad, and Amraoti and Raipur where it is less so, the failure to provide necessary quarters must be looked upon as a dereliction of duty on the part of authorities concerned. In all these towns the question has been taken in the past and sporadic attempts have been made to carry out the responsibility, but due to lack of interest, tenacity of purpose and the so-called financial stringency, modest beginnings, where made, were not followed up by well-prepared definite schemes. No systematic effort has been made by any municipality to solve the housing problem for its sweepers. We regretfully observe that except making stray attempts, no municipality, large or small, has given this important question the serious consideration it deserves, much less has it provided the necessary housing.

63. The responsibility for housing sweepers must be realized by the municipal and notified area committees, and the obvious thing for them is to set about it immediately, and devise suitable housing schemes according to the requirements and resources of each municipality or notified area committee which can be carried into effect within a reasonable number of years. The work of planning should be started immediately, and the scheme completed within, say, five years or ten at the most, for large municipalities.

The greatest obstacle to any such scheme is the attendant financial difficulties. But, with a little sympathy from the public and the good will and the determination of the municipal authorities, backed by the Provincial Government, funds can always be made available. Bigger municipalities like Bombay, Karachi, Cawnpore, etc., have taken upon themselves the duty to carry out large housing schemes of their own. In this province, we believe that the big

municipalities of Nagpur, Jubbulpore, Akola, Amraoti and Raipur can obtain funds by borrowing money, either from the Government or the public with the approval of the Government at an interest of 4 to 5 per cent per annum. Smaller municipalities may provide requisite funds per year for this purpose in the budget and build only 5 to 10 quarters per year. It is our considered opinion that the smaller municipalities and notified area committees, that are unable to finance housing schemes for sweepers, should organize and initiate co-operative building societies for sweepers on the same lines as the one functioning in Pandharkawada, and should give them, free of cost, suitable building sites properly laid out, and provided with sanitary conveniences and water-supplies, for allowing the sweepers to erect their own houses according to approved designs under the joint supervision of the society and the municipal officer detailed for the purpose. The Pandharkawada scheme is given in Appendix VI. Strict supervision regarding capacity, dimensions and materials is essential to avoid the prevailing bad conditions being perpetuated. The co-operative society will advance money for house building to sweepers under the rules and conditions of the society and realise reasonable instalments of the loan by monthly deductions from their pay. The best results are likely to be secured by joint action where the expenses are also shared by the municipality and the sweepers, while the right of ejection is vested in the society that undertakes the financing of the scheme. Government contribution to the solution of the problem would be to provide suitable land, free of all charges, to the municipal authorities concerned, who should be responsible for the proper development and lay-out of the housing scheme and to take the responsibility of arranging for necessary financial aid to carry out the scheme. In order to encourage their activities in this direction and to relieve them of at least a part of the burden, we consider that the Provincial Government should announce their willingness to subsidise in this or in other ways housing schemes advanced by municipal authorities and approved by the Government.

64. Feasibility of Housing Scheme for Sweepers.—After due consideration of all the evidence placed before the Committee, we are convinced that it is a practical proposition to execute, within the next 5 to 10 years, a scheme for building cheap houses of better types in healthy surroundings, with necessary sanitary requirements and water-supply provided. Some designs and plans of such cheap houses as built for the workers of Burn and Co., Jubbulpore, Central Provinces Manganese Ore Co. in Bhandara district, and the Empress Mills, Nagpur, are shown in Appendix VII. The cheapest are those of Central Provinces Manganese Ore Co., Ltd., the cost per one quarter consisting of a room (10' × 10') and a covered verandah (10 × 6') being Rs. 260, increasing to Rs. 360 when cement asbestos sheets or reinforced brick in cement are respectively used for roofing. The average cost for a quarter of one room (13') and a kitchen verandah (13' × 4') as built by Burn and Co. in Jubbulpore comes to Rs. 350. Two-roomed houses of suitable size, with adequate light and ventilation

as constructed by the Empress Mills in Nagpur, cost Rs. 350 per unit. The average cost of decent dwellings for sweepers can, therefore, be taken as Rs. 300 per family. It must be remembered that public baths, with water-supply throughout the day, are very necessary for the sweepers. To take advantage of the cheap money market and the cheaper cost of building materials, the housing scheme may be undertaken without delay ; but so long as this is not done, the existing quarters if and wherever provided by the municipalities should be kept in good repairs and improvements in sanitation, lighting and water-supply must be carried out. In all fairness such sweepers as are paying house rent or ground rent for their houses must be paid the amount, on production of necessary receipts. Such an amount is not likely to be large in any case, and if it happens to be so, it is all the more reason to expedite the housing scheme for sweepers. We do not claim to have prescribed for all the evils associated with bad housing, but we believe that, by some combination of the methods we have discussed, many of the worst features now in existence could be greatly improved and even eliminated.

65. After a very careful consideration of all the evidence before us and after what we have experienced during the inspection of the sweeper *busties* in various towns of the Central Provinces and Berar, we make the following recommendations :—

- (1) The provision of houses for sweepers must be made obligatory for all municipal and notified area committees, and necessary alteration should be made in the existing law for making this provision an obligatory duty of the committees.
- (2) The Government should provide nazul land, wherever available, free of premium and rent, for building sweepers' houses. Where nazul land is not available, it should be the duty of the committee to acquire land either under the Land Acquisition Act or through private negotiations.
- (3) The Government should direct that every municipal and notified area committee should prepare a housing scheme for the residence of all sweepers in its service and prepare financial statements showing how and in what period the committee is prepared to carry out that scheme—
 - (a) a period of 5 to 15 years should be given to a committee for completion of the scheme, in accordance with its financial resources ;
 - (b) where a committee is unable to provide money from its own revenue, Government should give it money on loan.
- (4) That along with the compulsion to be enforced by Government on municipal committees, it should be the duty of the State to help them with reasonable grants, and

that it should also be made obligatory by Statute on the Government to provide suitable grants. Therefore, we recommend that, as in the case of Compulsory Education Act, the Government should provide grants to the extent of 50 per cent of the total expenditure on housing scheme, including the cost of land, if nazul land is not available.

- (5) That Government must arm itself with powers to make rules to see that the municipal committees carry out this obligatory duty, within a specified period.

CHAPTER VI.—MODE OF LIFE

66. Health.—We have been impressed by the evidence of all persons including Health Officers who have testified that in spite of their filthy work, the sweepers are neither in physique nor in general health, inferior to or different from the general population of the town concerned. They do not suffer from any occupational diseases as such. We found from our personal observation of their daily life that their general physique is good, and though child mortality may be high amongst them, there is no proneness to diseases, on account of their care about personal hygiene. It has been suggested sometimes that living under such filthy and insanitary environments and being engaged in the removal of night-soil sewage and garbage of the town, they have developed a general immunity protecting them from infection. No vital statistics of sweeper class are separately available, but the effect of their environments, work, and living conditions have adverse effect on longevity and the rate of mortality of their children. Low average longevity of sweepers has been urged as a reason against pension scheme, as contrasted to provident fund, and the high mortality rate of their children has been admitted by many social workers. This seems to be due to the absence of women folk on work from early morning, leaving the children uncared for, coupled with the common practice of administering opium to keep them quiet during the women's absence from home.

67. Education.—It is apparent from the evidence received from all quarters that the education of sweepers' children is as a rule neglected both by the parents and by their employers. It has not only been so in the past, but even under present advanced times, it is being neglected through lack of enthusiasm on the part of the sweepers themselves and lack of interest on the part of the authorities concerned. As a result, the spread of education has made little headway in the sweeper class. Even in towns or areas where primary education is compulsory, the number of sweeper boys and girls attending schools is much less as compared to their actual strength. So often sweepers or their mohollas are exempted from the operation of the municipal byelaws enforcing compulsory primary education, through a mistaken sense of compassion. It is difficult to say whether

such mistaken compassion is tinged with a subconscious feeling of avoiding untouchables in any locality. We are, therefore, of the opinion that the sweepers should never be excluded from the operation of compulsion in the matter of primary education, and wherever possible, schools should be opened near sweeper mohollas to facilitate their attendance. In places where primary education is voluntary. It is usually the case that the officers concerned do not use sufficient persuasion to get the school-age sweeper boys and girls admitted in the municipal or aided schools and, even when such schools are situated near the sweeper mohollas, the attendance of sweeper boys is found to be poor, as was seen in Yeotmal and Gondia. It has been admitted by most of the municipalities that no direct or indirect pressure is exerted on the sweepers to send their children to school. They are admitted in all municipal and aided schools and allowed to sit with other boys without distinction, and teachers too have no prejudice against physical contact, but due to lack of persuasion or pressure on the sweepers employed by the committee, there is no enthusiasm in sending their children to school. We therefore suggest that even where primary education is voluntary, education officers must use special persuasion and even coercion in their case and provide all facilities for their admission to schools.

68. No municipality ever undertook to promote adult education among sweepers or made any arrangements for conducting night classes to remove the illiteracy of elderly people. We propose adult education may be introduced by opening night schools in sweeper mohollas by the help of voluntary teachers, who must be rewarded on the basis of average efficiency attained by his class. If any Welfare Officer, paid or honorary, is appointed it would be his special duty to encourage education amongst sweepers by all possible means. The majority of the municipalites have provision for supply of free books and school requisites, to poor boys, but it is doubtful if the sweeper boys get any benefit out of it. There was no evidence forthcoming to show by figure how much of this amount is spent on sweeper boys. We are, therefore, of opinion that books and school requisites should be provided free to all sweeper boys and girls and the necessary amount should be specially earmarked by the municipal and notified area committees.

69. **Drink.**—We believe that the drink evil, the caste dinners and the bride price are the curse of the social life of sweepers and have been complained of by everybody. Consumption of opium, ganja or any other narcotic drug is much less than of liquor. From the evidence it appears that more than 50 per cent of men are addicted to drink, while less than 10 per cent take narcotics. It has, however, been brought to our notice that barely 10 per cent are hard drunkards, while most of them only take it moderately as a stimulant on special occasions, specially on the pay day. Heavy drinking generally accompanies some social functions or religious ceremonies like marriage or festivals. So, it is more of a custom than habit and can be

eradicated by social uplift. The monthly expenditure generally shown on this head varies from Re. 1 to Rs. 10 per month per family and the average expenditure on liquor and narcotics would not exceed Rs. 2-8-0 per month per family. If drink can be abolished from the community, there will be much improvement in the standard of living and the expenditure incurred on social functions and religious ceremonies will be much reduced. It would also have a salutary effect on their morals and outlook on life, and the sweepers would be economically benefitted to the extent of Rs. 5 or so per month per family. The argument that drink is necessary for their work and health has been refuted by the Health Officers and deputations of sweepers in their evidence. As a matter of fact we were impressed by the keenness of the latter to have the evil stopped even by prohibition legislation. Reformers in their own *biradari* (society) and some of their caste panchayats are enforcing temperance and administering public oaths enjoining complete abstinence. As a result many have given up drink and taken vows not to touch it. The need of legislation to eradicate the drink evil is, therefore, keenly felt by the sweepers, as the method of persuasion or temperance has reached the limit of its usefulness in the community. With the policy of prohibition pursued by the Government, for several years past, if persisted in all the districts of the province, it is expected that the evil will be eradicated and the life of the sweeper class will improve in the very near future.

70. Welfare.—Gambling as a vice is also prevalent to some extent in the sweeper class. Not much propaganda has been carried on to stop this growing evil. There is already a cry against caste dinners, but the social habits and the tyranny of social customs are still too strong to be broken without the help of legislation. In Indore and Baroda States, laws have been passed to prevent extravagance on caste dinners at the time of funerals and marriages. The evil of administering small doses of opium to babies to keep them quiet, while the mother is away on work, is fairly prevalent. The only remedy in a community where the women folk is on work in the mornings and afternoons is to have their babies nursed in creches. We suggest that properly run creches, as prescribed under the Factories Act should be provided and maintained by the municipalities in all sweeper mohallas at least in important towns, and specially in the morning hours.

71. During rains the sweepers on removal of night-soil duty work under great discomfort and expose themselves to rain and inclement weather. It has been suggested that they should be provided with some sort of waterproof cap, umbrella or rain-coat to protect themselves from rain. We consider that cheap waterproof or country-made blankets (kambals) should be supplied to the sweepers for protection from rain.

72. Social Activities.—Apart from the six registered trade unions of sweepers, they have organized a few socio-religious associations among themselves which have for their aims social reform

and unity in the community, and their activities centre round some temple or *akhara* (gymnasium) of theirs. Two such organizations in Amraoti have collected sufficient funds to lend money to their brethren on easy terms, so as to clear off their old debts or save them from further indebtedness. Lack of education and organizing capacity are hampering the growth of such associations, but these clearly indicate that they are becoming conscious of their social evils and deficiencies and trying to remedy them. In spite of all the handicaps and social disabilities that are imposed on it, the gradual but sure awakening of the sweeper class is easily perceived. It is, therefore, the most opportune moment for the local bodies to help them in their awakening, and offer all facilities for self-improvement by enlisting their sympathy and co-operation instead of conceding some facilities at the end of strikes and struggles that usually embitter mutual relations, and cause temporary discomforts and insanitation.

73. Strikes.—So far strikes have not been common in this province, and since 1930 there have been only 10 strikes in the municipalities of Umrer, Raipur, Bilaspur, Jubbulpore, Ellichpur, Khamgaon Balaghat and Chhindwara. All these were of short duration and the bulk of the sweepers felt that the provisions of section 26 (3) of the Municipalities Act were unfair and one-sided. Sweepers are under the section liable to imprisonment for attempting collective bargaining, while the permanence of service including benefits of leave, promotion and provident fund is denied to them in their employment. They have a just grievance that while the law enjoins them to give one month's notice, they are treated by their employer as temporary daily-wage servants and can be dismissed at a moment's notice. We consider that the principles of reciprocity should have been acceded to, and persons in such public utility services should have been deemed as permanent servants, entitled to one month's notice for termination of service. Moreover, to avoid trade disputes in such public utility services, we consider it advisable that formation of unions should be encouraged by the municipal and notified area committees, and well-organized unions should be encouraged and recognized by them.

74. Recreation.—We have already mentioned that some of these associations of sweepers are already fighting the double demon of drink and indebtedness without outside help, but the best remedy they have adopted is the organization of *akhara* in many important sweeper *busties*, and which provides healthy recreation to them and combines physical culture with club life. The provision of such a cheap and healthy means of recreation is the best way to bring the drink evil under control, until full-fledged prohibition is introduced and is an effective weapon against other social evils.

75. Prohibition.—The effect of prohibition is seen in the sweepers of Hinganghat and Katni (Murwara), two towns, where prohibition was introduced last year, and in Damoh where it has been in existence for some years. In his evidence the Municipal Secretary

of Hinganghat deposed that drinking among sweepers had been reduced by 60 per cent, but that no appreciable change in saving of money was noticed by him, while the Municipal President of Katni (Murwara) stated that drinking had been practically given up by sweepers which resulted in saving of money and improvement of their character. Considering the success of the prohibition among sweepers and their own organizations for eradicating these evils, we suggest that prohibition by law must be introduced in all towns at the earliest opportunity, as it would stop the waste of money on drink, opium, etc., and result in moral and material benefit to the sweepers, an important and indispensable class of public servants.

76. Appointment of Welfare Officer.—It cannot be denied that the sweepers as a class constitute the most neglected section of the population and have been compelled to live a most degraded life on account of their occupation. The ordinary tax-payer hardly realizes the important functions that the sweeper carries out in the life of the town and the social service he renders to the community in general, until he strikes from work. The municipal or notified area committee generally forgets that on account of his occupation usually considered degrading, he is so useful to the employer, and keeps him in perpetual degradation by not improving his present conditions of work and living, oblivious of his human requirements and general welfare. On account of this general carelessness on the part of the employer, it seems to us necessary to provide a special agency, an officer to work for their welfare and to devise means for their uplift and to make them better and more effective servants of the public. Under the present conditions they are unable to look after themselves, and, just as the Royal Commission on Labour advocated the appointment of a Labour Officer in individual factories or in a group of factories, the President of the Mahakoshal Harijan Sevak Sangh suggested the appointment of a special officer for promoting the welfare of sweepers in individual municipalities or groups of municipalities. From a consideration of all the evidence, we are convinced that the appointment of a competent Welfare Officer under, or better independent of, the Health Officer, who should be in charge of their welfare work, is very necessary in bigger municipalities with large sweeper staff. His duties may cover the following fields of activities, *viz.* :—

- (i) to improve the existing condition of sweepers in general and obtain a greater security of service for them ;
- (ii) to improve the standard of living and suggest better housing conditions with necessary sanitary arrangements ;
- (iii) to take all available steps to reduce indebtedness among them and specially organize co-operative credit societies among them and render all possible help to such societies necessary in their work as well as to prevent them from using the cheap credit in any way detrimental to their interest ;

- (iv) to eradicate the drink habit and other social evils prevalent among them ;
- (v) to encourage spread of education among their children and adults ;
- (vi) to provide suitable medical aid, maternity and child welfare facilities ;
- (vii) to arrange for their healthy recreation and to join as a friend in their sports.

It is immaterial whether the officer is a paid servant of the municipality or not, so long as he is specially appointed for the purpose by the municipality concerned, and is vested with necessary powers and authority for the proper discharge of his duties and possesses wide sympathy, integrity of character, energy, personality and missionary zeal for the welfare of sweepers. It would be necessarily a whole-time job in big municipalities, like Nagpur and Jubbulpore, and would ordinarily require to be a well-paid servant of the municipality with necessary experience and qualifications. We, therefore, advocate the appointment of a qualified Welfare Officer in Nagpur and Jubbulpore, and such other places where the finances of the municipality permits ; but in other municipalities where such appointments may not be feasible the necessary welfare work should be entrusted to honorary workers detailed for the purpose, and who may be provided with some allowance for conveyance, etc.

A. V. THAKKAR,
Chairman.

*N. K. KELKAR,
Member.

D. L. KANADE,
Member.

P. D. JATAR,
Member.

†C. B. PARAKH,
Member.

C. G. MISRA,
Member.

SYED HIFAZAT ALI,
Member.

The 15th June 1939.

MINUTE OF DISSENT

[To be read with paragraph 65 of the Committee's report]

In order to make this note clear it is necessary to take a brief retrospection of one of the Committees' major recommendations, *viz.*, regarding minimum wages in paragraphs 28 and 29 of the report. I was struck by the lowness of wages in some places, and was not alone in feeling that one of the ways in which this defect could be rectified was to fix a minimum wage. This at once confronted us with the facts that the difference in standard and income of different local authorities was so great and varied that it would be impossible to achieve this object without introducing a complicated machinery for determining the standard of each authority and the minimum wage to be enforced therein, or introducing a minimum wage, or wages, which in some cases would not be unfair to the authorities, and in others, to the sweepers. I therefore agreed, with considerable reluctance, to the proposal that each authority should fix a minimum wage, with the aid of byelaws and previous consent of the Provincial Government. While agreeing to this proposal, I had borne in mind that if the sweeper were to be benefited, it should be so arranged that the benefit was shared by the whole family and not by the working member only. Under the present conditions of life, the additional wage, or at least a substantial part thereof, would or might go towards such personal habits as drinking, smoking, gambling, or even wearing fancy clothes, so common amongst sweepers. I therefore thought that the best way of giving the sweeper a little additional money would be to compel the local authorities to provide housing for them, which would enable the sweepers to save one or two rupees which they now spend towards house rent according to the place where they are working.

I was, therefore, very much disappointed when the Committee framed its recommendation for housing [sub-clause (4) of paragraph 65 of the report] in a manner which might make it a dead letter. I am in entire agreement with the Committee's recommendations that it should be obligatory for all local authorities to provide free houses for all sweepers to be erected within a specified time, and that the Provincial Government should provide nazul land free of all charges. I am unable to agree with the Committee's recommendation that Government should bear one-half of this expenditure for ideological and practical reasons. By giving land free of all charges, the Government would be contributing, more or less, one-third of the housing scheme. By asking for more, we are shifting the responsibility of the local authorities to the Government, which is unsound in principle. The tendency of local authorities to look to the Government for help for all reforms, without making an honest effort or taking the right steps to find out money, is largely responsible for the lacuna in their administration. I feel it my duty to counteract and discourage this tendency which has prevented and would prevent our local authorities from putting their house in order without which no real progress is possible. The practical reasons for opposing

the Committee's recommendations are these. For a major portion of the last 10 years, the Government of the Central Provinces (and Berar since 1937) had to content with deficit budgets. The Government has on its hands schemes which would increase its expenditure and reduce the revenue. It is not within the province of this Committee to criticise the causes or reasons for continuous deficit budgets, or to discuss the merits of the schemes in its hands. The Committee can and should take cognizance of the fact that for a long time to come it would be impossible for the Government to add to the present monetary grants made to the local authorities. Indeed it would be no small mercy if such grants are not curtailed or abolished. Under these circumstances, it is unwise to ask the Government to make monetary grants for the fulfilment of the specially created legal duty of the local authorities. The wording of sub-clause (4) of paragraph 65 of the Committee's report lends itself to an interpretation that if the Government were not prepared to accept its recommendation to contribute one-half of the expenditure of the compulsory housing scheme, the whole scheme should be considered as dropped. From this recommendation I dissent. I am of opinion that compulsory housing accommodation must be the duty of all local authorities, whose financial difficulties should be overcome by spreading over this duty to a number of years, and that the liability of the Government should not exceed the grant of nazul land free of all charges. It would be open to Government, as it always is, to examine individual cases of great hardship and grant monetary assistance in such cases, but the local authorities should not be encouraged to refuse to examine and explore the avenues from which money is available but seldom secured. The danger of the Committee's recommendation in sub-clause (4) of paragraph 65 of its report is that Government, feeling unable to bear the heavy financial burden thrown upon it, may not like any steps at all for amending the Central Provinces Municipalities and the Local Self-Government Acts with a view to make the provision of housing for sweepers a compulsory duty of all local authorities, which would mean that the only recommendation of the Committee which gave a real though indirect monetary assistance to the sweepers would become a dead letter on account of an overstatement of Government responsibility.

EXTRACT FROM MR. KELKAR'S LETTER, DATED
THE 26TH APRIL 1939

* * * *

I sign the report subject to the following observations. No reasonable person can dispute the proposition that every person must get a living wage. Living wage is a question of fact and must be determined with due regard to local conditions and the financial position of the employers. It is improper to make comparisons with others who make huge profits out of industries or whose resources are unlimited and who, even in these days, dare to defy even elementary principles of democracy and impose any taxes. The

scales of wages fixed by them cannot be said to be free from extravagance or are necessarily reasonable worth imitation. We must not, therefore, advise local bodies to imitate them blindly.

I deprecate the idea that prevails in certain quarters that services under the local bodies should be as remunerative, lucrative or liberal as those under Industrial concerns, or Government honorary service, or comparatively cheaper service is the merit of Local Self-Government. The autonomy of local bodies depends largely upon these two merits. If the working of the local bodies is to be got rid of these two essential merits, then it is no use to have Local Self-Government at all. The only alternative is to expect Government to cater to the civic needs of the people.

I am entirely opposed to remunerating any class of public servants by annual increments. In my opinion it is a most unscientific system. It has been largely responsible for the insolvency of the Provincial Government and has almost killed all incentive to work as a labour of love and honour. It is very doubtful if it has improved efficiency.

I don't agree with the suggestion contained in paragraph 13 of the report that the byelaw which prescribes 10 to 11 hours' actual work should be deleted and in its place actual work may be limited to 8 hours a day.

We have overwhelming evidence to show that no committee has abused this byelaw or harassed any sweeper under its authority. As a rule, sweepers don't work for more than 6 hours a day. This can not be said to be hard work. Very rarely they may have worked for longer hours. It is to meet only unforeseen contingencies that the byelaw is made more comprehensive and I would like to retain it without any modification.

It is rightly suggested that sweepers are their own enemies. No department under which they serve would be able to bring about their uplift. To be effective, the uplift work must be undertaken by those non-official bodies or individuals who profess to be their friends. These friends must bear in mind that uplift work does not mean instigation to the sweepers to claim higher wages or to go on strike.

SUMMARY OF IMPORTANT RECOMMENDATIONS

1. The actual hours of work in the morning and afternoon are fair, but should be regularized so as not to exceed five to six hours in the morning and three to two hours in the afternoon, or eight hours in the whole day. The byelaws which at present prescribe 10 or 11 hours of duty are not suitable nor in conformity with the practice and should be amended accordingly (paragraph 13).

2. The work allocated to the sweepers officially is as a rule fair and reasonable, but the Health Officer or Secretary should see that the scheduled work is carried out fairly strictly and extra work or work of absentees should not be concentrated on a few sweepers (paragraph 13)

3. In all municipalities, and particularly in the major municipalities, provision should be made for leave vacancies by the appointment of at least 5 per cent of the staff as reserve for absentees or those on leave including maternity leave (paragraph 13).

4. All Sunday afternoons or bazar day afternoons, all festival afternoons, should be treated as official holidays, and under no circumstances should sweepers be called to work on these afternoons, except in cases of grave emergencies and then also as few as possible, rotating the men so called up in a strict order so that the entire staff contributes equally and fairly in the discharge of such duty (paragraph 13).

5. (a) Byelaws regarding construction of latrines should be strictly enforced. Municipalities should be advised to amend byelaws so as to compel all owners of private latrines to have a paved bottom to the latrines and provide tarred iron receptacles (paragraphs 14 and 15).

(b) The use of hand-cart as per sketch is recommended for carrying night-soil (paragraph 16).

(c) Provision of separate channel for carrying ablution water and urine in latrines and making a byelaw to that effect which should be strictly enforced by the sanitary staff (paragraph 16).

6. (a) It is recommended that the sweepers should either be supplied with all necessary appliances for doing their work or should be paid the full cost of the same (paragraph 17).

(b) It is recommended that in case of vacancy for the appointment of jamadar or conservancy peons, a sweeper with requisite experience and qualification should be given preference over other communities (paragraph 9).

7. The Committee without any intention of criticizing the municipal administration or casting any reflection on the integrity of the subordinate staff recommends that—

(a) Jamadars and havaldars should not be allowed to make cash payments to the sweepers. Cashier or pay clerk should make all such payments in the immediate presence and direct control of a responsible officer, like the Secretary or the Health Officer or the Municipal Chairman or member. If there be no such clerk or Cashier of sufficient standing, the Secretary or the Sanitary Inspector or any member of the Committee should make payment.

(b) Pay-slip system should be introduced in all big municipalities or wherever possible and the entries on the slip should be written in Hindustani showing the salary and deductions for the month, if any.

- (c) The presence of moneylenders in the vicinity of municipal premises at the time of payment of wages should be prevented by the use of the Central Provinces Protection of Debtors Act, 1937.
- (d) The Committee approves of the present practice, obtaining in some municipal committees, of making repayments to co-operative credit societies from the sweeper members' wages on behalf of those who have borrowed money from such societies. The Committee recommends to other municipal committees to organise such co-operative societies with the help of the co-operative bank or department, and encourage the sweepers to borrow money from them instead of from moneylenders, and to make repayments on behalf of sweeper members of the societies from the pay direct. The Committee further recommends that this practice should under no circumstances be extended to any other creditor. This procedure is economically very beneficial to sweepers (paragraph 20).

8. It is strongly recommended that the services of sweepers should be made permanent after a probationary period which should not exceed three years. As regards granting them leave with pay, gratuity, or provident fund, the sweepers should be placed exactly on the same footing as other permanent servants under municipal or notified area committees (paragraph 22).

9. The Committees' recommendations as regards leave with pay are—

- (a) The grant of leave is discretionary with the municipal committee, but ordinarily each sweeper should be allowed at least a half-holiday every week. This may either be a Sunday or a bazar day. On the occasion of all important festivals, sweepers should be allowed half-day's off.
- (b) In the course of a year, a sweeper be allowed casual leave for not less than seven days.
- (c) Sick leave on medical certificate from a qualified doctor be granted for a period of one month in the course of a year ; half of this period on full pay and the remaining half on half-pay.
- (d) Maternity leave be granted for a period of six weeks, two of which may be before delivery and four weeks after (paragraph 25).

10. The Committee has no evidence before it about what the fair living wage for a sweeper and his family is, but after examination of the present cost of living, the Committee is of opinion that four annas per day per head would constitute the minimum living wage (paragraph 27).

11. In the opinion of this Committee, it is desirable to lay down the minimum wage for sweepers, but in the Committee's opinion it is not feasible to fix a minimum for the sweepers for the whole of the province or for sweepers working under groups of municipal committees, but a properly chosen time-scale should be introduced without any loss of time (paragraphs 28 and 30).

12. As regards infliction of fines, it must be admitted that though it is open to abuse, it is necessary for the maintenance of efficiency and discipline. To ensure a check on its abuses, the legitimate purposes of fining should be well-defined by municipal authorities and sweepers should be allowed to put their cases in appeal before higher authorities (paragraph 34).

13. On a consideration of the evidence before it, the Committee has come to the conclusion that it should be just and suitable to grant the privileges of provident fund only. Contribution to the provident fund by the sweepers should be equivalent to that made by the municipal committees. Sweepers will thereby learn the habit of saving. In addition, gratuity may be given particularly in cases where due to an accident during service, a sweeper has been disabled permanently or for a long time, from earning his livelihood. The Committee also proposes the following restrictions for the use of the provident fund :—

- (a) The provident fund should be invested in an approved Bank and should not on any account be utilized by the municipality for its own purpose, as was found to have been done in a few cases.
- (b) The contributions by the municipality should be used to purchase annuity in favour of each beneficiary or his heirs for a period of ten years and no advance from this amount should be granted to the sweeper concerned.
- (c) Loans of individual sweepers may be advanced from his own contributions, and the amount should be recovered by easy instalments from his wages.
- (d) The part of the provident fund which consists of the sweeper's contribution and the interest thereon should be handed over on retirement or death to the sweeper or his heirs or assignees (paragraph 41).

14. After a very careful consideration of all the evidence before it and after what was experienced during the inspection of the sweeper *bustis* in various towns of the Central Provinces and Berar, the Committee makes the following recommendations :—

- (a) The provision of houses for sweepers must be made obligatory for all municipal and notified area committees, and necessary alteration should be made in the existing law for making this provision an obligatory duty of the committees.

- (b) The Government should provide nazul land, wherever available, free of premium and rent, for building sweepers' houses. Where nazul land is not available, it should be the duty of the Committee to acquire land either under the Land Acquisition Act or through private negotiations.
- (c) The Government should direct that every municipal and notified area committee should prepare a housing scheme for the residence of all sweepers in its service and prepare a programme and estimate showing how and in what period the committee is prepared to carry out that scheme—
 - (i) a period of 5 to 15 years should be given to a committee for completion of the scheme, in accordance with its financial resources ;
 - (ii) where a committee is unable to provide money from its own revenue, Government should give it money on loan.
- (d) That along with the compulsion to be enforced by Government on municipal committees, it should be the duty of the State to help them with reasonable grants, and that it should also be made obligatory by statute on the Government to provide suitable grants. Therefore, the Committee recommends that, as in the case of Compulsory Education Act, the Government should provide grants to the extent of 50 per cent of the total expenditure on housing scheme, including the cost of land, if nazul land is not available.
- (e) That Government must arm itself with powers to make rules to see that the municipal committees carry out this obligatory duty, within a specified period (paragraph 65).

15. From a consideration of all the evidence the Committee is convinced that the appointment of a competent welfare officer under, or better independent of, the Health Officer, who should be in charge of their welfare work is very necessary in bigger municipalities with large sweeper staff. His duties may cover the following fields of activities, *viz.* :—

- (i) to improve the existing condition of sweepers in general and obtain a greater security of service for them ;
- (ii) to improve the standard of living and suggest better housing conditions with necessary sanitary arrangements ;
- (iii) to take all available steps to reduce indebtedness among them and specially organize co-operative credit societies as well as debt conciliation among them and render all possible help to such societies necessary in their work as well as to prevent them from using the cheap credit in any way detrimental to their interest ;

- (iv) to eradicate the drink habit and other social evils prevalent among them ;
- (v) to encourage spread of education among their children and also adults ;
- (vi) to provide suitable medical aid, maternity and child welfare facilities ;
- (vii) to arrange for their healthy recreation and to join as friend in their sports.

It is immaterial whether the officer is a paid servant of the municipality or not so long as he is specially appointed for the purpose by the municipality concerned and is vested with necessary powers and authority for the proper discharge of his duties and possesses wide sympathy, integrity of character, energy, personality and missionary zeal for the welfare of sweepers.

APPENDIX—I

**Questionnaire for the Central Provinces and Berar Municipal
Sweepers' Enquiry Committee for sweepers of Municipal
and Notified Area Committees**

(1) Statistics of sweepers

1. What is the total strength of sweepers and scavengers engaged for the municipal work? How many men and women are engaged for the road sweeping work, how many for cleaning of public latrines, how many for cleaning private latrines, how many for driving refuse carts, how many for driving night-soil carts, how many engaged in digging trenches and how many engaged for special work, *e.g.*, malaria gangs, etc.?

2. How many conservancy peons, mates or jamadars are engaged in all by the committee? To which castes do they belong? How many of them come from the sweepers' caste? In case there is none from the sweeper caste, do you not think that they should be engaged from experienced sweepers whenever vacancies occur?

(2) Recruitment of sweepers

1. Who is the officer who does the actual engagement of sweepers and scavengers when vacancies occur? Is there any list of waiting persons kept?

2. From which districts the present sweepers and scavengers are drawn? In case of further recruitment from which district would you draw them? How many are drawn from your district?

3. Who is authorised to discharge sweepers and to take disciplinary action against the defaulters in work?

4. Who is authorised to hear their appeals against dismissals, fines, reduction of pay, etc.?

(3) Distribution of wages.

1. Who is the person authorised to actually pass the pay money to sweepers according to pay-sheet?

2. In presence of which officer or officer-bearer of the committee is the monthly payment made?

3. In case of short payment due to absence for some days in the month, or to fines inflicted, is the complaint made on the spot to the officer and the matter explained to the sweeper?

4. Is any reduction for moneylenders' dues made from the pay by the pay-clerk, and if so, or whom?

5. Do any moneylenders remain present in the office or just outside at the time of the monthly payment or recovery of their dues from sweepers' pay? Are they Pathans or Kabulis or local money-lenders?

(4) *Wages*

1. What is the monthly wage per male sweeper, female sweeper and per working child, in different categories of workers?

2. What is the maximum number of persons engaged from one and the same family and what is the total strength of the family? What is the average number of persons at work in the committee from a single family?

3. Are all the workers full-timers or some of them part-timers and, if so, how many of the latter type? What is the pay of part-timers, male, female and child?

4. What is the minimum wage you would recommend for new entrants, male, female and working child, for sweeping work and scavenging and other work? What is the minimum wage of other menial staff in the committee?

5. Is there any scale of promotions for continuous service? If so, what increment is given and after how many years? If not, would you recommend a time-scale for sweepers? Do other menial servants of the committee get time-scale increment?

6. Approximately on what date is the pay distributed every month? Does the date vary from month to month or is it approximately the same date in all months?

7. Have the male sweepers or female sweepers any other source of income from house-holders, and, if so, for what work? How much is the monthly or annual income from such source and how many sweepers in all earn extra in this way?

8. In case private latrines are not cleaned by and through the committee, what is the charge made by sweepers to house-owners per latrine seat?

9. Are the sweepers engaged on monthly wages by the committee allowed to do private work for house-owners?

10. Please state the average cost of living of an average sweeper family, giving details as per schedule attached and say whether the wage rates in your opinion are adequate or inadequate as compared to the above cost of living.

(5) *Holidays or leave with pay*

1. Is any day in a week observed as a whole or a half-holiday, and, if so which is that day?

2. If no such whole or half-holiday is given every week, would you recommend a half-holiday on every Sunday afternoon, or market day afternoon, if there is a market day, without any inconvenience ?

3. Is any leave given to sweepers on festive occasions, or on public holidays, and, if so, for which and how many days in a year ?

4. Is any casual leave given, and, if so, how many days in a year, as a matter of right ? If none is given, how many days in a year would you recommend ?

5. Is it customary to give sick leave with doctor's certificate on full or half-pay and, if so, for how many days in a year ? If not given at present, how many days in a year would you recommend ?

6. Is maternity leave given to women, and, if so, how many days before, and how many days after, the confinement ? If not given, how many days would you recommend before and after the confinement ?

7. Is any privilege leave given to sweepers now ? If not, how many days in a year would you recommend ?

(6) *Housing and sanitation.*

1. How many houses will be necessary for the committee to construct for accommodation of all the sweepers employed by the committee ?

2. Are there any municipal quarters or huts built for sweepers, and, if so, for how many families ? What is the superficial area, *i.e.*, of the room and the verandah, occupied by each family ?

3. What is the rent charged for municipal quarters, if they exist ?

4. If there are no municipal quarters for them, has the committee any scheme in contemplation or execution for providing quarters ?

5. If the sweepers have their own houses or huts, on whose land are they built ? Have they to pay any rent for the ground ?

6. What is the present arrangement for the supply of water for drinking and washing in the locality or localities of the sweepers ? Are there taps or sweet water wells or tanks in the localities ?

7. Has the committee provided any lights in the locality, and, if so, how many of kerosene, gas, electricity, or any other type ?

8. Are the streets of the sweepers' locality metalled, or brick-paved, or stone-paved, or merely made of earth ? If merely made of earth, is there any scheme for paving the streets or lanes of the locality ?

9. Is there at present any drainage in the locality either for rain water or sewage water ?

10. Is any sweeper engaged for daily sweeping the streets of the locality? If not, does the committee intend to have it regularly swept daily?

11. Are any public latrines or private latrines situated close to the sweepers' locality, say, within a distance of hundred feet?

(7) *Condition of work.*

1. What are the hours of work for sweepers and their spread over every day?

2. How often and at what hours is the muster taken of all the sweepers?

3. What are the receptacles, whether iron pans, bamboo baskets or kerosene tins used for night-soil to drop in, in the case of private latrines and public latrines? Are these receptacles carried on head by sweepers? Do you consider this inhuman? If so, what other methods would you suggest?

4. Are there any byelaws for the construction of private latrines? If so, please supply eight copies?

4-A. Does the municipality supply the sweepers with brooms and baskets for municipal work, and, if so, at what intervals? If not, do the sweepers supply themselves these things of their own make? What do you think is the value of brooms and baskets required in a whole year by one man or woman?

5. Is the bottom of latrine-hole paved with stones or with bricks generally, and is it washable by the sweeper?

6. If private latrines are cleaned by committee, what is the number assigned to one scavenger to be cleaned daily? According to the conditions of your town is the number sufficient or insufficient in your opinion? Is the cleaning done once or twice a day?

7. Are there any complaints of "rishwat" or bribe being taken by supervisors of sweepers, either for first recruitment, or every month, or when they are given leave with pay or without pay?

8. Do sweepers offer any bribes when they wish to shirk the work assigned to them, and, if so, to whom?

(8) *Indebtedness.*

1. What is the extent of indebtedness of sweepers per family? Have statistics been ever taken and verified? What are the chief causes of indebtedness of the sweepers?

2. Who are the creditors, Pathans or Kabulis, municipal employees or their friends or relatives, Baniyas, Bohras or sweepers or any others?

3. What is the rate of interest charged by these moneylenders—
 - (a) on money given on credit, and
 - (b) on money given on pledged ornaments or pledge of movables?
4. Does a co-operative society exist either for municipal sweepers or for all municipal employees? If so, how many sweepers are members thereof? How many have received loans for wiping off their old debts? If none exists, would you recommend the co-operation of the committee in the formation and running such a society.
5. If a co-operative society be organised hereafter, will the committee be prepared to deduct loan instalments from the sweepers' pay directly every month? If not, what are your objections to the said procedure?
6. Have you ever asked the Co-operative Department to organise such a society for your sweepers, or to do propaganda for the same.
7. Do your sweepers practise any thrift or compulsory deposit in any way?
8. Name three or four public spirited gentlemen of your town who will help in organising and successfully running such a society, of course, in co-operation with the committee.

(9) *Provident fund and gratuity.*

1. Is the provident fund scheme introduced for committee employees of a permanent class? If so, how much is deducted from the salary, and how much contributed by the committee?
2. Is the scheme introduced for sweepers also? If not, would you advocate the introduction for them? If it is, have they taken advantage of it? If not, why not? Are you in favour of the pension or the provident fund scheme?
3. Is any gratuity given at the time of retirement, if so, after how many years' service? If not given, would you recommend it now and, if so, on what scale?
4. Is any compensation given to sweepers in case of accident in course of employment, causing disablement or death? If so, on what scale?

(10) *Permanence of service.*

1. Do you think sweepers should be made permanent servants of the committee or continued to be temporary as at present? If temporary, why so?
2. If they should be made permanent, after what period of service?
3. Should there be a system of apprenticeship or period of probation and, if so, for what period?

(11) *Education.*

1. Is the primary education in your town voluntary or compulsory for boys and girls? If voluntary, do the sweepers send their children to municipal schools? If compulsory, is it enforceable for sweepers? If voluntary, what is the total number of boys and girls, separately, who attend primary schools?

2. Are they freely admitted in municipal and aided schools, and made to sit along with all other boys without any distinction? Do the teachers touch them physically?

3. Are there any mission schools which they resort to, and, if so, how many boys and girls attend such schools? What is the distance of the mission schools from their locality?

4. Is any indirect pressure or persuasion used on sweepers to send their children to schools?

5. Is any money earmarked by the committee for the supply of books or dress and school requisites to children of sweepers? If not, would your committee recommend the same being done?

6. Are there any evening or night classes where adult sweepers can be asked to go? If not, would you recommend the starting of any?

(12) *Sweepers' union.*

1. Is there a union of sweepers in your town? If so, how many have joined it?

2. Who are the office-bearers of the union, and are they from the sweepers or outsiders? Please give their names?

3. What is the monthly fee charged to the members of the union?

4. Is the union recognised by the committee? Has the union ever sent complaints about individual cases or of sweepers in general? If so, with what results?

(13) *Strikes.*

1. Was there any strike or strikes among the sweepers since the year 1931 or in previous years?

2. What were the demands of the strikers in each case, and how were they met?

3. What was the result of those strikes in general and their impression on the public mind, or inconvenience to the public of your town?

4. In case of a strike in future, where would you get your substitutes from and at what cost?

(14) *Drink and drug.*

1. What is your impression about the drink habit among sweepers, male and female, of your town ?
2. Is there any habit of taking opium, ganja or any other drug among them ? If so, how many people are addicted to it ?
3. How many families are, in your estimate, addicted to drink ? What is the monthly expenditure on this item amongst those—
 - (a) who drink heavily,
 - (b) who drink moderately ?
4. Is any charitable man or association working to dissuade them from drink and drug habit ?
5. If the drink be abolished, either by persuasion or by legislation, will the sweepers be benefitted, and if so, to what extent ? Will they be better municipal workers by leaving off this habit ?
6. If prohibition is in full force in your town, what effect has it produced on the morale and the mode of living of the sweepers ?

NOTES.—(1) Eight copies of replies should be sent.

(2) The reply should be sent to the Secretary to the Committee by the 31st October 1938 at the latest. Special efforts must be made by all to submit the replies punctually, to support the information by facts and figures, and to set out the information in a simple and intelligible manner.

(3) Those interested in the condition of sweepers may send in replies to the Secretary on all or any of the questions in the questionnaire. They may add any other remark or evidence which may be of interest to the Committee.

(4) The Committee will summon witnesses from among those who have tendered written evidence.

P. K. SEN,

*Secretary, Municipal Sweepers' Enquiry Committee,
Central Provinces and Berar.*

SCHEDULE

1. Average number of persons in the family with age—
 (a) Men.....(b) Women.....(c) Children under 12.....

2. Average monthly earnings of the family—

Earning members	Occupation	Wage	Overtime or extra pay	Additional earnings (if any) with source	Total income
		Rs.	Rs.	Rs.	Rs.
<i>(a) Men—</i>					
(1)	..				
(2)	..				
<i>(b) Women—</i>					
(1)	..				
(2)	..				
<i>(c) Children—</i>					
(1)	..				
(2)	..				
Total family income	..	_____	_____	_____	_____

Rs. a. p.

3. Expenditure on—

Food	..
Fuel and lighting	..
House rent	..
Clothings and shoes	..
Bedding and household effects	..

Miscellaneous—

Medical expenses	..
Amusements	..
Liquor, tobacco	..
Repayment of debt, etc.	..

Total ..

APPENDIX II

*Names of Municipal Committees in the Central Provinces and Berar.**Nagpur District.*

Population

1. Nagpur	..	215,165
2. Kamptee	..	20,787
3. Ramtek	..	8,939
4. Khapa	..	8,115
5. Kalmeshwar	..	4,665
6. Umrer	..	17,913
7. Mowar	..	5,206
8. Saoner	..	7,969
9. Katol	..	10,900

Chanda District.

1. Chanda	..	28,138
2. Warora	..	9,811

Wardha District.

1. Wardha	..	19,571
2. Arvi	..	16,293
3. Deoli	..	6,209
4. Hinganghat	..	22,601
5. Pulgaon	..	7,845

Chhindwara District.

1. Chhindwara	..	17,080
2. Pandhurna	..	11,570
3. Sausar	..	5,919
4. Seoni	..	16,081

Betul District.

1. Betul	..	9,614
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Jubbulpore District.

1. Jubbulpore	..	104,317
2. Sehora	..	5,764
3. Murwara	..	21,959

Saugor District.

1. Saugor	..	39,822
2. Deori	..	5,638
3. Etawah	..	7,430
4. Khurai	..	6,951
5. Damoh	..	20,728

Mandla District.

1. Mandla	..	7,957
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Hoshangabad District.

1. Hoshangabad	..	12,332
2. Harda	..	16,031
3. Seoni-Malwa	..	6,410
4. Pachmarhi	..	1,437
5. Sohagpur	..	8,141
6. Itarsi	..	11,787
7. Narsinghpur	..	11,077
8. Gaderwara	..	9,077
9. Chhota Chhindwara	..	3,671

Nimar District.

1. Khandwa	..	34,622
2. Burhanpur	..	44,066

Raipur District.

1. Raipur	..	45,390
2. Dhamtari	..	11,505

Drug District.

1. Drug	..	13,172
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Bilaspur District.

1. Bilaspur	..	25,735
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Bhandara District.

1. Bhandara	..	16,738
2. Tumsar	..	10,061
3. Pauni	..	12,525
4. Gondia	..	14,957

Balaghat District.

1. Balaghat	..	9,605
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Amraoti District.

1. Amraoti town	..	46,832
2. Amraoti Camp	..	10,268
3. Ellichpur City	..	28,592
4. Ellichpur Civil Station	..	9,799
5. Anjangaon Surji	..	11,597
6. Morsi	..	9,988
7. Warud	..	10,038
8. Badnera	..	15,000
9. Daryapur	..	11,619

Akola District.

1. Akola	..	47,632
2. Akot	..	18,693
3. Karanja	..	16,615
4. Basim	..	14,409
5. Murtizapur	..	11,541
6. Balapur	..	11,245

Buldana District.

1. Buldana	..	7,504
2. Khangaon	..	23,462
3. Shegaon	..	14,699
4. Malkapur	..	17,565
5. Jalgaon	..	10,463
6. Mehkar	..	7,009
7. Chikhli	..	7,041
8. Nandura	..	11,212

Yeotmal District.

1. Yeotmal	..	20,867
2. Wu	..	12,567
3. Digras	..	9,398
4. Darwah	..	9,661
5. Pandherkawda	..	7,577
6. Pusad	..	9,862

List of Notified area committees in the Central Provinces and Berar.

		Population
1. Ballarpur	.. Chanda	.. 5,737
2. Sindi	.. Wardha	.. 6,883
3. Betul Bazar	.. Betul	.. 5,378
4. Multai	.. Do.	.. 5,513
5. Bamora	.. Saugor	.. 1,829
6. Pohar Pipria	.. } Hoshangabad	.. { 3,968
7. Kareli Ganj	.. }	.. { 2,316
8. Bhatapara	.. Raipur	.. 7,974
9. Champa	.. }	.. { 1,358
10. Kota	.. } Bilaspur	.. { 3,915
11. Mungeli	.. }	.. { 6,665
12. Wara Seoni	.. Balaghat	.. 5,449
13. Chandur Railway	.. } Amraoti	.. { 7,094
14. Chandur Bazar	.. }	.. { 5,804
15. Shendurjana-Malakpur	.. } Do.	.. { 8,946
16. Dhamangaon Dattapur	.. }	.. { 9,813
17. Telhara	.. Akola	.. 6,136
18. Deulgaon Raja	.. Buldana	.. 5,837
19. Umarched	.. } Yeotmal	.. { 7,957
20. Ghatanji	.. }	.. { 3,858

APPENDIX III

*List of Trade Unions and Harijan Sevak Sanghs.***Trade Unions**

1. The Central Provinces and Berar Municipal Employees' Association, Nagpur.
2. The Khamgaon Municipal Employees' Union, Khamgaon.
3. The Raipur Municipal Employees' Association, Raipur.
4. The Sudarshan Sanitary Workers' Union, Nagpur.
5. The Federation of Local Bodies' Employees' Union in the Central Provinces and Berar, Khamgaon.

6. The Amraoti Town Municipal Employees' Union, Amraoti.
7. The Mehkar Municipal Employees' Union, Mehkar.
8. The Municipal Workers' Union, Jubbulpore.
9. The Anjangaon Municipal Employees' Union, Anjangaon.
10. The Shegaon Municipal Employees' Union, Shegaon.
11. The Mahakoshal Local Bodies' Employees' Association' Central Provinces, Jubbulpore.
12. The Bhandara Municipal Employees' Association, Bhandara.

Harijan Sevak Sanghs.

1. The Secretary, Harijan Sevak Sangh, Saugor.
2. The President, Harijan Sevak Sangh, Jubbulpore.
3. The President, Harijan Sevak Sangh, Mandla.
4. The Secretary, Harijan Sevak Sangh, Harda.
5. The Secretary, Harijan Sevak Sangh, Narsinghpur.
6. The Secretary, Harijan Sevak Sangh, Betul.
7. The Secretary, Harijan Sevak Sangh, Balaghat.
8. The Secretary, Harijan Sevak Sangh, Chhindwara.
9. The Secretary, Harijan Sevak Sangh, Bilaspur.
10. The Secretary, Harijan Sevak Sangh, Raipur.
11. The Secretary, Harijan Sevak Sangh, Khandwa.
12. The Secretary, Harijan Sevak Sangh, Gondia.
13. The Secretary, Harijan Sevak Sangh, Chanda.
14. The Secretary, Harijan Sevak Sangh, Buldana.
15. The Secretary, Harijan Sevak Sangh, Akola.
16. The Secretary, Harijan Sevak Sangh, Yeotmal.
17. The President, Harijan Sevak Sangh, Drug.
18. The President, Harijan Sevak Sangh, Nagpur.
19. The President, Harijan Sevak Sangh, Wardha.
20. The President, Harijan Sevak Sangh, Amraoti.

APPENDIX IV

*Tour programme of the Municipal Sweepers' Enquiry Committee,
Central Provinces and Berar, for the months of December 1938,
and January 1939.*

20th December 1938 ..		Arrive Jubbulpore.		
21st December 1938 ..	} /	Halts.	..	Inspections of latrines and localities of sweepers and examining witnesses.
to 23rd December 1938 ..				
24th December 1938 ..	16-21 p.m.	} Leave Jubbulpore	..	Do.
25th December 1938 ..	8.31 a.m.				} Arrive Khandwa.
25th December 1938 ..	}	Halts.	..	Do.
26th December 1938 ..				
27th December 1938 ..	{	8.38 a.m. Leave Khandwa	..	Do.
		13.58 p.m. Arrive Shegaon.		
28th December 1938 ..	{	8.56 a.m. Leave Shegaon.	..	Do.
		12.2 p.m. Arrive Amraoti.		
28th December 1938 ..	}	Halts	..	Do.
29th December 1938 ..				
30th December 1938 ..		{ Leave Amraoti by motor	..	Do.
		} Arrive Yeotmal by motor.		
31st December 1938 ..	}	Halts	..	Do.
1st January 1939 ..				
2nd January 1939 ..		{ Leave Yeotmal by motor	..	Do.
		} Arrive Dhamangaon.		
2nd January 1939 ..	{	6.30 a.m. Leave Dhamangaon.	..	Do.
		11.42 a.m. Arrive Gondia.		
3rd January 1939 ..		Halt.	..	Do.
3rd January 1939 ..		0.47 a.m. Leave Gondia	..	Do.
4th January 1939 ..		4.54 a.m. Arrive Raipur	..	Do.
4th January 1939 ..	}	Halts	..	Do.
5th January 1939 ..				
5th January 1939 ..		Leave Raipur	..	Do.

APPENDIX V

*Witnesses examined by the Committee.***Nagpur**

1. Dr. Tuli, Health Officer, Municipal Committee, Nagpur.
2. Messrs. Page and P. D. Marathe.
3. Jodhalal, Ramcharandas, Hiralal and Jwala Prasad. (Sweepers representatives.)
4. Secretary, Municipal Committee, Umrer.
5. Secretary, Municipal Committee, Wardha.
6. Secretary, Municipal Committee, Chanda.
7. Mr. Valunekar of Wardha.
8. Secretary, Municipal Committee, Hinganghat.
9. Secretary, Municipal Committee, Chanda.
10. Mr. Bhikulal Chandak.
11. Laxman, Sweeper of Chanda.
12. Mr. Phadake, Secretary, Harijan Sevak Sangh, Chanda.
13. Officer in charge Municipal Committee, Mowad.
14. Secretary, Municipal Committee, Nagpur.
15. Secretary, Civil Station Sub-Committee, Nagpur.

Jubbulpore

16. Secretary, Municipal Committee, Saugor.
17. Health Officer, Municipal Committee, Jubbulpore.
18. Mr. S. K. Deshpande, Katni Workers' Union, with three sweepers.
19. Secretary, Municipal Committee, Katni.
20. Secretary, Mahakoshal Local Bodies' Employees' Union, Jubbulpore.
21. Rajendra Prasad Singh and Mr. Pagore.
22. President, Municipal Committee, Jubbulpore.
23. Secretary, Harijan Sevak Sangh, Saugor.
24. Joint Secretary, Katni Workers' Union, Katni.
25. Mr. Nitraj Singh, Secretary, Harijan Sevak Sangh, Narsinghpur.
26. Secretary, Municipal Committee, Seoni.

Khandwa

27. Mr. T. P. Rawat, Secretary, Municipal Committee, Hoshangabad.
28. Secretary, Harijan Sevak Sangh, Betul.
29. Kashiram Jamadar of Betul.
30. Secretary, Municipal Committee, Khandwa.
31. Sanitary Inspector, Municipal Committee, Khandwa.
32. Secretary, Harijan Sevak Sangh, Khandwa.
33. Khandwa sweepers (Partu, Bema, Sheodin, Husen and others).
34. Mr. Janardan, Secretary, Municipal Committee, Burhanpur.
35. Mr. G. P. Verma, Secretary, Municipal Committee, Harda.

Shegaon

36. Mr. U. P. Mudliar, Secretary, Municipal Committee, Shegaon.
37. Mr. Yadorao Mudliar, President, Municipal Committee, Shegaon.
38. Sadashiva Gopa.
39. Mr. Chande, President, Trade Union, Khamgaon.
40. Secretary, Municipal Committee, Khamgaon.
41. Sweepers of Buldana. (Two in number.)
42. Gulam Husen, Nursu and one more.

Amraoti

43. Secretary, Municipal Committee, Amraoti.
44. Mr. R. P. Dube, Secretary, Amraoti Sweepers' Union.
45. Secretary, Notified Area Committee, Shendurjana.
46. Secretary, Municipal Committee, Ellichpur City.
47. Secretary, Municipal Committee, Ellichpur Camp.
48. Secretary, Municipal Committee, Akola.
49. Mrs. Patwardhan, Secretary, Harijan Sevak Sangh, Amraoti.
50. Municipal Committee's School Inspector, Amraoti.
51. President, Municipal Committee, Amraoti.
52. Secretary, Harijan Sevak Sangh, Akola.
53. Secretary, Anjangaon Municipal Employees' Union.

Yeotmal

54. Mr. B. L. Navlekar of Pandharkawada.
55. Secretary, Harijan Sevak Sangh, Yeotmal.
56. Secretary, Municipal Committee, Yeotmal.
57. President, Municipal Committee, Yeotmal.
58. Sweepers of Yeotmal.
59. Secretary, Municipal Committee, Pandharkawada.

Gondia

60. Secretary, Municipal Committee, Balaghat.
61. Secretary, Harijan Sevak Sangh, Balaghat.
62. President, Municipal Committee, Gondia.
63. Sweepers of Gondia (Ramprasad and Ghatain).
64. Raghunath Mehtar, Bhandara.
65. Sakharam Palsudkar of Gondia (Sweepers' representative).

Raipur

66. Health Officer, Municipal Committee, Raipur.
67. Mr. Murlidhar, Secretary, Municipal Committee, Raipur.
68. W. N. Sharma, Secretary, Municipal Committee, Drug.
69. Mr. Pyarelal Singh, President, Municipal Committee, Raipur.
70. Secretary, Municipal Committee, Bilaspur.
71. Secretary, Harijan Sevak Sangh, Bilaspur (Mr. Bhawe).
72. Sweepers of Raipur (Padam, Danla, Jagam Billi.)

APPENDIX VI

Byelaws of the Bilaspur Harijan Municipal Employees' Co-operative Society, Ltd.

I.—PRELIMINARY

The name of the society is Bilaspur Harijan Municipal Employees' Co-operative Society, Limited, and its registered office is at Bilaspur.

2. The objects of the society are to encourage thrift by enabling the borrowing members to save part of their income in a safe and convenient way with the prospect of a fair profit and to redeem old debts and to prevent indebtedness by making loans available on reasonable terms and to improve the material and moral condition of the borrowing members.

II.—FUNDS

3. Funds may be raised—

- (1) By subscriptions and shares.
- (2) By loans and deposits.
- (3) By donations and entrance fees.

4. The amount of capital to be raised by the sale of shares shall not exceed Rs. 3,000 for the present. The nominal value of such share shall be Rs. 10. Out of the authorised capital not more than half the capital shall be held by non-borrowing members hereinafter described.

5. (a) Deposits and loans may be received for fixed periods at such rates and to such an amount as may be determined by the managing committee provided that the total of loans and deposits shall never exceed three times the paid-up share capital plus the reserve fund.

(b) The Society shall not accept loans or deposits except with the previous sanction of the Registrar.

6. The funds of the society when not utilized shall be invested or deposited as required by section 32 (1) (a), (b) or (d) of the Co-operative Societies Act.

III.—MEMBERSHIP

7. (a) The membership shall be divided into two classes—

- (1) Borrowing members.
- (2) Non-borrowing members.

(b) (i) The borrowing membership shall be open to municipal employees of the Bilaspur municipal committee, who shall empower

the municipal committee to make deductions on account of the instalments of loans, monthly subscriptions and other dues for payment to the society.

(ii) Non-borrowing membership shall be open to the persons interested in the promotion of the welfare of these menials in the co-operative manner.

8. No person shall be a member unless—

- (i) His written application for membership has been approved by the two-thirds of total members of managing committee subject to the confirmation of the general meeting.
- (ii) He has paid an entrance fee of rupee one.
- (iii) He has either purchased at least one share or paid his first monthly subscription under byelaw 13.

Members who signed the original application for registration are exempt from byelaw 8 (1).

9. Every duly elected member shall sign his name in the byelaws of the society, and to accept the rights, obligations and responsibilities of membership as defined in these byelaws.

10. Any member may withdraw from society at any time after giving two months' notice to the Managing Committee, provided that he is not in debt to the Society (or surety for another member who is in debt to it).

11. A member of the society may be expelled by vote of General Meeting :—

- (1) If he is a persistent defaulter.
- (2) If he wilfully deceives the society by a false statement.
- (3) If he is a bankrupt or legally disabled.
- (4) If he is criminally convicted.
- (5) If he intentionally does any act likely to injure the credit of the society.
- (6) If he fails for three successive months to pay his monthly subscription.

Expulsion may involve the forfeiture of all shares held by him.

12. A person ceases to be a member—

- (1) On death.
- (2) On acceptance of his resignation by the Managing Committee.
- (3) On expulsion.
- (4) On the transfer or forfeiture of all the shares held by him.
- (5) In case of borrowing members when he ceases to be in the employment of the Bilaspur municipal committee.

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IV.—SHARES AND SUBSCRIPTIONS

13. Every borrowing member shall be required to pay to the society a monthly subscription at the following rates according to his pay excluding allowance, if any, payable to him by the municipal committee :—

Pay	Subscription
	Rs.
Rs. 1 to 12 ..	1
Rs. 13 to 22 ..	2
Rs. 23 to 30 ..	3
Rs. 31 to 40 ..	4
Rs. 41 to 50 ..	5

In exchange for each subscription paid, he will receive a receipt ticket. As soon as he has acquired tickets worth Rs. 10 he may produce them before the Secretary who will cancel them and issue to him a share certificate for one Rs. 10 share. The certificate will be dated and will rank for dividend.

14. In addition to the shares purchased from the monthly subscriptions any member is at liberty to apply to the Managing Committee for further shares and to pay for them in a single cash payment provided that no non-borrowing member shall individually hold more than 10 shares.

15. The liability of a member is limited to the nominal value of the shares held by him.

16. A member may transfer his share or shares after holding them for one year to another member with the approval of the Managing Committee. The transfer is not complete until the name of the transferee has been entered in the Share Transfer Register, and such fee as the Managing Committee may prescribe for effecting the transfer has been paid.

17. A share certificate bearing a distinctive number shall be issued for each share subscribed.

18. In the event of membership ceasing under byelaw 10 or 12 the part value of the shares held by a member after deducting any amount due by him to the society shall be paid to him within six months from the date of the cessation of membership.

19. Any member of the society may by a writing under his hand deposited with the society nominate any person (other than a servant or officer of the society) to whom the whole or any part of his interest in the society should be transferred in the event of his death. A fee of two annas per share will be charged for recording such nominations and any subsequent revocation or variation.

20. On the death of a member the amount standing to his credit by way of shares or dividends or subscription shall subject to deductions on account of his liabilities, be paid to his heir nominated by him, or in the absence of such nominee, to such person as may appear to the Committee to be entitled to receive the amount as heir or legal representative of the deceased member on his executing a deed of indemnity to the society. The deposits of the deceased may be withdrawn by such heir only if the period of deposits has expired.

V.—GENERAL MEETINGS

21. The annual general meeting shall be held during the month of December after the annual audit.

22. The functions of the Annual General Meeting are—

- (1) To elect a President for the ensuing year, whose duty shall be to preside at General Meetings, to supervise the administration of the society generally and to summon through the Secretary, General Meeting, whenever necessary.
- (2) To appoint persons to audit the accounts of the society during the ensuing year and to fix their remuneration.
- (3) To elect four members of the Managing Committee for the ensuing year and to appoint a Secretary and Joint Secretary if necessary and to fix their remuneration.
- (4) To receive from the Managing Committee the balance sheet of the last year and to sanction the distribution of the profits.
- (5) To consider any communication or audit memorandum that may have been received from the Registrar or any other business duly brought forward.
- (6) To sanction admission of members.
- (7) To consider appeals against the orders of the Managing Committee in matters in which the power of receiving appeals has been specifically reserved by the General Meeting, and generally to exercise supreme authority in any matter relating to the work of the society.

23. A special General Meeting can be summoned by the President or by a majority of the Managing Committee, whenever he or they think fair and must be summoned on a requisition from the Registrar, or from 25 ordinary members.

24. In the case of an Annual General Meeting 14 days' notice and in the case of a special General Meeting seven days' notice, shall be given. The notice shall specify the date, hour and place of the meeting and business to be transacted.

25. With the permission of two-thirds of the members at a General Meeting, any member may bring forward a proposal not mentioned in the notice convening the meeting, provided such proposal does not relate to the expulsion of a member or alternation of a byelaw.

26. The President shall have a casting vote in addition to his ordinary vote.

27. Each member shall have one vote. Voting by proxy shall not be allowed.

28. In order to constitute a quorum for the General Meeting at least two-thirds of the borrowing members shall be present. For adjourned meetings no quorum shall be necessary.

VI.—MANAGING COMMITTEE

29. (1) The management of the society shall be carried on by a Managing Committee, consisting of three members holding office *ex officio*, namely—

- (1) President,
- (2) Secretary,
- (3) Joint Secretary, and
- (4) Members elected at the Annual General Meeting.

The Chairman of the Committee shall be the President elected under byelaw 22.

(2) The committee may elect its own Vice-Chairman. Each member shall have one vote.

30. Subject to the byelaws and the resolution passed at a General Meeting, the Managing Committee shall have full authority to carry on the business of the Society. It shall meet for the transaction of the business not less often than once a month. Four members shall form quorum.

31. Vacancies among the elected members of the Managing Committee from death or any other cause shall be filled up by the Managing Committee.

32. A committee minute book shall be maintained by the Secretary, in which the names of members present and the proceedings at such meeting shall be recorded. It shall be open to the inspection of all members.

33. No member shall be present or vote on any matter in which he has personal interest.

34. The powers of the Managing Committee shall be—

- (1) To admit new members.

- (2) To appoint, suspend, fine or dismiss all salaried servants of the society, subject to an appeal to the General meeting.
- (3) To appoint treasurer with the approval of Registrar.
- (4) To hear and deal with complaints.
- (5) To deal with applications for loans.
- (6) To supervise and check the accounts.
- (7) To enquire into and take action in cases of default.
- (8) To prepare annual balance sheets.
- (9) To raise loans and deposits on such terms as may be decided upon.
- (10) To institute, defend or compromise legal proceedings.
- (11) Generally to conduct the business of the Society.

35. It shall be the duty of the auditors appointed under byelaw 22 (2) to audit the accounts and documents of the Society quarterly and of the Managing Committee to produce all the requisite books for their inspection. This audit shall be in addition to the audit made by the regular staff of the Registrar.

36. The services of all the members of the Committee shall be gratuitous.

37. The Managing Committee shall control the Secretary whose duties shall be—

- (1) to carry on the correspondence of the Society and to maintain all the books, accounts and registers ;
- (2) to receive applications for loans, withdrawals of deposits, etc., and to lay them before the Managing Committee, and to prepare receipts and vouchers ;
- (3) to receive and disburse money on behalf of the society under orders of the Managing Committee ; and
- (4) to attend to all other business entrusted to him by the Managing Committee.

VII.—LOANS.

38. Any qualified borrowing member wishing to obtain a loan shall forward to the Secretary an application, stating the amount required, the purpose, surety or security offered and the period of repayment desired.

39. A loan may be granted at the discretion of the Managing Committee to any member up to the amount of his and his joint members salaries for three months, subject to a maximum limit of Rs. 200. For each loan two sureties from amongst the members shall be produced.

39-A. It shall be at the discretion of the Managing Committee to lend once only, irrespective of the limit contained in this byelaw, a sum which in the opinion of the Committee will suffice to pay off any existing debt contracted prior to admission into the society.

40. Loans shall ordinarily be repayable in not more than 12 monthly instalments. But the Committee may if it thinks fit (for reasons to be recorded) extend it to a longer period not exceeding 18 months. The usual monthly subscriptions shall be payable in addition to the instalments.

41. Loans may be granted on a mortgage of unencumbered immovable property or on an assignment of an insurance policy, the surrender value of which covers loan.

42. Interest on loans shall be $12\frac{1}{2}$ annas per cent per month (equivalent to $1\frac{1}{2}$ pies per rupee) and to Rs. 9-6-0 per annum.

On loans taken before the 16th of a month interest for the full month shall be charged and those taken on or after the 16th, interest for half of that month shall be charged.

43. On overdue loans interest shall be charged at 18 per cent per annum from the date of default.

44. When a member takes a loan from the Society or becomes surety under byelaw 41 he shall undertake not to resign service in the municipal department until his liability is discharged.

45. It is the duty of the Managing Committee to take prompt action for the recovery of overdue loans. The Committee shall be liable jointly and severally for any loss befalling the society on account of any loan or instalment which has been overdue for more than six months *without its permission*, unless in that period a suit has been filed or the case referred to arbitration.

VIII.—DEPOSITS

46. Deposits may be received at any time for fixed period on such conditions as the General Meeting may decide.

IX.—DISTRIBUTION OF PROFITS

47. The distribution of profits shall be decided on at the Annual General Meeting. The balance remaining after carrying 25 per cent to reserve and paying a bonus, if any, to paid servants, shall be available for paying a dividend on shares; dividends will be added to members' subscriptions unless any member applies to have his dividend paid to him.

48. The dividend shall in no case exceed 12 per cent.

X.—RESERVE FUND

49. In addition to the sum prescribed under section 33 of the Act, receipts on account of forfeited shares, fines and donations, unless they have been given for specific purpose shall be carried to reserve.

50. Not less than half the reserve fund shall be invested as the Registrar may direct.

51. Any loss on the year's working may, with the previous sanction of the Registrar, be made good from the reserve fund.

XI.—ACCOUNTS AND RECORDS

52. Accounts and records shall be maintained in the forms prescribed by the Registrar, with such additions as the Managing Committee think necessary. The Chairman and the Secretary shall have power jointly to execute documents, grant receipts and sign share certificates on behalf of the society.

53. Any member of the Society may inspect any of the registers or records during office hours so far as they relate to his own business transactions with the previous sanction of the President in writing.

XII.—AMENDMENT OF BYELAWS

54. Subject to the rules framed by the Local Government, byelaws can be amended, by a resolution of a General Meeting carried by a two-thirds majority of the voters present after sanction of the Registrar, Co-operative Societies, Central Provinces and Berar.

Memorandum of Association of the Pandharkawada Municipal Sweepers' Co-operative House Building Society, Ltd.

We, the undersigned employees of the municipal committee, Pandharkawada, and residents of the same place, beg to apply for the registration of the "Pandharkawada Municipal Sweepers' Co-operative House Building Society, Ltd." and request you to register the proposal in the name of "the Pandharkawada Municipal Sweepers' Co-operative House Building Society, Limited", Pandharkawada.

2. The registered office of the society shall be at Pandharkawada and its area of operation will be limited to the Pandharkawada municipal limits.

3. *Objects.*—The objects of the society are as under :—

- (1) To help members by securing them loans for erecting or acquiring houses, for repairing houses or making suitable modifications or accretions thereto as may be necessary or convenient.

- (2) To build suitable building for personal use for letting them out to members.
- (3) To establish and carry on business of manufacturing or purchasing bricks or other building materials and selling them to members for their own use.
- (4) To encourage thrift, self-help and co-operation amongst the members of the society and to promote their economic interests in accordance with co-operative principles.
- (5) To establish and conduct social, recreative and educational work or institution.

4. *Liability of members.*—The liability of the members of the society shall be limited to three times the face value of the shares held by them.

5. *The Capital.*—The Capital of the Society shall be raised by—

- (1) issue of shares,
- (2) raising loans,
- (3) acceptance of deposits,
- (4) creation of any other fund out of profits.

We have read and understood the byelaws of the society and we agree to abide by them. We further agree to purchase the number of shares specified against our names.

Name of member	Age	Residence and occupation	Number of shares to be purchased	Signature
Dhoundu Isri	.. 42	Pandharka w d a Munici p a l S e r v i c e (sweeper).	1	(sd.) Dhoundu Isri.
Budhu Maiku	.. 45	Do. ..	1	(sd.) Budhu Maiku.
Hira Isri	.. 58	Do. ..	1	(sd.) Hira Isri.
Nau Kawana	.. 30	Do. ..	1	(sd.) Nau Kawana.
Pardesia	.. 30	Do. ..	1	(sd.) Pardesia.
Kalla Chatu	.. 35	Do. ..	1	(sd.) Kalla Chatu.
Ganeshia Maiku	.. 35	Do. ..	1	(sd.) Ganeshia Maiku.
Bilasia Chothu	.. 30	Do. ..	1	(sd.) Bilasia Chothu.
Sakroo Bajrang	.. 28	Do. ..	1	(sd.) Sakroo Bajrang.
Sitaram	.. 25	Do. ..	1	(sd.) Sitaram.

To

The PRESIDENT,
Municipal Committee,
Pandharkawada.

Sir,

We, the undersigned municipal sweepers, beg to bring to your kind notice that with a view to construct sweepers' quarters for our own use, we have agreed to form a co-operative society and propose to borrow the necessary amount from the Central Co-operative Bank, Yeotmal. We learn that a plot has been allotted by Government for this purpose and by constructing buildings on that plot we would be better housed and we would have a right to use decent buildings. The buildings would continue to be our property and in case of our death or resignation or dismissal the property would be transferable to some one who is a member of the society or in his absence to a municipal sweeper. If no purchaser is found the owner of the building would be entitled to recover rent from the occupier who would always be a municipal sweeper. If the rent is not recoverable the person constructing the building would be at liberty to dispose of the materials, provided that the dues over the building have been fully paid.

We agree that if an advance is made by the Central Bank we would be willing to get our instalment deducted from our pay by the secretary, municipal committee, and as agreed to by the Managing Committee and further agree that all the dues would be paid within 10 years of the advance made.

We hope that your honour would be pleased to inform the Central Bank about this and take all such steps in the matter which would facilitate the recovery of the amount due from us. If necessary a resolution of the municipality agreeing to the proposal may be passed and intimation may be sent to the Central Bank.

We have every hope that your honour would be pleased to approve the proposal.

We beg to remain,

Sir,

Your most obedient servants.

DHONDU ISRI.
BUDHU MAIKU.
HIRA ISRI.
NAW KAUNA.
PARADESIA.
KALLA.
GANESHIA MAIKU.
BILASIA CHOTHU.
SAKROO BAJRANG.
SITARAM.

Pandharkawada.

From

B. L. NAVLEKAR,

Pleader,

Pandharkawada.

To

The CHAIRMAN

Central Co-operative Bank.

Yeotmal.

Pandharkawada, the 6th November 1937.

SUBJECT—*Formation of Municipal Sweepers' House Building Co-operative Society*

SIR,

I have great pleasure in forwarding a proposal for the organization of Municipal Sweepers' Co-operative House-Building Society herewith. The main difference in the present society and the one, I am forwarding is that in this case the sweepers would not be the owners of the plots. They would only be the owners of houses and materials.

For this reason the maximum advance to a member would not be more than Rs. 150. Sweepers get Rs. 10 to Rs. 12 per month and in one family there are two or three earning members and so we would be getting, say, Rs. 4 per house per month. In any case the amount would be recovered within 10 years. In case of death or resignation or dismissal we are providing that the municipality should rent out the building to another municipal sweeper and the sweeper should be charged rent equal to the instalment payable and in this way we would be recovering the amount without any hitch. The Municipal President is agreeable to the proposal.

Unless some such thing is done the sweepers will continue to be housed in bad and unhealthy quarters. Is it not high time that the educated classes should do for housing this class of persons!

I hope that taking all factors into consideration you would agree to forward the proposal for registration.

I have the honour to be,

Sir,

Your most obedient servant,

B. L. NAVLEKAR.

**BYELAWS OF THE PANDHARKAWADA MUNICIPAL
SWEEPERS' CO-OPERATIVE HOUSE-BUILDING
SOCIETY, LIMITED, PANDHARKAWADA**

1. Name, office and objects .—This society shall be called “ The Pandharkawada Municipal Employees’ Co-operative House-building Society, Limited ”.

2. The registered office of the society shall be at Pandharkawada, taluq Kelapur, district Yeotmal.

3. In these byelaws unless there is anything repugnant in the subject or context :—

(a) “ Act ” means the Co-operative Societies Act, II of 1912, or any other Act that shall hereafter take its place.

(b) “ Rules ” means the rules for the time being in force under the Act.

(c) “ Society ” means the Pandharkawada Municipal Employees’ Co-operative House-Building Society, Limited, Pandharkawada.

(d) A “ Member ” means a person joining in the application for registration of the society or a person who is admitted as a member of the society in accordance with these byelaws.

(e) The “ Registrar ” means a person appointed under the Act to perform the duties of Co-operative Societies in the Central Provinces and Berar.

4. The objects of the society are :—

(1) To help members by securing loans for erecting or acquiring houses redeeming mortgages or houses made in favour of outside creditors and for repairing houses or making suitable modifications or accretions thereto as may be necessary or convenient.

(2) To build suitable buildings for personal use or for letting them out to members.

(3) To acquire land by purchase or by lease or otherwise for erecting dwelling houses for the society or members.

(4) To establish and carry on business of manufacturing or purchasing bricks or other building materials and selling them to members for their own use.

(5) To encourage thrift, self-help and co-operation amongst members of the society and to promote their economic interest in accordance with co-operative principles.

(6) To establish and conduct social, recreative and educational work or institutions.

7. Business.—The business of the society shall be circumscribed as under—

- (a) Subject to such limits as the Registrar may impose from time to time on its maximum borrowing powers and the maximum rate of interest to be paid on its borrowing, the society may raise money by receiving deposits either from members or non-members or by borrowing by opening current accounts, or by mortgaging lands, buildings or other property of the society, or of members, or by such other means as the managing committee may deem expedient provided that :—
- (1) The issue of bonds or debentures by the society shall be subject to such conditions as the Registrar may prescribe.
 - (2) The total borrowings shall not exceed twelve times the paid up share capital and reserve and other funds of the society.
- (b) The society may lend money to its members only on such terms and conditions as it thinks fit provided that the rate of interest to be charged on loan shall be determined within the maximum limit sanctioned by the Registrar,
- (c) The society may invest its funds in accordance with section 32 of the Act, II of 1912, or under relative provisions of any other Act that may hereafter take its place.
- (d) The society may accept donations, subscriptions or contributions.
- (e) To sell, lease or dispose of otherwise, deal with the whole moveable and immoveable property and assets of the society or any part or any interest thereon.
- (f) To encourage thrift, self-help and co-operation among the members of the society and to promote their economic interest in accordance with co-operative principles.

8. Capital.—The authorized share capital of the society would be of Rs. 1,000, divided into 100 shares of Rs. 10 each. The amount of share or shares shall be paid in lump sum or in the manner laid down by the managing committee. No increase of the share capital shall be made unless it is approved of by the members at a special general meeting and sanctioned by the Registrar.

9. Membership (a).—The membership of the society shall be open to persons above the age of 18 years and who are in receipt of monthly income from the Pandharkawada municipal committee as its paid servants, either in municipal office or in the institutions under the direct control of the municipal committee.

(b) The members shall consist of :—

- (1) Those who are approved of and admitted by the managing committee of the society.

(2) Those who have subscribed to the application for registration.

10. The value of the member's interest shall be the face value of the shares held by him together with the amount of any deposit made with or loans advanced to the society by him and any interest due on such deposits or loans *minus* any sums due from him to the society.

11. (a) Applications for membership shall be made in writing to the secretary in the form prescribed by the managing committee.

(b) Every member shall purchase at least one share of Rs. 10 and shall pay an entrance fee of Rs. 3 each.

(c) After approval of his application and election a member shall be deemed to have accepted all the obligations and responsibilities as laid down in these byelaws.

12. (a) Loans may be granted to members for the construction, repairs, purchase or redemption of houses, land, wells or their appurtenances but no member can claim loans as of right.

(b) The principles to be observed in granting the initial loan to members for building purposes shall be that the member shall supply his own plot of land in addition to his subscribed share capital and that the society may then give loan to the extent of five times the face value of the share held by him; but a member who can supply security in the shape of a building or any other suitable assets approved of by the managing committee may be given necessary financial help, provided that he purchases shares of the face value equivalent to not less than eighth of his borrowing. Roughly the ratio between a member's investment (consisting of the share capital and the value of the plot, etc.) and the loan, exclusive of the amount of shares purchased from the society should be 1 to 4.

(c) Before sanctioning a loan the managing committee shall require a mortgage of immovable property or the hypothecation of securities or the life insurance policies (the ~~last~~ to the extent of three-fourth of their surrender value or any other fund or savings which could lawfully be hypothecated) approved of for the purpose.

(d) No member shall at any time be indebted to the society as a principal debtor to the extent of more than two thousand rupees.

13. (a) For the recovery of any debt due to the society from a member, the society shall have the first lien on any shares, debentures, deposits or loan, fund, or loan stock standing in the name of the said member and may set off any sum credited thereon in or towards the payment of such debt.

(b) No dividend or interest on debenture, etc., shall be paid in cash to a member who is indebted to the society but the sum due to him shall be credited to his loan account.

14. (a) A member taking a loan from the society shall effect in its favour a usufructuary mortgage of his plot and the building erected or to be erected thereon together with all the appurtenances and annexations, present and future, as a security for the loan. Such a member shall also execute an agreement in favour of the society stating that the society is authorized to receive directly from the municipal committee a fixed portion of his salary as determined by the managing committee from time to time and an approval of the municipal committee to the arrangement so arrived at and in case recovery is made impossible in this manner the member shall execute an agreement that within one month of the completion of the building he would agree to pay a monthly rent for the building occupied by him representing one per cent of the loan advanced to him.

(b) Property mortgaged to the society can be redeemed at any time on payment of the entire dues to the society.

15. **Cessation.**—Membership shall cease by death, resignation, transfer of shares or expulsion from the society or forfeiture of interest.

16. **Penalty, forfeiture, or eviction.**—(a) If a member fails to pay his monthly instalment of rent punctually, *i.e.*, before the 10th of every month in advance and in the case of the member in whose case the municipality has agreed to deduct his pay per month according to the recommendation of the managing committee if the members' instalment is not credited within three days of the receipt of his pay from the municipality he shall be required to pay interest at double the rate charged on loans during the period of default.

(b) If a member fails to pay three successive instalments or if the municipality fails to credit the amount due from the member for three successive months, or if he fails to abide by the rules made by the managing committee in respect of lease money or instalment as the case may be, the managing committee may require him to vacate the building or the plot within 15 days from the issue of notice to quit. The houses or plots when vacated may be rented or leased out to any one preferably a member of the society, the rent being credited to the defaulter's account.

17. (a) A member may be evicted from the building or plot and expelled from the society by the managing committee for any of the following reasons :—

- (1) Dishonest dealings with the society.
- (2) Habitual default in payment of rent or other instalments
- (3) Grave misconduct.
- (4) Neglect of building premises.
- (5) Insanitary habits.
- (6) Disgraceful behaviour.
- (7) Bankruptcy.

18. (a) Transfer of the building or of the plot erected partly or entirely from the society's loan shall be made with the previous notice to and the sanction of the society. No transfer shall be recognized unless it is registered. A transferee shall not be a member unless he is elected under these byelaws and his transfer is approved by the managing committee.

(b) In case a member desires to dispose of the building erected from the society's loan, after redemption of the mortgage with the society, the society shall have a right of pre-emption.

(c) Upon any transfer of a share or a building, a fee of a rupee and rupees five, respectively, shall be charged by the society. No transfer shall be recognized unless prescribed fee as stated above is paid.

(d) A member may nominate his successor to share or interest in the society in case of his death on payment of registration fee of annas eight. In the absence of nomination, the interest will vest in his legal representative.

(e) If a member does not wish to occupy the house built by him, the society will rent it to some body else, preferably a member and credit the house rent to his account. This clause will operate if the instalments sanctioned by the managing committee and agreed to by the member and the municipal committee are not received by the society as per agreement. If the instalments are being paid regularly the member would be at liberty to rent the house to any one preferably a member and receive the rent for himself if he permits the receipt of the rent to be recovered by the society as in that case he would be reducing his liabilities to that extent.

19. **Dispute.**—All disputes arising between a member or past-member or any person claiming through a member or past-member and the society or any officer thereof shall be dealt with as provided by arbitration rules framed under the Act.

20. **General meetings.**—The managing committee may convene general meeting whenever they think fit, but they shall convene them also upon receiving written requisition of not less than ten members. Any requisition by members shall express the object of the meeting proposed to be called and shall be sent to or left at the registered office of the society.

21. The supreme authority shall vest in the general body consisting of the members of the society. The annual general meeting of the society shall be held once a year on any convenient day before the 31st of October.

22. Upon the receipt of any such requisition the managing committee shall forthwith convene a general meeting and if they neglect to give notice convening such meeting within a fortnight from the receipt of such requisition the requisitionists may themselves by a notice signed by at least six of them convene a meeting for the objects so specified.

23. At least seven days' notice of every general meeting specifying the day, place and hour of the meeting and the objects and business thereof shall be given. The non-receipt by a member of the notice of any general meeting shall not affect the validity of the proceedings of the meeting.

24. Every notice of a meeting convened by the managing committee shall be signed by the chairman or secretary or such officer appointed by the managing committee in that behalf.

25. Except with the permission of the chairman of the meeting no business other than what has been specially mentioned in any notice convening a meeting shall be transacted.

26. One-fifth of the total membership of the society or seven whichever is lesser shall form a quorum at every general meeting.

27. If within one hour from the time appointed for the meeting a quorum is not present, the meeting if convened upon a requisition of members shall be dissolved. In any other case, it shall stand adjourned to such other time and date not earlier than fifteen days and not later than a month from the date on which it has convened, as the members present at such meeting may determine. For an adjourned meeting no quorum shall be required.

28. All general meetings shall be presided over by the chairman, and in his absence by the vice-chairman, if any. In the absence of both the members present shall elect one from amongst themselves.

29. The chairman with the consent of the majority of members present at any meeting may adjourn the same from time to time, but no business shall be transacted at any adjourned meeting other than the business left unfinished at the meeting adjourned.

30. Every member shall have one vote irrespective of the number of shares held by him. Votes shall be given in person only.

31. Except as otherwise provided, every resolution submitted to a meeting shall be decided by a majority of votes, and in case of an equality of votes, the chairman shall have a casting vote.

32. A declaration by the chairman of any meeting that a resolution has been carried or lost upon a show of hands shall be conclusive, unless a poll is demanded by any member immediately upon the declaration of the result of the show of hands. If a poll is demanded it shall be taken in such manner as the chairman directs and the result of the poll shall be deemed to be the resolution of the meeting at which the poll is demanded.

33. The functions of the annual general meeting shall be—

- (1) To pass orders on the annual report submitted by the managing committee.

- (2) To elect the chairman, vice-chairman, if so deemed necessary, secretaries not more than two, supervisor of buildings and members not more than three to constitute the managing committee as required by byelaw 34.
- (3) To pass byelaws of the society or amendments thereto.
- (4) To fix the maximum limits of borrowings in the form of deposits, loans and debentures for the year.
- (5) To determine the distribution and appropriation of profits subject to byelaw 45.
- (6) To transact any other business of the society.

34. Managing committee.—Subject to the control of the general body the business of the society shall be carried on and managed by the managing committee which shall consist of—

- (1) the chairman,
- (2) not more than two vice-chairmen,
- (3) not more than two secretaries,
- (4) the supervisor of buildings, and
- (5) not more than three elected members.

35. The managing committee shall have and exercise all such powers, enter into such arrangements, make all such arrangements, take all such proceedings, and do all such due management of the affairs of the society and for the carrying out of the affairs of the society and for the established and for securing and furthering the interests subject to the provisions of the Act and rules which may be passed by the Local Government in pursuance of the said Act and subject to any byelaws which may be duly made by the said society.

36. Without prejudice to the general powers conferred by these byelaws, the managing committee shall have the following powers and duties :—

- (a) With the previous sanction of the members given at a general meeting to increase from time to time the share capital of the society.
- (b) To allot so many of the shares as are unsubscribed on payment of full amount thereof to such persons as they in their absolute discretion shall think fit.
- (c) With the previous sanction of the Registrar to purchase, buy, take on lease, or otherwise acquire any building or land (whether free-hold, lease hold or otherwise) from any person with or without a house or houses, buildings thereon and to erect, construct and build or alter any building or buildings for the purpose of an office or as a residence for any person in the employ of the society and to pay for such land and buildings whether purchased, leased, acquired, or built or constructed by the society either in cash or otherwise.

- (d) To purchase all furniture and other things necessary for any office and residence with all things which the managing committee may deem necessary or convenient for carrying on the business of the society.
- (e) To raise or borrow such money as may be required from time to time for the purposes of the society in accordance with and subject to the provisions of these byelaws and the Act and the rules made thereunder.
- (f) To undertake on behalf of the society the payment of all rents and the performance of all convenient conditions and agreements contained in, or reserved by, any lease that may be granted or assigned to, or otherwise acquired by, the society.
- (g) To insure and keep insured all or any of the building goods, or other property or any securities of the society either separately or conjointly for such period and such extent as the managing committee may think fit and to sell, assign, surrender, or discontinue any policies of insurance of their powers.
- (h) Subject to byelaw 12 to lend moneys to members of the society, to fix the terms of loans and amounts of security of mortgage required from members.
- (i) To execute all agreements, deeds, contracts, extracts, receipts and other documents that may be necessary or expedient for the purposes of the society.
- (j) To consider cases of overdue loans and pass orders thereon making such arrangements as may be necessary to provide against loss.
- (k) To appoint, dismiss, suspend or otherwise punish any officer, clerk, or menial servant of the society, to fix their remuneration, give increments to them and keep such staff, temporary or permanent and on such remuneration as they may deem necessary.
- (l) To appoint an auditor and an engineer and a supervising officer and if not available to render honorary service to fix their remuneration.
- (m) To compromise any debt, or claim or refer the same to arbitration or to give time for payment of any debt.
- (n) To commence, institute, prosecute and defend all such actions and suits as the managing committee may think necessary or proper to bring or defend and compromise and submit the same to arbitration.
- (o) To invest the funds of the society in accordance with section 32 of the Act.
- (p) To transfer by sale, mortgage, lease, hypothecation or otherwise by registration or endorsement any property belonging to the society.

- (q) To fix the rates of interest on deposits, debentures, loans, cash credits, and the amount of subscription and contributions.
- (r) To inspect and direct the business of the society and to act on its behalf in all matters pertaining to it.
- (s) To approve plans and estimates of buildings proposed and submitted by the members.
- (t) To call general meetings of the society as often as may be necessary and to submit an annual report to the annual general meeting, the annual balance sheet, profit, and loss statement duly audited up to the previous 29th June, to submit a budget and a brief report on the previous year's working.
- (u) To manage the affairs of the society in such a way as not to encourage commercial or profit making spirit amongst the members.

37. The managing committee is authorized to delegate all or any of the powers to the chairman, vice-chairman, if any, or the secretaries or secretary of the society.

38. The chairman and in his absence the vice-chairman shall preside over all the meetings of the managing committee. In the absence of both, the members present shall elect from amongst themselves a chairman of the meeting.

39. The managing committee may meet and adjourn as often as may be necessary and shall have power to fill up vacancies caused during the year. Questions arising at any meeting shall be determined by a majority of votes of the members present and in case of equality of votes, the chairman shall have a second or a casting vote.

40. The acts of the managing committee notwithstanding any vacancy caused therein shall be as valid as if no such vacancy had existed.

41. The quorum at a meeting of the managing committee shall consist of four members. For an adjourned meeting, there shall be a quorum of three members.

42. The proceedings of all general meetings and the meetings of the managing committee shall be recorded in the minute book specially kept for the purpose. All these minutes shall be signed by the person who shall have presided as a chairman at the general or special meeting or the meeting of the managing committee at which the business minuted shall have been transacted and all minutes purporting to have been signed by the chairman of the special or general meeting of the managing committee shall for all purposes whatever be *prima facie* evidence of the actual and regular transaction

of occurrence of the proceedings and other matters purporting to have been so recorded and of the regularity of the meeting at which the same shall appear to have taken place and of the chairmanship and signature of the persons appearing to have been signed as a chairman.

43. The following shall be the duties of the secretary :—

- (a) To summon and attend all meetings of the managing committee.
- (b) To record or cause to be recorded the proceedings of all the general or special meetings and the meetings of the managing committee in a minute book.
- (c) To sign on behalf of the society such receipts, deed, instruments, and other documents as the managing committee may empower him to sign.
- (d) To conduct all correspondence on behalf of the society in respect of duties allotted to him.
- (e) Generally to supervise and manage such business of the society as may be entrusted to him by the managing committee under byelaw 37.

44. Seal.—The society shall have a common seal for its purpose and it shall be used by the members of the managing committee.

45. Profits.—(a) 25 per cent of the net profits shall be carried to the reserve fund.

(b) The remaining 75 per cent shall be utilized as follows :—

- (1) In paying dividends not exceeding 9 per cent per annum on the paid up share capital and in distributing bonus to the share holders provided that the dividend and the bonus together do not exceed 12 per cent of the share capital.
- (2) In making provision for bad and doubtful debts.
- (3) In conducting social, recreative and educational work for the benefit of the members or any other common object for their convenience and comfort.
- (4) In granting bonus to the servants and office society for their good work.
- (5) In creating such funds as the annual general m. may decide.
- (6) The balance, if any, be devoted to any object specified in the objects clause, as may be decided in the general meeting.

46. Reserve fund.—Subject to the sanction of the Registrar, the reserve fund shall be available for any of the following purposes :—

- (a) To meet urgent calls of the society the amount being reimbursed as early as possible.
- (b) To cover any other incidental losses.
- (c) To serve as security for deposits, loans and debentures.

47. Notice.—Every member shall be deemed to have notice of every meeting, resolution, or any other matter, if the same is sent to him by post or delivered at the address registered in society's book or any other manner the managing committee may decide in the matter.

48. All notices to be given to the members shall be left at or sent through post to the registered office of the society.

49. Miscellaneous.—All members shall agree in writing to abide by the byelaws of the society, the decisions of the managing body and the resolutions of the general body.

50. Every member shall submit a plan and estimate of his proposed building to the managing committee for approval.

51. Every member shall pay regularly the monthly instalment as agreed and approved by the municipal committee and in the absence of these, the lease money, nazul rent, the municipal taxes and all other charges, dues and cesses failing which the society shall be at liberty to pay and debit them to his account and charge interest at double the rate charged on loans.

52. The money due under clause 51 shall be a charge over the mortgaged property and it shall be included in any award or proceeding that may be started against the member.

53. In granting loans the managing committee shall give preference to the members who do not own houses.

54. Dissolution.—Save as provided in section 39 of the Act, the society may be wound up not earlier than two years from its registration, if three-fourths of the members present at a general meeting specially convened for the purpose agree to it.

55. Amendment of byelaws.—None of the byelaws shall be altered or rescinded and no byelaw shall be added except by a vote of majority of at least two-thirds of the members present at a general meeting. Every alteration, amendment, rescission or addition resolved upon by such majority shall be submitted to the Registrar for his sanction and shall take effect from the date on which the intimation of the Registrar's approval is received.