



Report of the Scavengers' Living Conditions Enquiry Committee State of Bombay



BOMBAY

PRINTED AT THE GOVERNMENT CENTRAL PRESS

Obtainable from the Government Publications Sales Depot, Institute of Science Building, Fort, Bombay (for purchasers in Bombay City), from the Government Book Depot, Charni Road Gardens, Bombay 4 (for orders from the mofussil) or through the High Commissioner for India, India House, Aldwych, London, W.C.2, or through any recognized Bookseller.

Price—Rs. 2 As. 14 or 5s. 3d.

1952

TABLE OF CONTENTS

CHAPTER No.				PAGE
I—INTRODUCTORY	...	...	...	1
II—RESUME OF THE COMMITTEE'S WORK	...	...	...	5
III—HISTORICAL	...	...	...	20
IV—THE SCOPE OF THE COMMITTEE'S WORK	...	...	...	23
V—THE OBJECTIVES	...	...	...	25
VI—ELIMINATION OF THE HAND REMOVAL METHOD	...	...	...	28
VII—ABOLITION OF GHARAKI OR THE CUSTOMARY RIGHTS OF SCAVENGING.				31
VIII—LIVING CONDITIONS	...	...	...	34
IX—IMPROVEMENT IN THE CONDITION OF SCAVENGING WORK	...	...	...	58
X—MINIMUM WAGES	...	...	...	67
XI—OTHER CONDITIONS OF SERVICE	...	...	...	79
XII—EFFECT OF THE PROPOSALS	...	...	...	80
XIII—SOME GENERAL QUESTIONS	...	...	...	85
XIV—CONCLUSION	...	...	...	89
SUMMARY OF RECOMMENDATIONS	...	...	...	91
APPENDICES	...	...	...	101

**REPORT OF THE SCAVENGERS' LIVING CONDITIONS ENQUIRY
COMMITTEE, STATE OF BOMBAY.**

CHAPTER I.

INTRODUCTORY.

1. It is the Bhangi who enables the Society to live. A Bhangi does for society, what a mother does for her baby. A mother washes her baby and the dirt and insures his health : even so the Bhangi protects and safeguards the entire community by maintaining sanitation for it. So said Mahatma Gandhi and no body would deny the truth of this statement. One would therefore expect that the Bhangi should have the same position of honour in society, as the mother has in the family. But what do we actually find ? As the Mahatma further says : "The Bhangi has been the most despised of the Harijans, because his work has been regarded as most degrading".

The result of regarding the work, as degrading and beneath the dignity of any body else except a man or woman of any particular caste or castes, has been that it is being done in a very crude and dirty manner, and the intelligent people devoted no thought to its improvement.

Fortunately however, the unsatisfactory condition of scavenging work in this country began to draw the attention of social workers since the beginning of the present century. The credit of awakening the sanitary conscience of the people and of showing the way of self-help goes largely to Mahatma Gandhi himself, who in 1901 (as then Mr. Gandhi) when he attended the session of the Calcutta Congress under the Presidentship of Sir Dinshaw Wacha, drew the attention of volunteers in charge to the intolerable condition of latrines meant for the delegates and when the volunteers, surprised at his complaint, expressed their inability to do anything in the matter, he himself took the broom in his hand and cleansed the latrine for himself as it was impossible to cope with the whole work. In 1908 again, when he was residing along with his compatriots in the Satyagraha campaign in South Africa, as one family on the Tolstoy Farm, the disposal of night-soil was so arranged, that it was put into a pit and covered with dry earth, which resulted in good manure for the farm.

When Mahatma Gandhi started his Ashram at Sabarmati in 1918, one of the features of the Ashram life came to be that no professional Bhangi was to be employed and latrines with two buckets, one for night-soil which was to be covered with earth and the other for urine and ablution water, were devised and the scavenging work was done by the Ashram people themselves. Necessarily the work became more clean. Then gradually at the time of Congress gatherings which began to swell in numbers, the practice of providing temporary trench latrines, where night-soil was covered with dry earth and the supervision was with volunteers and not with professional caste Bhangis, was gradually built up and has now become a normal feature.

2. The professional caste Bhangi despised on all hands and kept at a distance even by the other Harijans, has in cities and towns come to depend upon scavenging work, as the sole means of his livelihood, and considers the introduction of the flush system as a calamity and not as a deliverance. He has naturally no incentive to improve the quality of the work, and the curse which has befallen him and his caste, he considers as a privilege or a valued monopoly for his caste. Such is the

effect of custom on man. He has little aspiration to enter other professions or occupations and attain a status of social equality. The new born independence of the country has not affected his way of life and method of his work. He has accustomed himself to take out trickling baskets and overflowing pans of night-soil and carrying on his head the contents poured in a bigger basket or drum and is not complaining much about the condition of his work.

3. But things have been gradually moving. Many public workers have realised that the caste Bhangi is a victim of social injustice and in spite of himself he must be relieved of the sole charge of scavenging work and that the methods and impliments of night soil disposal must be improved.

Shri Appasaheb Patwardhan when he was a political prisoner in 1933 in the Ratnagiri Jail, offered Satyagraha in order to get for himself scavenging work in the jail, which till then could be assigned to people of so called "low" castes only and succeeded. He had the intention on coming out of the jail, to work for some time as a regular paid scavenger under some municipality in Ratnagiri District, but found the scavenging work outside the jail too dirty. Lately he has devised the "Gopuri (compost) latrine", which requires no services of the professional scavenger and is eminently suited to the conditions prevailing in the Ratnagiri District.

Shri Vinoba Bhave had been doing regular scavenging work at Surgaon in Wardha Tahsil for a number of years and is under a vow not to use a latrine which is cleaned by a professional caste Bhangi. There are many other names of public workers in Maharashtra and elsewhere, who with a host of volunteers, men and women, participate in voluntary conservancy work periodically or on special occasions, with a view to prove the really noble character of the work.

In all Ashrams, which are being conducted for constructive work on the lines laid down by Mahatma Gandhi, such as at Wedchi and Bardoli in Surat District and at Sewagram, Gopuri (Nalwadi) and Pawnsar in Wardha District, no professional scavenger is employed and the Ashramites themselves manage the work. This is surely an indication of an awakening conscience among the people.

4. The Maharashtra Provincial Harijan Sevak Sangh at its meeting held at Dhulia in West Khandesh District on 30th August 1948 decided to take up in hand two important questions concerning Harijans in Maharashtra, one of which was the question of improving the scavenging work and the lot of the caste Bhangi. This resolution called the present method of scavenging in this country as a blot on humanity, condemned the practice of carrying the night soil on the head and called for a radical change in the method of work, so that it should become a decent kind of work and should also result in the production of valuable manure and thus help the economy of the country. A Committee consisting of Shri Appasaheb Patwardhan, Shri Annasaheb Dastane of Bhusawal, Shri V. N. Barve, Shri Atr Guroji of Jalgaon and others was appointed to make all efforts to in furtherance of the cause.

The Committee met at Poona on 25th February 1949 and formulated detailed suggestions, advocating the use of the Gopuri (compost) latrine devised by Shri Appasaheb Patwardhan, suggesting improvement in the receptacle, the use of the wheel barrows for carrying night-soil etc., the abolition of the monopoly (or rather the curse) of the caste Bhangi, enforcement of compulsory education for Bhangi children up to 14 years, the introduction of creches for the infants of women conservancy workers etc., and appointed a deputation of (1) Shri Appasaheb Patwardhan, (2) Shri Annasaheb Dastane and (3) Shri V. N. Barve, to wait upon the Honourable Ministers for the Departments concerned.

The deputation accordingly met the Honourable Dr. M. D. D. Gilder, Minister for Public Health, the Honourable G. D. Wartak, Minister for Local Self-Government and Honourable G. D. Tapase, Minister for Backward Classes and placed the aforesaid resolution before them and Shri Appasaheb Patwardhan showed wooden model of the Gopuri latrine and explained its working. The Honourable Ministers promised to look into the matter and to examine the working of the Gopuri latrine through the Public Health Department.

5. Even before this Shri H. I. Kalyani, M.L.A. (East Khandesh) a member of this Committee, had moved a resolution in the Bombay Legislative Assembly "recommending to Government to appoint a provincial as well as District Committees having two third of their members from Harijans, especially from the sweeper and scavenger communities, with a view to investigating into and suggesting improvements in the conditions of the services of sweepers and scavengers employed in the municipalities, Notified Areas and town areas". The resolution was debated on 15th October 1947 and again on 6th November 1947. A very interesting discussion took place in which a number of members took part. Ultimately, Honourable Dr. M. D. D. Gilder, the Minister for Public Health, having, at the end of an important speech in which he described the scavengers as "masters of public health", given an assurance to the mover of the resolution in the following words :—

"Now it is true that we have got a Backward Class Board and we have also got Backward Class District Committees. Harijans are certainly a Backward class community and so their conditions can be brought to the notice of both the District Committees and the Provincial Committee. I can assure my honourable friend that the Government is keenly alive to the conditions in which these people work and will consider the matter further, and if it is found that it is necessary to have a special Committee to enquire into the conditions of service of these people, Government will be very much pleased to do so. I hope, Sir, that with the assurance, my Honourable friend who has given rise to a very interesting discussion in which Honourable members have taken part, will see his way to withdraw his resolution." The resolution was then withdrawn.

Shri V. N. Naik's Resolution in the Backward Class Board.

6. Shri V. N. Naik, M.L.A., a member of this committee moved a proposal in the 51st meeting of the Backward Class Board held at Kolhapur on 10th June 1949, which, after discussion, was adopted unanimously. Resolution No. 6— "This Board recommends to Government that a Committee of five or more members be appointed to study and enquire into the living conditions of the scavengers in the Province and to suggest ways and means to improve their present condition of work and to fix their minimum wages". The Resolution was accepted by the Government.

APPOINTMENT OF THE PRESENT COMMITTEE.

7. The present Committee was then appointed by the Government of Bombay as per Government Resolution, No. 8554, Education and Industries Department, dated 1st August 1949, which reads as follows :—

On the recommendation of the Backward Class Board, Government is pleased to appoint a Committee of the persons mentioned below "to study and enquire into the living conditions of the scavengers in this Province and suggest ways and means to improve their present condition of work and to fix their minimum wages":—

1. Shri V. N. Barve (Chairman).
2. Shri F. D. Ghodke, M.L.C., Member.

3. Shri H. I. Kalyani, M.L.A., Member.
4. Shri V. N. Naik, M.L.A., Member.
5. Shri P. L. Majmudar, Member.
6. Shri B. U. Waghela, Member.
7. Shri S. S. Naik, Member.
8. Shri B. N. Rathod, Member.
9. Backward Class Welfare Officer to be nominated by the Backward Class Officer.....Secretary.

Shri P. H. Nanavati, who was then the Backward Class Welfare Officer at Jalgaon in East Khandesh was nominated as Secretary by the Backward Class Officer, State of Bombay. Later on, though Shri P. H. Nanavati was transferred to Ahmedabad as officiating Assistant Backward Class Officer, Northern Circle, he was, at the request of the Chairman of the Committee, allowed to continue to work as the Secretary of the Committee, as he had already worked with the Chairman in the preparation of the Questionnaire and had got a grasp of the work.

The original term for the Committees work was of 2 months only in the first instance, but was subsequently extended four up to 30th June 1951.

CHAPTER II.

RESUME OF THE COMMITTEE'S WORK.

8. *Terms of Reference.*—The Committee's terms of reference are "to study and enquire into the living conditions of scavengers in the Bombay Province (now State), to suggest ways and means to improve their present condition of work and to fix their minimum wages".

I. Meetings of the Committee.

9. In all seven meetings of the Committee were held.

(1) The *first* meeting was held in Bombay on 31st August and 1st September 1949, in the Committee Room of the Educational Inspector, Bombay Division, at the Old Custom House, where the Committee discussed the scope of the Committee's work, decided to include the sweepers and their work also within it, defined the words "Scavenger" and "Sweeper" for the purpose of the Committee's work, defined the objectives of the Committee, decided to issue a Questionnaire on behalf of the Committee, discussed the points to be included in it and entrusted the work of preparing the same to the Chairman and the Secretary.

The Committee availed itself of its presence in Bombay to visit several Municipal quarters for scavengers and sweepers, provided by the Bombay Municipal Corporation, viz., at Ballard Pier, Cochin Street, Umarhadi; Annesly Road, Ghasgalli, Prabhadevi Mill Area, Arthur Road and Dadar. Shri Dave, the Welfare Officer of the Bombay Municipal Corporation and two supervisors of the Municipal Chawls, accompanied the members of the Committee and showed them round.

(2) The *second* meeting of the Committee was held at Baroda in the Dhara Sabha Hall on 25th December 1949 to consider and adopt the questionnaire prepared by the Chairman and the Secretary. The questionnaire was adopted (*vide* Appendix I) and it was decided that one thousand copies of the same should be printed and sent to all Municipalities, Notified Area Committees, Cantonment Boards, District Local Boards and Selected Gram Panchyats in the Bombay State: also to all Unions and Associations of scavengers and sweepers and to public workers and institutions interested in the problem of scavengers, as also to various authorities concerned.

The Committee availed itself of its presence in Baroda to visit in the company of the Municipal President, Dr. Modi and the Municipal Chief Officer, Dr. Dighe, the following places and localities:—

- (1) Raopura "52 Chawls".
- (2) Dumping ground for refuse.
- (3) Navi Dharti Bhangi Locality.
- (4) Tulsiwadi Night-soil Disposal stands.
- (5) Mangleshwar Harijan Locality.
- (6) Goya Gate Locality and Balmandir.
- (7) Hathiakhad Pumping Station for sewage.
- (8) Nawapura Bhangi Locality.
- (9) Fatteपुरा Bhangi Locality.

After the formal business of the Committee was over, prominent members of the scavenger community who were allowed to be present at the Committee meeting, were requested to place before the Committee their suggestions and grievances, if any.

The community, it was told, was willing to give up the Gharaki or customary right of house scavenging all over, if Government and the Municipalities provided special facilities for the education of their children and gave the training in crafts and also provided creches for infants of women workers.

(3) The *third* meeting of the Committee was held at Poona in the room of the Backward Class officer's office Building on 24th October 1950. At this meeting replies to the questionnaire received so far, were placed before the Committee and a programme of the committee's study tour from Mehsana in the North to Hubli in the South, was fixed.

The Committee availed itself of its presence in Poona to pay visits to several places and to hold discussion as follows :—

(1) On 25th October, the Assistant Director of Public Health took some members of the Committee to Shirpur in Poona District, and visited the Health Unit there, which is one of the six units in India, maintained by the Government of India and discussed certain questions with the officer in charge.

(2) On 26th October 1950 in the morning, Shri Adranwala the Health Officer of the Municipal Corporation took some members of the Committee to visit the Kakadewadi deep trench latrine and then the Committee visited the Bibewadi compost Depot, Lloyad Bridge Mang Colony, Managalwar Peth Harijan Colony and Bhangi Hatti, and the Bhawani Peth Bhangi Hatti.

On the same day in the afternoon, the Committee members visited the Sanitary Museum of the Armed Forces Medical College at Hadapsar near Poona and had a discussion with the authorities, about improved methods.

(3) On 27th October 1950, at 12 noon in the room of the Backward Class Officer's Office Building, the Committee held discussions with leaders and representatives of the Unions and Associations of scavengers and sweepers in the employ of the Poona Municipal Corporation and the Poona Cantonment Board and then from 3-30 p.m. to 5-15 p.m. the Committee had discussions with Shri Adranwalla, the Health Officer of the Poona Municipality.

(4) On 28th October 1950, in the morning, in the company of Shri Haldavanekar, Conservancy Superintendent of the Poona Municipal Corporation, some members of the Committee visited Kakadewadi and the Yeravda area to see the working of the Scampers' Lorry which sucks up through a hose pipe, night-soil mixed with water from the cesspools near public latrines of the pan-type on the outskirts of the Poona City.

In the after noon the Chairman visited the office of the Provincial Compost Officer.

The fourth meeting.—The fourth meeting of the Committee was held at Bombay in the rooms of the Local Self-Government Institute, on 10th December 1950, both in the morning from 8-30 a.m. to 11-30 a.m. and in the afternoon from 2 00 p.m. to 5-00 p.m. and took decisions on many of the questions before the Committee and left the work of writing them out to the Chairman.

This meeting was held just four days after the close of the Committee's study tour, which began from Mehsana on 15th November 1950 and ended in Bombay on 5th December 1950.

From 6th to 9th December, the Committee visited various places in Bombay and Suburbs and also held discussions as follows :—

6th December 1950—

The Committee members proceeded in the morning to the office of the Health Supervisor at Annesly Road and thence in a Municipal van proceeded to visit the Love Grove Pumping Station near Worli and thence to the Purification Plant of the Bombay Municipality at Dadar where gas production from sewage has been commenced.

In the afternoon, the Committee met in the Library Hall of the Servants of India Society's Home on the Sandhurst Road and discussed questions about pay, provident fund, gratuity, leave, etc. with the representatives of the following Associations and Unions (1) Samasta Gujarat Rishi Sewa Sangh, (2) the Bhangi Kamgar Mahajan, (3) Bhangi Nava Yuvak Seva Mandal, (4) the Meghwal Sahayak Sangh and (5) the Bombay Municipal Servants' Union.

7th December 1950—

The Committee members again proceeded from the office of the Head Supervisor on a round of visits, as follows :—

(i) A Creche and a Bal-Mandir maintained by the Bhagini Samaj, of which, Shrimati Kapilaben Mehta is the Principal organisor, (ii) The Bellasis Road, B. I. T. Chawl No. 2, (iii) the Tardeo Flat near Race Course, which had been visited by Gandhiji, (iv) Mahalaxmi Refugee Siding, (v) Canteen for Municipal servants, run on a co-operative basis, (vi) Arthur Road Municipal Chawl built in 1916 and (vii) Chinchpokali Health Camp Municipal Chawl built recently.

In the afternoon from 2-30 p.m. to 5-30 p.m. the Committee had discussions in the Library Hall of the Servants of India Society's Home in Bombay with (i) Shri Dinkar Desai, member of the Servants of India Society, (ii) Shri R. T. Leuva. M.L.A., Honorary Secretary of the Bombay Sweeper's Union and (iii) Shri T. A. Kulkarni of the Social Service League, Bombay.

8th December 1950—

In the morning the Committee members went from Bombay to Borivli and visited the Notified Area Committee and while coming back by motor, visited the Gram Panchayat at Goregaon and had discussions at both the places.

In the afternoon, the Members of the Committee met the Executive Health Officer and the Labour Officer of the Bombay Municipal Corporation and had a discussion with them.

9th December 1950—

The members of the Committee went to Kalyan in the morning and carried out a time test of the work of three scavengers; then visited the Bhargi Quarters and localities at 3 places and had discussions with the authorities of the Kalyan Municipality and the Gram Panchayat at Dombivli.

11th December 1950—

10. Though the Committee as such had dispersed, the Chairman stayed on in Bombay for the Committee's work, and in the company of Shri B. N. Rathod, a member of the Committee, saw some of the Basket Privies and the Pumping-Station and the Purification-Plant under construction at Dharavi, the Elphinstone Road, Station Sweepers Chawl of the B. B. & C. I. Railway, some B. D. D. Chawls and some wheel-barrows for refuse.

In the afternoon, the Chairman of the Committee, Shri B. N. Rathod, and Shri B. U. Waghela members, went to the office of the Municipal Kamgar Union and met Advocate Shri P. T. Borale and Barrister Shri Mane, the office bearers of the Union and discussed with them their suggestions.

12th December 1950—

The Chairman and Shri B. N. Rathod proceeded to Poona and in the afternoon met the executive officer of the Poona Cantonment Board and discussed with him the conditions of service of scavengers and sweepers in the employ of the Board and then visited some of the quarters built for them.

The Fifth Meeting.—The fifth meeting of the Committee was held at Poona in the room of the Backward Class Officer's office building on 8th February 1951 from 2-0 p.m. to 6-0 p.m. and then on 9th February 1951 from 8-30 a.m. to 11-30 a.m. and many of the recommendations were finalised.

The *sixth* meeting of the Committee was held in the Committee Room of the Secretariat in Bombay on 19th and 20th June 1951, when the remaining recommendations of the Committee were finalised and the Report discussed.

The *seventh* meeting of the Committee was held in the Committee Room of the Secretariat in Bombay on 29th June 1951 at 1-00 p.m., when the Report of the Committee was read and signed by the members present.

II. The Study Tour of the Committee.

11. The Committee took advantage of its presence for the purpose of its meetings at Baroda, Poona and Bombay and paid visits to localities and Quarters of the scavengers and sweepers in Municipal employ, the methods of the disposal of night-soil, refuse and sewage and also held discussions with leaders of the scavenger's Unions and public workers of these places.

But besides these visits and discussions, the Committee carried out a regular study tour from 15th November 1950 to 5th December 1950, which may be briefly described as follows :—

Date and Place—15th November 1950—MEHSANA.—

Short notes of the work done.—Visited Bhangi Quarters and had discussions with the Municipal Authorities at Mehsana and authorities of other municipalities in the district viz. (1) Harij, (2) Kadi, (3) Chanasma and (4) Dhinoj and the representatives of scavengers' Associations at Sidhpur, Kadi and Kalol.

16th November 1950, 17th November 1950, 18th November 1950—

AHMEDABAD.

Ahmedabad is now a Municipal Corporation. The Committee visited the following places :—

(1) Nadia was where the sweepers have their own houses on their own lands. 24 latrine seats and bathrooms are provided. They are exempted from sanitary cess.

(2) The Gomtipur Municipal Quarters of the old type. Each tenement is of two rooms, together 15' x 12' and a verandah : there are also tenements of the improved type : in all 120 tenements : scarcity of water complained of.

(3) Saraspur Harijan Nivas with sixty own houses, 30 of which are on own lands and 30 on Government land for which ground rent is paid : municipal dispensary is nearby.

(4) Jamalpur Municipal Colony for workers and poor people. Out of 200 tenements 60 are reserved for the municipal Harijan employees. Periodical automatic flush latrine seats are provided.

(5) Kachia Sheth Harijan Moholla has only 12 houses of own.

(6) Elis-Bridge municipal plot : there are more than 100 hutments of Harijan employees, the municipality charges no rent, and no amenities are provided.

On 18th November 1950, discussion was held with representatives of scavengers and sweepers and social workers. Certified copies of two decrees, one of the Bombay High Court in Second Appeal No. 799 of 1944 and the other of the 2nd Joint Sub-Judge, Ahmedabad Civil Suit No. 199 of 1933, were shown, in both of which the plaintiff's Gharaki right was held to have been proved.

19th November 1950—BROACH.

The Gharaki system is in full force here and the municipality has no control over scavenging work of most of the private latrines : there has been trouble since 1938 ; the scavengers are not willing to have their numbers reduced. Thakkar Bappa of revered memory had made an award, suggesting reduction in the number of the employees ; the scavengers did not, therefore, respect it.

Visited the Ali Moholla, at 8-00 a.m. where there are 40 houses of scavengers, the land belongs to Government, but no rent is charged.

Had discussions with municipal authorities at 9-00 a.m. Out of 4,500 private latrine seats, only 350 are cleansed by municipal employees, but the rest are all cleansed by private Bhangis.

There is a large number of well-privies, as deep as 25 to 30 feet and they are said to be satisfactorily working. They are called "Duttons" in gujarati. Salt and quick-lime are put in every six months and two weeks' rest is given : there are cess-pools or rather soak-pits as deep as the well-privies.

In the afternoon, the Committee made a trip to Zadeshwer village about four miles from Broach, as there is a Gram Panchayat at the place. The village is a big and prosperous one with 500 houses and a first grade primary school. The Panchayat has constructed no public latrines and has engaged only one Bhangi sweeper on a salary of Rs. 2 and dearness allowance of Rs. 5 only. He is a Pasayata or Vatan-dar like the Mahyavanshi (Dhed) Pasayats. There is clear evidence, in this village as also in the surrounding villages, that they hold Pasayata or Vatan lands and have to do duties connected with Civil Administration, such as Dandi (Public announcement), attendance upon officers, and carrying land revenue collections to the Taluka Treasury in the company of the Ravania. There are no basket or pan latrines, but there are about 150 "Duttons" in the houses of Patidars.

In the evening at Broach, the Committee paid a visit to the Lal Bazaar Khadi Bhangi Basti, where the Bhangis had arranged a meeting and some members of the Committee addressed them.

20th November 1950—SURAT.

The Surat Municipality has already constructed fifty tenements for its scavengers and proposes to construct 100 more.

The Committee visited the following localities of Bhangis :—

(1) Nanapura Bhangi locality—there are twelve houses of own, in fairly good condition.

(2) Nadiadwas locality—the Nadia caste people do only sweeping of streets. There are about seventy houses of these people on own lands. About 100 people work as municipal employees, 15 work in Mills and ten are peons in the municipality.

(3) Nan Sayyad Tekdi, Bhangi Nivas—there are 21 families, having own houses on private land for which they have to pay a rent of Rs. 3 p.m. There is one bath-room and two latrines for the locality.

It was complained that the caste Bhangis are not given employment in the local mills.

(4) Kotsfil Khadi Mohhola Bhangiwada—there are 49 houses of own, on private land for which they have to pay rent of one rupee per month. This is a poor locality. All are municipal employees. But they have no amenities such as bath-rooms, street lighting, latrines or water taps nearby: the bridge crossing Nala is not a pucca structure.

(5) Inderpura Gadhevan Harijan (Bhangi) was. There are 35 houses: all are municipal employees, most of them have own houses on own lands: No bath room or light near the locality. There is only one water tap for three mohollas.

(6) Haripura Harijanwas—there are 30 houses of Bhangis, who are all municipal employees. The houses are good two storeyed structures, in the midst of the houses of caste hindus.

(7) Sayadpura Baban Chawl :—

Municipal quarters built in 1938, There are 24 single room tenements each of 12'×15', with no mala or loft: they have to pay Rs. 1-8-0 as rent per month.

(8) Garam Panini Tankee Bhangi Chawl—there are 28 tenements of the same size as above.

(9) Delhi Gate Bhangi Nivas: there are 59 houses of own on own lands: all are two storeyed in fairly good condition.

The inhabitants of this locality are comparatively progressive—there is one boy in College and 7 boys in High School.

There is a night-soil depot at Salabatpura with 450 trenches for preparing compost, with layers of night-soil and refuse. The women employed to cover night-soil are all Kathiawari Meghwal women, employed on a daily wage of Rs. 1-5-0 only.

21st November 1950—22nd November 1950—BHUSAVAL.

Bhusawal is a district of the G. I. P. Railway and has a very big colony of Railway employees from the highest to the lowest, 246 scavengers and sweepers are in the railway employ at Bhusawal of whom 11 are Mukadams.

The members of the Committee visited various sections of the Railway Colony in order to see the housing conditions of scavengers and sweepers in railway employ such as (1) "15 Bungalows", (2) "40 Bungalows", (3) "8 Blocks" etc. K type quarters are provided free for the Class IV servants including scavengers. Only 53 employees are provided with quarters and so a large number of Bhangis in railway employ, live in the town of Bhusawal in the Bhangi Basti. In the afternoon the Committee had discussion with the Local Medical Officer of Health of the G. I. P. Railway.

In the evening, the Committee held discussion with the leaders of (1) Mehtar Mahasabha Bhusawal, of which both railway and Municipal employees are members and (2) Bhusawal Nagar Palika Mehtar Panchayat. The chief grievance that was placed before the Committee, was that under the pretext of slum clearance, they were likely to be ordered to remove their existing structures and shift to an inconvenient place.

In the morning of 22nd November 1950, the Committee visited Varangaon, a big village with a Gram Panchayat about 10 miles from Bhusawal : the features of sanitation noticed by the Committee were; (1) 10 public latrine seats on one side of the town only, two of them broken, 4 having no receptacles, all in very bad condition, night-soil is dumped just in the rear. Women in other parts are very much inconvenienced as there are cinema theatres on the other side, (2) there are more than 200 well privies, in the houses of Mohamedans, Deshmukhs, Brahmins and Wanis and they are said to be causing no nuisance, (3) there are 300 basket latrines, which are cleansed by Bhangis on private basis : the Panchayat controls only the public latrines and street sweeping, (4) there was extreme dirt all round the village, (5) about five families of Bhangis are living in irregular mud houses, (6) pig nuisance was also found. In the afternoon on 22nd November 1950 the Committee had discussion with the officers of the Bhusawal Municipality and also of the Jalgaon Municipality, who had been invited to be present at Bhusawal.

In the evening the Committee had discussion with public workers specially invited for the purpose—(i) Shri Vallabh Swami of Wardha, (ii) Shri Atre Guruji of Jalgaon, (iii) Shri G. S. Madane of Dhulia, and (iv) Shri Anna Saheb Dastane of Bhusawal ; the main suggestions were (1) scavenging of the private latrines should be the concern of the owner or occupant of the house and not of the Municipality, who should only arrange for removal out of the town and final disposal, (2) improvement in the construction of the latrine and use of a tarred iron receptacle to be supplied by Municipality, (3) Dhanoli type of pucca trench latrines for villages were recommended, (4) good work should be rewarded with prizes in kind, such as clothes, utensils, books etc., (5) in assessing the quantity of scavengers' work, besides the time required for finishing the allotted work, the number of users of seats and the distance of the night-soil cart or Depot should be taken into consideration, (6) scavengers should be encouraged to become Home Guards, (7) Big Officers and even ministers should set an example by taking part in voluntary scavenging work.

23rd November 1950—NASIK CITY.

In the morning the Committee paid visits to (1) the house of Shri B. S. Shukla, where three aqua privy seats, constructed in 1936 are working well. They are used by 50 people daily, on average, (2) the aqua privy in the house of Ambusa Chandisa, (3) A Balmandir started in 1948, where the children are all of scavengers and sweepers, and conducted by private agency, (4) the Ambedkar Municipal Colony,

wherein one part, 41 Mahar families who are sweepers and in another part, 56 families of Khathiawari Meghwals, who are scavengers, are staying; the latter complained about water scarcity, as no storage tank is provided: the tenements are improvised corrugated iron sheet structures. (5) the Maha Laxmi Municipal chawl: nominal rent is charged: 26 tenements for Mahars who are sweepers and 25 tenements for scavengers who are from Delhi, two taps of water for each section.

At 2-30 p.m. the Committee had discussion, first with the representatives of the Municipal Kamgar Union affiliated to the All India Municipal Workers Federation, the President Shri Ramjibhai Maru, belonging to the Community of Meghwal, and the Secretary Shrimati Shantabai Dani of the Scheduled Castes Federation, were present. The main points urged were (1) housing accommodation not proper, (2) insufficient privilege leave, (3) No mukadam from the Bhangi community nor any driver, (4) Provident Fund account slips not given, (5) Service books not regularly filled, (6) Nomination of heirs for Provident Fund should be enforced, (7) the Municipality may impose fines, but not suspensions which starve the workers, (8) cases of workers not made permanent though they served for more than one year.

The Committee then discussed with Shri L. B. Rokade, a building contractor, who had been constructing aqua privies for the last 7 or 8 years, the construction of aqua privies. There are 4 or 5 more such contractors. He gave figures of cost for constructing aqua privies, with 1 seat, 2 seats, 3 seats etc. and made other suggestions.

Then the Committee had discussion with the Health Officer and received from him a copy of the new Bye-laws for aqua privies sanctioned by the Government. The number of aqua privies has risen to 460 and more are under construction. He suggested that Municipal cases should be summarily tried and there should be either special Magistrates or special days for the Municipal cases or the Health Officers should have powers to punish acts of insanitation.

In the evening there was discussion with public workers.

24th November 1950—MULUND.

The Committee visited Mulund in the afternoon, as there is a Gram Panchayat, had discussion with the officer on special duty; then visited the quarters for scavengers provided by the Gram Panchayat—4 old tenements of corrugated sheets, 6 new tenements of brick work—No rent is charged. There is a canteen run by the Panchayat near the quarters.

25th November 1950—PANDHARPUR.

A well-known centre for pilgrims. The Committee visited the following places:— (1) Dumping platforms, (2) the Rambag Bhangi Shed with 24 single room tenements, each of 12' × 8' with stone walls and corrugated sheet roofs, without sink, (3) Hutments for Mahar and Mang sweepers. There were two water taps but there were no latrines. Four kerosine lamps are provided for street lighting, (4) Karhad Dharamshala. There are sixty tenements for the Bhangis from Gujarat. These people have come over here within the last twenty years. Each tenement is of 10' × 15' with a partition within. There were two water taps: one inside the Dharamshala and one outside the Dharamshala, (5) Infectious Diseases Hospital and Cholera Hospital for 100 patients, (6) open trenches about 200 each, at six places for the use of the pilgrims. There are some model trenches with shifting wooden platforms and partitions.

A special feature is that 60 scavengers at the time of the "Kartiki" fair and 130 scavengers at the time of the "Ashadi" fair are temporarily brought from Anand and Petalad Talukas, District Kaira, through a contractor on a competitive basis.

In the afternoon, the Committee had discussions with the municipal Kamgar Union and the Municipal Authorities. There was a strike in 1947 for five days and the Labour Judge of Sholapur made an award dated 23rd August 1949.

26th November 1950—SHOLAPUR.

The Committee visited the following places in the company of municipal authorities :—(1) A set of 40 pan latrines for the public, which are to be converted into a septic tank. (2) Budhwar Peth Bhangi Quarters comprising 59 old tenements of the size 10' × 17' + 10' × 8' *extention* and 12 new tenements of the size 10' × 12' + 8' × 12' verandah. The new tenements are good : the tenements are rent free. (3) Refugee quarters, comprising 18 tenements : four water taps but no bath rooms. (4) Budhwar Peth Bhangi Basti : where the sweepers of roads, gutter cleaners and Bigaris reside. There are 450 to 500 plots, which are allowed to be built by the municipality and the price is to be recovered by six monthly instalments of Rs. 14. The scheme was introduced about 10 years back and some workers have become owners of the plots.

There is open land for play, latrines and water taps, but no bath rooms, gutters for urinals. The roads are also not good.

(5) Siddheshwar Peth Joshi Chawl—comprising 14 single room tenements of 6' × 6', the monthly rent being Rs. 3.

(6) Kadia Chawl comprising 12 tenements, each of 12' × 10' Plus 12' × 7' verandah, the monthly rent being 4-8-0.

(7) The Forest Area Harijan Colony. The land belongs to the Municipality. There are 120 plots, which by payment of six monthly instalments of Rs. 14 have become of the ownership of the workers. The plots seem to have been given to poor people including sweepers.

(8) New Tiregaon Forest Area—There are two septic tanks each with 20 seats of the automatic periodical flush type and the sewer is connected to an underground drain.

The new type of private latrines were found to have proper antechambers.

27th November 1950—

Meeting in the Municipal office from 11-00 a.m. to 4-00 p.m. with representatives of the Municipal Workers Union, Municipal authorities and public workers.

It was ascertained that the municipality had not framed any rules about imposition of fines etc. The question of special latrines for children was discussed and it was suggested that there should be special gutters near chawls or suitable tops for the latrine seats. A creche was maintained by the Labour Welfare Centre and it would be convenient for the Municipality to give grants for such work. It was suggested that in making slum clearance schemes, the occupants should not be turned out because they are Harijans.

An award has been made between the Municipal Borough and the said Union on 15th December 1948.

Complaint was made about the quantity of work.

28th November 1950—BIJAPUR.

The Municipality has not yet built quarters for scavengers and sweepers but proposes to construct 100 tenements at a cost of Rs. 1,20,000.

The Committee visited (1) the Edward Park Area Harijan Basti, where there are 80 hutments of Mang Garudis and 70 hutments of Mahars. The Mahars do the work of sweeping and are cartmen etc. The Mang Garudis do the work of cleansing gutters and also latrines. There are some Mohamedan Bhangis also. There is only one tap of water and only 5 latrine seats for women.

A Sanskar Kendra has been recently started.

(2) Alipur Gate Mahar Basti of 80 owned houses, of which 15 are of municipal workers. There is no lighting arrangement, no water facilities (except a well which dries up in summer) and no latrines.

(3) The Mangoli Vas Harijan Basti of Mahars : there are 12 municipal workers : great difficulty of getting water.

(4) Tas Bavadi Locality of Mahars having 20 municipal servants. No amenities.

(5) Godbole Mala locality, where there are 12 Bhangis : the water tap is near public latrines.

In the afternoon, the Committee had discussion with workers of the Municipal Kamgar Sangh and municipal authorities. Rules about leave etc. are recently sanctioned : the workers complained about excessive work : but the Health Officer asserted that they worked only for 4 hours.

29th November 1950—GADAG-BETGIRI.

The members of the Committee started on a round of visits at 9-00 a. m. and visited the following places :—

(1) Shahapur Peth Bhangi Basti. Huts or houses on Municipal land built at own cost : 30 to 40 families of Madars from Bellary district live there.

(2) Locality of indigenou Madars they have 40 huts of own on municipal land. No ground rent is charged. They do only sweeping work and do not intermarry with the Madars from Bellary District because they do scavenging : there are 29 municipal sweepers and the rest are mill hands, but not in the weaving department.

No amenities are provided : complaint about nuisance from cess-pool over flow.

About five hundred private latrines are cleansed by private Bhangis, who are allowed to use the municipal hand carts.

(3) Kanyal Agasi locality of Chalvadis : these are road sweepers and gutter cleaners only. They have 40 houses on Government land and have to pay a rent of Rs. 9 per year for some plots. There is a nala between this Basti and the town and crossing is difficult in the rainy season.

There was discussion with the Chief Officer in the morning and also in the afternoon. It was pointed out that the work of cleansing private latrines ought to be made self sufficient, i.e. the income from the latrine cess should cover the cost of scavenging. The present level of Property Tax, is 16 per cent. of the letting value, but after revision the letting value will increase.

Special Feature—this is the only place where the Committee found wheel barrows being used for carrying night-soil from private latrines to the Cess-pools or the Depot : and there is no carrying of the night-soil on the head : drums of 25 gallon, capacity, filled up to 20 gallons, are placed on two wheel hand carts and pushed by one man. There are 37 such hand carts ; the cost is about Rs. 175 and they can be had either in Bombay or at Cawnpur.

30th November 1950—HUBLI.

The members of the Committee in the company of the Municipal authorities started in the morning on a round and visited the following places, viz. :—

(1) The trenching ground.—There is sufficient trenching ground and 12 scavengers are employed for night-soil disposal and preparation of compost manure, but there is no shed for protection from sun and rain, nor any provision for drinking and wash water.

(2) The Bhangi Basti.—There are 131 families who have built their own houses on municipal land leased on nominal rent. They are called Madarus or Adi Andhras and have come from Bellary and Anantpur districts, where the people of their caste do cobblers' work.

(3) 16 tenements in 4 blocks have been constructed by the municipality in 1942-43. The tenements are a verandah in front, of 10' × 4' plus a living room of 10' × 12' plus a kitchen room of 10' × 8'. Rent of rupee one per month is charged.

Grievances.—(i) No pucca gutters, (ii) not enough lights, (iii) drinking water at the distance of half a mile.

The Madarus here have come from Bellary district in the Madras State for many years. They came first for road repairs. It was said that from 35 to 61 latrine seats were assigned to each scavenger and that 5 to 6 hours were required for cleansing private latrines.

A big storage tank is under construction. (4) The Co-operative Harijan Housing Society whose houses are under construction : the municipality has given 30 plots at the nominal price of Rs. 30. Each tenement has a verandah in front of 16' × 4' plus a living room of 16' × 8' plus a kitchen 16' × 8'.

(5) The locality of Sankeri or Madaru sweepers—there are 87 houses of their own on own lands. 30 persons are municipal employees. They have to pay a property tax of Rs. 1-9-0 per house.

(6) The Daddakeri Locality.—It contains 60 families of sweepers, who are indigenous Madars, having own houses on own land. They had Inam lands of 40 acres, of which 20 acres are sold and 20 acres are said to be acquired by the municipality. They have to pay a property tax of Rs. 1-9-0 per house. There is no municipal tap water nor street lighting on the ground that the streets are not vested in the municipality. The gutter is in need of a culvert to cross it.

DISCUSSION WITH RAILWAY.

Authorities.

The Committee arranged to have a discussion with the Medical Officer of health of the M. and S. M. Railway at Hubli, which has a large colony of railway servants, in connection with the living conditions, conditions of work and of service of the scavengers and sweepers in railway employ. The railway is now a State managed concern and the conditions are generally the same over all State Railways. They have no distinction between scavengers and sweepers, all are classed as sweepers.

Living Conditions.—Out of the 87 employees, 57 have been given quarters by the railway authorities, while 30 have constructed temporary structures on Railway land. The tenements provided to the sweepers consist of a living room of 9' × 10' plus a kitchen room of 9' × 5' and a court-yard of 9' × 5', including a bath room of 5' × 4' open from above.

Conditions of Service.—Pay scale Rs. 30— $\frac{1}{2}$ —35 plus Dearness allowance of Rs. 35 and Rs. 19 in the case of those who take grain concession. They are made permanent after one year's service. Contributory Provident Fund at the rate of 16 pies per rupee, and gratuity in addition when they retire at 55 years of age, in case they have put in 15 years' continuous service, at the rate of $\frac{1}{2}$ month's salary per completed year of service, the maximum being 15 months' pay. The average pay leave is 1/22nd, 1/16th or 1/11th according to the length of service. Sick leave on half pay for 15 days in the first 20 years of service and 20 days thereafter. Maternity leave up to 3 months. No fine is to be imposed on railway servants, who gets less than Rs. 200 per month. None can be dismissed without a regular departmental enquiry being held.

There is one full off day in a week.

Conditions of work.—60 to 70 pans (latrine-seats) are allotted to each sweeper : in congested areas, the number of users being large, the number is reduced. The pans used are without holes of the size 8" × 16" with a slanting side and a handle and having a capacity of 2 gallons : Night soil is usually carried on the shoulder in drum of 4 gallons capacity.

Discussion was also held with municipal authorities and with the President of the M. and S. M. Railway Employees Union, Hubli Branch, and some public workers.

It was suggested in the course of discussion that there should be Statutory Sanitary Boards like School Boards, and the Health Officer should be a Government servant, a suggestion which is worth considering.

1st December 1950—KOLHAPUR.

The Committee paid visits to the following places :—

(1) The Shibir or Camp of Sarvodaya Kendra workers of Maharashtra under the supervision Shri Appasab Patwardhan.

(2) The old Bhangi Chawl constructed by the Municipality. There are 17 two room tenements, each room of 10' × 10', with a tiled roof, with no sink or bathroom : no rent is charged. Some house rent is paid to those who have no houses : the scavengers are Marwari Bhangis.

In the neighbourhood there were public latrines with no pans open in the rear and hence accessible to pigs.

(3) Laxmipur C Ward Quarters of the Municipality. There are 5 new good rooms and 13 old rooms of 10' × 12', of corrugated iron sheets : No mori or bath room : 1 water tap and a storage.

DISCUSSIONS.

There was discussion with municipal authorities and with the representatives of the Kolhapur Municipal Kamgar Sangh, and of the Municipal Kamgar Sabha.

The cart and lorry drivers finish their work by 12-00 noon or 1-00 p.m.

There were strikes in 1946, 1947 and 1948 which were followed by written agreements. They get the pay and dearness allowance according to the Pay Commission scales and house rent of Rs. 4, 5, 7. The work of scavengers is finished in 2 to 4 hours, 40 seats on an average are allotted to each scavenger. The sweepers have to work for 8 hours.

Demands made were.—(i) housing accommodation for 100 families, as about 100 scavengers and sweepers have rented houses from other Harijans and have to pay monthly rent of Rs. 5 to Rs. 10, (ii) Creches and Balmandirs for infants and children of preschool age, (iii) maternity leave, (iv) free admission to Maternity Home, (v) the hours of work should not exceed 4 or 5, (vi) the accessories like brooms, buckets, tins, etc., should be supplied regularly, (vii) there should be a reserve of workers and the workers who are present, should not be required to do also the work of the absentees, (viii) the grievance that the workers are not made permanent even after two years service should be removed.

The municipal authorities stated that the scavengers work for 4 hours only in the morning and had no work in the afternoon, but they have to attend the muster at 4-0 p.m. The sweepers sweep the roads from 6 to 10 a.m. and clean the gutters in the afternoon. The underground drain workers have 8 hours work.

There are 207 scavengers and 220 sweepers and average absentees without leave amounts to 15 to 20. There are some leave absentees also. And about 30 people are daily taken up as substitutes. There are 6 Bhangi-Mukadams, out of whom 5 are of the Bhangi caste. The B. C. S. R. Rules for Class IV Government servants have been applied to the conservancy workers.

2nd December 1950—KANKAVALI

The first thing that the Committee did was to see the Gopuri (compost) latrine at Kankavali and examined its working: the next thing was a discussion with (i) Shri Appa Saheb Patwardhan, (ii) Shri Krishnadas Shah and (iii) Shri Balubhai Mehta, all well known social workers, on several points before the Committee.

The Committee had requested the Malwan Municipality to send its representative to Kankavali for discussion and accordingly the Sanitary Inspector had come: the Committee therefore discussed the conditions at Malwan with reference to the replies of the Municipality to the Committee's questionnaire.

The members of the Committee then went to the office of the Gram Panchayat at Kankavali and discussed the problem with the Sur Panch and the Secretary. There are no public latrines maintained by the Gram Panchayat and it was understood that most of the Gram Panchayats in the Ratnagiri District did not have any public latrines.

Then the members of the Committee went to the house of Shri Shankar Shripad Gholkar at Kankavali, in order to see the working of the Gopuri type of latrine, which he has constructed in his own house at a cost of Rs. 450. The Committee met him, saw the latrine on the spot and asked him about the same. He was satisfied with its working.

As a contrast to the Gopuri latrine, the Committee could also see in the neighbourhood the common type of latrines in Ratnagiri District where the night-soil, urine and ablution water all pass behind the latrine, and make a filthy stinking slush and cattle are allowed free access.

3rd December 1950—4th December 1950—RATNAGIRI.

On 3rd December 1950, in the evening the Committee paid a visit to the following localities where the scavengers and sweepers of the Ratnagiri Municipality have been housed or rather huddled together :—(i) Municipal Rahadari Bunglow—some outer rooms with extension of corrugated iron sheets have been made available to 4 Bhangi families (who live in three rooms) and 6 Mahar sweeper families (who also live in three rooms). A sanitary mukadam is also accommodated.

The Bhangis are from Mehsana District and the Mukadam from Saurashtra, (ii) Municipal quarters for Bhangis. There are seven rooms and 14 Bhangi families residing there, two families have come from Kamlej in Saurashtra and 12 from Mehsana. The Saurashtra people came only 3 years back. There are seventeen municipal servants in this chawl. There is only 1 tap of water which flows from 7 to 11 in the morning and from 2 to 7 in the evening. In Summer they have to go half a mile to fetch water from a well. There are no latrines nor public lights. The women scavengers complained that they should not be given work which involves climbing up the high level areas at the top of hills, (iii) the Maharwada where 16 municipal sweepers live in own houses.

DISCUSSION.

At night on 3rd December 1950, the Committee had discussion with the President and the Chief Officers of the District Municipality at Khed who had been requested to see the Committee at Ratnagiri. The present population is about 7,000. There are 200 seats in private latrines and 7 scavengers are employed. There are 14 seats in the public latrines and one scavenger is appointed for the same. The sweepers all are Mahars. They have built a septic tank for the Maternity Home. They have imposed the special sanitary cess on the latrines in the Police Quarters. The private latrines are of the basket or pan type. Latrines with a sloping stone are to be found in villages round about Khed.

2 half pants and 2 bush coats are supplied to sweepers. The Bhangis work for 3 hours in the morning and have no work in the afternoon. They are not even to attend the muster in the afternoon. They are made permanent after six months. The scavengers and sweepers are given loans by the Khed Urban Co-operative Bank. The Committee was told that there was a clever elderly Bhangi women, at Khed who having 3 workers in the house, has become a Sahukar giving loans to other Bhangis and others. The present pay scales are :—

Men—Rs. 13—1/3—18 plus Rs. 5 Interim Relief plus Rs. 35 dearness allowance.

Women—Rs. 12—1/3—16 plus Rs. 5 Interim Relief plus Rs. 35 dearness allowance.

Leaves sanctioned are :—(i) privilege leave of one month per year, (ii) casual leave of 21 days in a year, (iii) sick leave nil, (iv) maternity leave of one month.

Provident Fund introduced since 1945, before that gratuity was given. Quarters were built in 1938, 4 tenements each of two rooms and a verandha. No rent is charged. One half off day on Sunday. The sweepers who are Mahars have their own houses,

4th December 1950.

In the morning, the Committee visited aqua privies under construction and some already in working. There are said to be 40 aqua privies in the town of Ratnagiri and they are becoming popular. At about 10 a.m. there was a discussion with public workers in the Congress Committee Office.

Then at 2-30 p.m. the members of the Committee went to the Municipal hall for discussion with the municipal authorities at Ratnagiri and the representatives sent to Ratnagiri by the Rajapur municipality. The Committee in its journey from Kankavli to Ratnagiri passed through Rajapur and found that on the banks of the river which passes through the town, there are a number of latrines, still being used, which have a sloping stone at the back.

The Committee had also discussion with Shri Baste a Building Contractor, who constructed aqua privies at Ratnagiri.

Note.—Many details of observation and information during the course of the tour have been given, because they would be instructive and form the basis of many of the recommendations which have been made by the Committee.

The Committee during the course of the tour and its visits to places at the time of its meetings thus contacted, the authorities and the conservancy employees of 3 Municipal Corporations of Bombay, Ahmedabad and Poona : 13 Borough Municipalities, 9 District Municipalities, 1 Notified Area Committee, 5 Gram Panchayats and the Cantonment Board at Poona and visited the Health Unit at Shirur, the big Railway Centres at Bhusawal and Hubli and the Sanitary Museum of the Armed Forces Medical College, at Hadapsar, near Poona.

III. The Chairman's tours and work.

12. Besides the regular tour of the Committee, the Chairman in his own tours and visits made enquiries and had discussions about the living conditions and conditions of work of the scavengers and other aspects of the problem, at the following places, viz :—

- (1) Belgaum,
- (2) Bardoli,
- (3) Nandurbar, and
- (4) Dhulia.

in the State of Bombay and also in Delhi, Hyderabad (Deccan), and specially visited Dhanoli, Gopuri (Nalwadi) and Sewagram, in Madhya Pradesh in order to see the working of permanent trench compost latrines.

13. Correspondance was carried on with a number of public and social workers and their views were ascertained.

The Chairman and the Secretary of the Committee met at Nandurbar for 4 days in the last week of August 1950, scrutinised some of the replies to the Questionnaire and sent some important letters. Again they met at Baroda in the first week of October 1950 for 6 days, to further scrutinise the replies and to classify the information contained in them. Programme for the remaining work of the Committee was also fixed.

CHAPTER III

HISTORICAL.

14. The problem of scavenging or night-soil disposal is a product of civilization. When man was nomadic and leading a wild life, there was no question of scavenging. It is only when he settled and habitations grew in size, and people found it difficult to go out of the habitation every time for answering calls of nature, that the question of night-soil disposal arose, and naturally people living in the midst of the habitation dug pits for easing themselves. It appears from Kautilya's Arthashastra, a two thousand years old ancient work that there were pits for defecating and there were persons employed for sweeping streets (Pansu Dhavak) and washing drains (Rajak); but it does not appear that there were latrines, in which receptacles were kept, and that the night-soil was taken out of the town for disposal. It is often asserted that it was in the time of the Mogul Emperors that certain people were for the first time compelled to do the work of removing night-soil. But no historical proofs of this are discovered. The words "Shetkhana" and "Pakhana" suggest that these words must have come into vogue during the Mogul regime.

15. It is clear however, that up to the establishment of the Public Health Departments and the Municipalities in the Provinces of India during the British regime, the usual practice for most people in villages and towns was to go out to fields or to the end of yards for easing themselves. Saint Ramdas has said in his great work the Das Bodh that "One should go out for answering nature's call to a place which no one knows where". The well-to-do people living in the heart of the town would have the pit-privies or rather the well privies "Shoucha Koop" which require no services of a scavenger; and these whose houses were on the outskirts of the town or on the bank of a nala, would have latrines with a sloping stone which would carry the night-soil to the rear of the latrine and would be accessible to pigs and cattle, which arrangement also does not require the services of a scavengers. Even to this day, there are a number of villages where there are no private latrines of any type at all. And in many villages and towns of Gujarat including the District Town of Broach, and in some towns of Maharashtra such as Varangaon in Bhusawal Taluka, there are well privies to be found in a considerable number.

Since when, the latrines with receptacles began to be constructed in the State of Bombay cannot be definitely ascertained. But it is clear that the number of such latrines began to increase after the establishment of Municipalities, i.e., within a hundred years.

16. The caste of Bhangis is indogenous to Gujarat, so much so that they are found in small numbers in every village of Gujarat. But they are not indogenous, to Maharashtra or Karnatak. Scavengers cleansing public or private latrines in Maharashtra, are all people who have been brought from outside, such as Gujarat, Saurashtra, Rajasthan, Uttar Pradesh and Punjab. People doing scavenging work in Karnatak are persons from Gujarat, Saurashtra, Uttar Pradesh or from certain districts of the State of Madras, such as Bellary and Anantpur. When these people are asked, as to what their relatives do in the villages from which they have come, the reply is that they do there some kind of field labour, or menial service, but not scavenging, because scavenging of latrines is confined to towns and cities. This means that though the receptacle latrine is a comparatively recent development, there have been certain "low" castes in various parts of the country, who could be engaged for doing the dirty work of cleansing latrines.

HEGEMONY OF CASTE.

17. The caste in Hindu society is still the most powerful factor in determining a man's dignity, calling or profession. You will not find such a rigid caste system anywhere else outside India. The problem of night-soil disposal exists in every country, but it is in India alone that scavenging and sweeping are considered to be the exclusive occupations of particular castes. In India all kinds of work which involve some handling of dirt are allotted to some caste or other among Harijans e.g. (1) removal of carcasses and skinning them, (2) tanning of hides, (3) manufacture of leather goods, (4) sweeping of streets and (5) scavenging. These are all occupations which are quite essential to the well being of the society, but as they involve the physical handling of dirty or quickly putrefying matter, no Non-Harijan, as a rule, will do any of the aforesaid jobs as a profession. That would be below his dignity. Even among Harijans there are 'high' and 'low', but the Bhangi is the lowest of all. Every caste has the privilege of regarding some other caste as inferior to it, but not so the Bhangi or his counterpart, the Halalkhor of Upper India, the Dom of Bihar and the Madaru of Madras. So he does both scavenging and sweeping. People of some of the other Harijan castes will do the sweeping of streets or cleansing of gutters and drains, but not the night-soil removal, e.g. the Meghwals or the Nadias in Gujarat or the Mahars, Mangs or the Mang-garudis in Maharashtra and the Chalwadi in the Karnatak. There are a few exceptions in places which are distant from the original habitant.

MONOPOLY OR CURSE.

18. Thus a kind of monopoly of scavenging and sweeping work has developed. The word "monopoly" is actually applied to profitable concerns and would rather be a misnomer in the case of scavenging or sweeping work, which people of other castes would not like to do at all. It is really a kind of curse or injustice arising out of the graded structure of the society itself. Thus the essential work of night-soil disposal in which every caste or community ought to have its due share, has become the task of particular caste or castes.

THE TRAGEDY.

19. The result of this unnatural arrangement has been tragic in all respects. The non-Bhangi people will not touch the work and will not even think of it. They have in general become callous about the Bhangis' lot and the nature of his work. They know that the Bhangi will manage to do the work somehow, and will not help the Bhangi in doing it in a more cleanly, more easy or more decent manner. The Bhangi knows that if he permanently leaves the job and takes to some other kind of work, the law will not prevent him from doing so. But by the force of habit, he has lost his self-respect to such an extent that he regards his work to which his caste is condemned, not as a curse from which he should extricate himself but as a privilege or preserve, which he must protect. Thus when the flush system is newly introduced in a town, the Bhangis protest against the measure, as it would take away what they have come to look upon as the only source of livelihood. They have not much courage to seek another job in field or factory, they will not be prepared to do a piece of hard work and at the same time knowing full well that no person of another caste will do it, he has no fear of competition from people of other castes; he has become therefore lazy in mind and body and callous to his own condition; he will not educate his children, because their future employment as

scavengers or sweepers, is almost assured. Thus both the work and the workers have suffered, insanitation prevails and for want of proper disposal of night soil, the country loses valuable manure also. Though the scavenger has been doing the most dirty job, which the others will not do, still the society is not grateful to him and is not prepared to pay him well. A kind of mutual slavery has arisen. The society has become a slave of the Bhangi, because they have to take from him whatever kind of service, good or bad, he renders and have to encourage him by small tips every now and then. If he refuses to work, some other person of his caste or a similar caste has to be procured from other places. The Bhangi on his part has become a slave to the society, always despised and often ill-paid, but helplessly wedded to the work. He sticks to the work though his living conditions are bad, the condition of work is inhuman and the conditions of his service are miserable.

And this brings us to the problem before the Committee.

CHAPTER IV.

THE SCOPE OF THE COMMITTEE'S WORK.

20. The terms of reference to the Committee comprise the study of the conditions of scavengers in the State of Bombay.

The Committee found it necessary at its first meeting to determine the scope of the word "Scavengers". The word "scavengers" and "sweepers" are sometimes used to denote different categories of workers and sometimes in a general sense, the words "wet-sweepers" and "dry-sweepers" are also in vogue. The Committee decided that its work should comprise both categories of workers, *viz.*, those who have to remove night-soil from latrines etc. and those who have to do other kinds of conservancy work, such as the sweeping of streets and cleansing of gutters etc., for two reasons:—(1) the two kinds of work though somewhat distinct are allied to each other and also complimentary and (2) the conditions of the two categories of workers are also largely similar. But in order to secure proper information regarding these workers from the Local Bodies and in order that the Committee may be able to make distinctive recommendations, the Committee defined the word "Sweeper" to mean a conservancy worker who does the work of sweeping the street and open spaces only; and the word "Scavenger" to mean a conservancy worker, who does other kinds of conservancy work. We have confined our studies, enquiries and recommendations to the conditions of conservancy workers of the lowest grade.

21. The scavengers and sweepers are found in various kinds of service, such as—

- (1) Service of Local Bodies.
- (2) Service in the various departments of the Government of Bombay.
- (3) Service in Railways and service of Cantonment Boards governed by the Central Acts.
- (4) Private service.

22. The Committee's study and inquiry into the conditions of scavengers was concentrated on the first category of service. The committee studied the second and third to some extent, mainly for purposes of comparison. With regard to the fourth category, we had to study one part of it and leave the other for a separate enquiry.

Those scavengers and sweepers who are engaged as Government servants, have the same service conditions as other Class IV Government servants, like the peons.

23. Cantonment Boards are governed by a Central Act *viz.*, the Cantonment Boards Act of 1924, but the servants of these Boards are not servants of the Central Government and the pay scales of Class IV Government servants are not strictly applicable to them; but we do not think that we are called upon to make any recommendations with regard to their conditions, though we may refer to them in the course of discussion. Scavengers and sweepers in Railway service are all called "sweepers" and their conditions are more favourable than the conditions of scavengers and sweepers in any other category. To these also we will refer in the proper place.

24. Private service of scavengers and sweepers has two broad categories—(i) private customary service of scavengers in areas covered by the jurisdiction of local bodies and doing work which is ordinarily done by their employees, in other words, service in exercise of "Gharaki" rights and (ii) private service in big chawls, factories

and mills of Bombay and other cities. The first we had to deal with, as this kind of service takes the place of service ordinarily done by scavengers in the employ of local bodies, over whom they exercise supervision and control. The second category of private service is a large problem which will require a detailed study of conditions prevailing in Bombay, Ahmedabad, Sholapur etc. It was at the close of our study tour and when we were at the stage of forming conclusions, that one of our colleagues Shri B. N. Rathod drew the attention of the Chairman of the Committee to the urgency of solving the problem of scavengers and sweepers in private service in Bombay, whose number is, according to his estimate, about 10,000 or even greater. But as our enquiry was drawing to close, we had no time to study this problem and therefore, we have not dealt with it.

25. This much is clear that, though these scavengers and sweepers are in private service, their conditions are supposed to be very bad and on the same principle on which the Government of Bombay has made the Shop Assistants or the Gumasta Act, it is necessary that Government should institute a proper enquiry into the conditions of these conservancy workers and take proper steps to regulate their living conditions, condition of work and conditions of service both in the interest of the workers and in the improvement of the sanitary condition of these premises which though technically private, are in reality semi-public as they are occupied and used by a large number of people.

26. The terms of reference to the Committee refer only to living conditions and the condition of work of the scavengers and do not refer to conditions of service ; but conditions of service have a large bearing on living conditions and the scavengers and sweepers perhaps care more for improvements in the conditions of service than for improvement, in the condition of work. Again the question of fixing minimum wages is connected with conditions of service. It should be noted that Shri Kalyani's motion in the Bombay Legislative Assembly specifically referred to "improvements in the conditions of service of sweepers and scavengers employed in municipalities Notified Areas and town areas". The Committee therefore took it that some consideration of the other conditions of service was implicit in the terms of reference.

CHAPTER V.

THE OBJECTIVES.

27. At the very first meeting of the Committee held in Bombay on 31st August and 1st September 1949, the Committee considered the question of framing proper objectives of the Committee's work, because the problem of improving the living conditions and the condition of work and of fixing minimum wages of the scavengers is not merely a problem of finance or a problem of scientific methods, but it is also a problem of improving the public sanitation in the country and at the root of all these problems, there is a social problem of first rate importance, which has arisen on account of the people in general having relegated the task of scavenging and sweeping to a particular caste or castes and having trust upon them a kind of monopoly which is in reality a curse both for the castes and for the society in general.

28. Mr. Fredric G. Williams, a Christian Missionary of Ushagram, Asansol, Bengal, published in 1934 a very useful brochure on "Rural Home Sanitation", in which he says, "The need (of strong public opinion against unsanitary conditions) has its social side in India, where there are millions of people held in servitude to the task of disposal of human filth. India is the only country in the world, where so-called respectable people hire so-called untouchable people to handle and remove human filth. Burma has no sweepers, China has no sweepers, America has no sweepers, England has no sweepers. In other countries people have learned to dispose of their own filth. It is not a task which is relegated to a group which is thereby shut out from decent society".

It is only in Nepal, Bhutan and Ceylon, which are socially, though not politically, parts of India, that the people will not do their scavenging but import a large number of caste scavengers from the Northern India.

Mr. F. G. Williams further says, "This curse must be removed from Indian Society and we shall have gone a long step in removing it, when they have removed the untouchable, unspeakable work which keeps this group unclean. If all missions and societies for removal of untouchability and Ashrams and welfare groups would get seriously behind a movement to remove this primal cause of untouchability by the promotion of sanitary education and the installation of sanitary latrines, we should make long strides towards the ultimate removal of untouchability from our land".

29. Having realised the existence of the social problem at the root of the whole question and its importance, the Committee decided to frame objectives, which have been kept in view by the Committee in its work of study and inquiry and in making its recommendations. A draft of the objectives was therefore prepared, and the same was confirmed at the second meeting of the Committee.

The statement of objectives was printed at the commencement of the Committee's Questionnaire, copies of which were sent to all local bodies, in the Bombay State, many public workers and institutions, all the Unions and Associations of scavengers and sweepers in this State and also several Government Officers.

30. The response to the Committee's Questionnaire may be said to be fairly good. Replies were received from the three Municipal Corporations in the Bombay State, 32 from the Borough Municipalities, 127 from the District Municipalities,

8 from the District Local Boards, 14 from the Gram Panchayats, 13 from the Unions and Associations of scavengers and sweepers, 28 from the public workers and 14 from the Government officers. (*Vide* Appendix II).

31. The Committee is glad to note that the objectives defined as above, have received the almost unanimous approval of all the persons and institutions, who have sent in their replies. They are strongly supported by all the social workers.

The few (two or three) correspondents who have not accepted the objectives do not say that the objectives are not acceptable to them but they think that no people other than the people of the Bhangi caste will ever do the work of scavenging.

32. The Committee fully realises that the ideal of achieving what in effect amounts to a social revolution in the country, is a long and difficult process, but the salvation is that way only. History is witness to great social revolutions which have taken place in the world, such as the voluntary surrender of feudal rights by the Samurais (the order of Nobility) of Japan, and the abolition of slavery in America. India herself had seen great social revolutions in the past, such as the abandonment of the Vedic sacrifices, which involved the immolation of hundreds of innocent animals in the name of religion and the rise of the Bhakti school of devotion to God, in which people of all castes could take part. Great revolutionary forces have been unleashed in the country during the last hundred years, a great change is coming over public feeling and untouchability has received a blow, from which it will never recover.

33. Reference has been made in the foregoing chapters to voluntary scavenging work, occasionally done by people of so-called 'higher' castes and it is found in recent years that when the scavengers or sweepers go on strike, the conservancy work on voluntary basis is organised to some extent. It is the actual experience of this work that shows the workers the real dirty nature of the work, as it is being managed at present and the way to remove the defect in the methods and arrangements.

34. The Committee has realised, after its study, inquiry and deliberations, that :—

(1) the process of hand removal, i.e. the process in which the night-soil dropping in receptacles or on the floor of the latrines has to be taken out and removed by hand, must be eliminated as far as possible.

(2) The elimination of the hand removal process, to the extent to which it succeeds, will progressively reduce the employment of the professional caste scavengers but they and the society must be prepared to face the consequences.

(3) The mechanisation, if it helps in elimination of the hand removal process ought to be judiciously accepted, in large cities and towns.

(4) In as much as the elimination of the hand removal process is bound to take some time improvements must be effected in the construction of the ordinary latrine, the receptacle and the process of carrying night-soil.

(5) The human factor is of greater importance than the economic factor.

(6) The improvement of the condition of conservancy work and raising the status of the workers will be helped by—

(a) Improvement in living conditions,

(b) improvement in the condition of work and conditions of service.

(7) Improvement in all the matters referred to above will also help in breaking the 'monopoly' and in extricating the caste Bhangi from the clutches of the filthy occupation.

(8) That the abolition of the Gharaki system or the system of customary rights of scavenging (in Gujarat) is essential both in the interests of Bhangis and also in the interest of public sanitation.

(9) That measures must be taken in order to raise the culture of the caste Bhangis and to make them fit to take their due share in the public life of the society.

(10) That in order to achieve the above ends, suitable measures must be adopted to secure the co-operation of local bodies and the public and to awaken the sanitary conscience and civic sense of the public.

CHAPTER VI.

ELIMINATION OF THE HAND REMOVAL METHOD.

35. For eliminating the hand removal process, we suggest the following methods :—

(1) The system of sewage and flush would be the best for big cities. The system exists at present in Bombay, Poona, Ahmedabad, Baroda and Kapadvanj. It is nearly complete in Bombay and Poona and only partially in the other three cities. Places like Sholapur, Surat, and Nasik may have the system in a very few years. The system is very costly and all the cities cannot afford to have it in near future under the present circumstances.

One is apt to think that the sewage loses all manurial value ; but it is not so. At Poona and Ahmedabad, the sewage mixed with canal water is already being utilised for irrigating sugar cane and vegetable crops. In Bombay, which has no agricultural land nearby, the sewage is being at present partly utilised for production of gas which has immense possibilities of use for lighting and other purposes. In all up country places, the sewage could be fully utilised for agricultural purposes.

36. (2) The next best system for cities and big towns is to have the septic tanks for big habitations like hostels, Police lines, Jails etc. and aqua privies for private houses. The Committee attaches great importance to them particularly to aqua privies for, they can be kept as clean as the flush, they are economical in the end and do not require the services of scavengers. They are already becoming popular in places like Nasik and Ratnagiri. The Aqua privy does not require much water or the flush arrangement as the septic tanks, one digestion or Anaerobic Chamber, the Second-Aerobic Chamber and the third the filter chamber through which the effluent passes out. The rules for constructions of septic tanks and aqua privies sanctioned by the Director of Public Health, Bombay State, are given in Appendix III.

37. The question about the disposal of the effluent is important. Where there are underground drains, as at Nasik, or open spaces as at Ratnagiri, there is no difficulty. But the question is about the disposal of the effluent in cities like Dhulia, where there are neither underground drains nor open spaces for soak pits or any open space for gardening. There we think that if the surface drainage i.e., the system of open drains is complete and well maintained, the Public Health authorities should find it possible to allow the effluent to pass along open drains. At present open drains are allowed to carry the sweepings, wash water and urine from latrines, and it is respectfully suggested that sanitation would not be worse by the effluent passing along them. The public health authorities suggest that in such places, the house owners should have cess pools with pucca covers to hold the effluent. But in that case the services of the Municipal scavenger will be necessary for emptying them, unless the municipality has a lorry fitted with hoze pipe and mechanical pump, which can suck up the cess pool water. Anyway, if the Public Health authorities remove the practical difficulties, people in smaller cities and bigger towns, will go in for septic tanks and aqua privies in increasing numbers.

The municipalities should construct septic tanks for public latrines, like the one which the Committee saw at Sholapur. The flush arrangement should be automatic and periodical.

38. (3) For still smaller places like small towns and big villages, which have Gram Panchayats, it is recommended that sets of pucca trench latrines of the Bhanoli type should be constructed (*vide* Appendix IV). There are two parallel pucca trenches, which are to be used alternately and a pucca super-structure with a roof to keep off sun and rain. The trenches are of any suitable length, divided into a number of separate seats with moveable partitions. They would yield good compost manure, as night-soil is to be covered by dry earth, ash or refuse. They may be constructed by Gram Panchayats or even by private Agriculturists as at Dhanoli, with suitable loans and subsidies from Government.

Government will be well advised in making it a rule not to allow, village panchayats hereafter to construct receptacle latrines and to engage any new professional scavenger. Once the agriculturists realise the benefit of good compost manures they will themselves go in for them, but all proper facilities and guidance should be given by Government.

Care must be taken to see that night soil is properly covered and made fly-proof as in the case of a Gopuri latrine.

39. (4) In places like Ashrams, where the residents are under a kind of discipline single pucca trenches of suitable length, with a moveable structure as at Bardoli will serve quite well. They are not fly-proof, and therefore care must be taken to see that the night-soil is properly covered.

40. (5) The Gopuri type latrine (*vide* Appendix V) is a permanent structure, above the ground, with two contiguous cisterns to be used alternately with a complete fly proof moveable, to and a permanent pucca roof above. Being above the ground, it is particularly suited to places in Ratnagiri District and would be equally suitable in Thana and Kolaba districts and in all other places where there is sufficient open space near the house. The cisterns are built above the ground on account of excessive rainfall.

The three types, Dhanoli, Bardoli and Gopuri, have the same principle of having permanent pucca trenches where night-soil is covered with dry earth or refuse and turned into manure.

41. (6) Pit privies or well privies, where they exist should be examined and allowed to be used if they are found not to pollute the supply of drinking water in the neighbourhood. No new pit privies should be allowed to be constructed without the express permission in writing from the Public Health Authority. In both pit-privies and well-privies, the tops must be made fly proof; they differ from the Dhanoli, Bardoli or the Gopuri type in that the night-soil is not covered with earth or refuse and no compost manure is prepared. The well-privy is deep like a well and the privy is deep from 6 to 10 feet. The Public Health Authorities are of the opinion that there should be subsoil water, at the bottom of the pit-privy or well-privy or even of a bore hole, and that would help the disintegration. According to the old process, occasional applications of lime and salt poured from above have the effect of disintegration and well-privies are known to exist for generations. They exist even in cities like Broach in Gujarat and have a place in conservancy arrangements in houses where there are not large open spaces available as they require no services of the scavengers.

42. (7) Bore hole latrines have a place, but they do not seem to have become popular, because they are not permanent and have not much use for preparing compost manure.

43. Thus the varying circumstances should be studied carefully by expert health authorities and the people should be properly advised and guided, in constructing suitable latrines, which while securing good sanitation will also help in preparing compost manure in all villages and small towns. There must be a plan and a drive behind the plan. The present practice to allow things to develop without a definite policy and plan will lead to the construction of more and more receptacle latrines and more and more scavengers will be employed. The double slavery of the scavenger and the society will thus, become permanent. The evil is confined at present mainly to cities and towns. Let it not be allowed to extend to villages. Unless Government make up their mind, things will continue to drift. Government and Public Bodies should lead the way in replacing the receptacle latrines by substitutes which will do away with the service of scavengers.

44. Improvement in the construction of the receptacle latrine is of great importance and this subject will be dealt with more fully in the chapter on conditions of work. While we think that the construction of any more receptacle latrines should be discouraged as far as possible, the existing receptacle latrines will continue. Their condition must be improved immediately by a planned campaign carried out by Local Bodies.

CHAPTER VII.

ABOLITION OF GHARAKI OR THE CUSTOMARY RIGHTS OF SCAVENGING.

45. The word Gharaki is not known out-side Gujarat. The members of the Committee who belong to Maharashtra and Karnatak did not know that there existed any customary rights of scavenging and sweeping any where in the State of Bombay. The Chairman of the Committee however, in his other tours had found the existence of customary, transferrable and hereditary rights of scavenging in Old Delhi town and cities of the Hyderabad State. Questions were therefore included in the Questionnaire about the existence or otherwise of customary rights of scavengers. The Committee, in their tour and enquiries on the spot, have obtained adequate information about the nature, scope and the present condition of the customary rights, called "Gharaki" or "Gharagi".

46. Every kind of service to the village was formed by a hereditary service. The Bhangis was and is a hereditary village servant like the Mahyawanshi (formerly known as Dhed) and the Mahar. Government Resolution, Revenue Department, No. 7420/33, dated 16th September 1938, defines the duties to Government of Mahars, Dheds, Vethiyas, Bhangis and Madhvis. They are 19 in number. Out of them 11 are assigned to the Dheds and 8 to the Bhangis. They hold Pasayata or Vatan lands, just as the Dhed (or Mahyawanshis) and the Mahar hold. They have to render also service to the people of the village, the Mahar is required to remove carcasses from the village and is entitled to skin them and to take the hides or wages for skinning them, similarly Bhangis had the duty of cleansing the court-yards and Khadkis or private lanes and was entitled to receive bread, clothes and occasional gift of money from all the houses which he served. The vatandar Bhangis appear to have divided the village or town into wards according to their shares and in each ward, the Bhangis had the customary right of cleansing streets etc. and taking the remuneration. The right naturally became hereditary. The work of scavenging or removing night-soil from latrines and carrying it out of the village, did not possibly exist in former times, as there were then no basket latrines. In cities and towns, some houses had the well-privies, called "Duttons" in Gujarat, which did not require any services of the professional scavenger. But it appears that after the establishment of local bodies basket privies i.e. privies with a receptacle came into vogue. Scavengers who had Gharaki rights of sweeping private lanes and courtyards asserted their right to-cleanse private latrines as well, which came to be constructed in their areas. They considered the particular streets and mohhollas as their private property so far as scavenging is concerned. The local bodies in these parts of Gujarat, where the customary rights prevailed, allowed the latrines to be cleansed by the hereditary scavengers. In Maharashtra, Karnatak and those parts of Gujarat where the Bhangis were not indogenous the Gharaki right did not exist, the local bodies naturally assigned the work of cleansing private latrines to their own employees. The question of Gharaki right does not arise in respect of sweeping of public streets or in respect of cleansing of public latrines, at all.

47. If we look to the obligatory duties of municipalities (*vide* S. 54 of the Bombay District Municipal Act, 1901 and S. 68 of the Bombay Municipal Boroughs Act, 1925) we find that the constructing of public latrines and maintaining privies and urinals etc is compulsory but not so cleansing of private latrines this is not specifically mentioned even as a discretionary duty of the municipalites. The municipalities are empowered to make bye-laws regulating the construction, maintenance and control of water closets privies, latrines, urinals etc. but there is no provision in the Acts for the scavenging of private latrines. They probably do this

work under the discretionary power to make provision for any other measure (which is not obligatory) likely to promote the public health. There is therefore no reference to the customary rights of scavengers, in any part of the Municipal Acts of the State of Bombay.

As the customary right of the scavenging private latrines are known to exist in Delhi and the Punjab, a reference was made to the provisions of the Punjab Municipal Act and it was found that in S. 159 and some other sections of the said Act, there is a reference to the customary right S. 159 (1) reads as follows:—

“Subject to the provisions here-in-after contained with respect to the customary rights of sweepers, the Committee may, at any time undertake the house scavenging of any house or building, on the application or the consent of the occupier.” There appear to be analogous provisions in the Municipal laws of Bengal, Utter Pradesh, etc.

48. What is the present position of the Gharaki rights in Gujarat? Out of the 63 Municipalities of Gujarat who have sent replies to the Committee's questionnaire, in 30 towns including Broach, which is a district place, the customary Gharaki rights exist till to-day, at Broach the dispute about taking away these rights, is going on for the last 10 years or so. At Balasinor in Kaira District the scavengers are asserting customary rights, but the municipality refuses to recognise them and has taken over scavenging work of private latrines. At Baroda, the municipality, had been trying to take over the scavenging work of the private latrines for a number of years, but every time there was the threat of a strike and the municipality had to yield. Ultimately in 1941, matters came to ahead and both sides were prepared to fight out the question, but there was a compromise between them and a compensation of Rs. 32,000 in cash was paid by the municipality to 300 customary Hakdar scavengers on the basis of Rs. 4 per topla (i.e. a big container or pail of night-soil which the scavenger carried to the pail Depot) in lieu of the customary rights, most of the displaced scavengers were taken up in Municipal service and an increment of 1 rupee p. m. was given in their pay. At Padra, (District Baroda) the municipality says, the customary scavengers are demanding a very large amount of compensation for surrendering their customary rights and therefore the matter there is not settled yet.

We have not received replies from all municipalities of Gujarat. So we cannot definitely say whether these rights exist in those towns or not. But according to one of our colleagues of the Committee Shri B. U. Waghela, who has intimate knowledge of these customary rights all over Gujarat, the Gharkki rights exist in all districts of Gujarat except Surat. It is clear that the Problem is of fairly large dimension and cannot be simply ignored.

49. The Committee decided to deal with the question of Gharaki, as far as it could properly do because it is a matter connected with the present condition of work of the scavengers in the State. It is also a matter vitally connected with the well-being of the community. The continuance of customary rights of doing scavenging work, which can be best managed by the Local Bodies alone, is inconsistent with the modern time and with the objectives which have been generally accepted. The continued existence of customary rights would create a stumbling block in the way of breaking the monopoly, to which we have already referred. The Gharaki system is not working to the satisfaction of any party. It was everywhere scavengers complain that they are not being properly paid by the house owners; the latter complain that they are at the mercy of the scavengers who do not regularly attend to the scavenging work at all. The Municipalities having no control over the work, it is badly neglected and the public suffers.

There is, therefore, no question of allowing the Gharaki right to continue any longer. Even in Old Delhi City where the customary rights prevail, steps are now being taken to abrogate them by amendment in the Acts. The Committee therefore feels no hesitation in recommending that the Gharaki or the customary rights of scavenging private latrines should be abrogated, whether they exist in Merged State Areas or other areas, as early as possible.

50. The question then remains whether any compensation should be paid for taking away the Gharaki rights; but that involves consideration of complicated questions of law, which the Committee is not called upon to decide. The Committee is content to point out, that several cases about the Gharaki rights have gone up to Civil Courts and in second appeal No. 799 of 1944, decided on 18th September 1945, the High Court of Bombay confirmed the decision of the lower Courts, which upheld the Gharaki right of the plaintiff as hereditary sweepers having right to sweep the premises of Shrinagar Weaving and Manufacturing Company Ltd., of Ahmedabad.

Article 31 of the Constitution provides that (1) no person shall be deprived of his property save by authority of law and that, (2) no property shall be taken possession of, under any law, unless the law provided for compensation for the property. But there is a further provision in the said article, which says that clause (2) about compensation shall not affect the provisions of law which the state may hereafter make for the promotion of public Health.

We have sufficiently indicated the nature of the somewhat complicated question of law, which is involved in the matter. But the Committee is definitely of the opinion that, either compensation for a right or an adequate compassionate allowance ought to be paid for taking away the customary right of the caste Bhangis of Gujarat, who have learnt to solely depend upon the scavenging work, in towns and cities. If the hereditary right is taken away, they would be in the position more or less of displaced persons and ought to be helped at least by a compassionate allowance and provision for alternative employment or occupation. Article 41 of the Constitution lays down that the State shall (within limits) make effective provision for securing the right to work, to education and to public assistance in cases of unemployment etc. It is in that spirit that the question should be solved.

51. The Committee therefore recommends that in order to determine the question of payment of compensation or a compassionate allowance to the scavengers, the Government should forthwith start further inquiries:

(a) To prepare a correct list of the Local Bodies in Gujarat within whose limits Gharaki rights of cleansing private latrines are proved to exist at present,

(b) to determine how far the Gharaki rights are legal property rights which can be upheld as against local bodies who proceed to take over scavenging work being done on the Gharaki basis,

(c) to determine whether some legislative enactment will be necessary in order to take over the work now being done on the basis of the Gharaki rights,

(d) to explore the possibility of commuting the Gharaki rights by negotiation and agreement,

(e) to determine the basis, mode of payment and the amount of compensation or compassionate gratuity to be paid to the holders of the Gharaki rights, and

(f) to take steps to provide alternative occupations to displaced persons.

CHAPTER VIII.

LIVING CONDITIONS.

Section I—(General).

52. We have studied the living conditions of Scavengers and Sweepers on the spot at all the places which we visited in the Committee's study tour and also from the written replies to the questionnaire which the Committee has received from a large number of Local Bodies. So far as the Bombay City is concerned, the Report of Shri S. R. Deshpande of the Labour Investigation Committee, appointed by the Government of India, on "An Enquiry into the Conditions of Labour in the Principal Municipalities in India" and the Award of the Industrial Tribunal (Bombay), in the Industrial Dispute between the Bombay Municipality and the Sweepers and Scavengers employed under it, under reference Nos. A. J. I. P. 38 and 44 of 1948, have also been useful to the Committee in studying the Living Conditions and conditions of service of the Conservancy workers employed by the Bombay Municipal Corporation. Our Colleague Shri B. N. Rathod, in his capacity as President of the Bombay Presidency Sweepers' Union, which has its office in Bombay, is fully conversant with all the conditions, of the scavengers and sweepers in the City of Bombay and his knowledge has been very useful to the Committee in its work.

53. The living conditions of conservancy workers comprise mainly the following items, viz :—(1) housing conditions, (2) provision of drinking, bathing and wash water, (3) provision of latrines, urinals and bath rooms, (4) amenities such as a place for meeting, prayers and recreation, a reading room and a dispensary in the neighbourhood, and (5) the surroundings of the quarters of localities.

As the scavengers and the sweepers have been a despised community, it is not surprising that the living conditions of these workers are, on the whole, at present very unsatisfactory, except in a very few places. As, however, the sanitation and health of the cities and towns depend mainly upon the work of scavengers and sweepers, and as the workers are considered to be an essential service under the law also (*vide* the Bombay Municipal Servants Act, 1890 and the Public Security Measures Act, 1947) it must be recognised as the obligatory duty of all local Bodies to provide proper housing accommodation and to secure proper living condition to all conservancy workers.

54. Fortunately, since the passing of the Industrial Disputes Act (Central Act No. 14 of 1947) disputes between various Municipalities and the scavengers and sweepers in their employ, are being referred to Industrial Tribunals during the last 3 years and they have given awards after making painstaking judicial enquiries in each case. In these awards, a number of questions relating to housing accommodation or house rent allowance in lieu thereof, increment in wages and dearness allowance, payment of gratuity in addition to Provident Fund Contribution, hours of work, supply of Uniforms, holidays and off days etc., have been considered and decided. Though these awards apply in terms to individual cases of disputes only, the decisions serve as precedents and in some of the awards, general principles governing the matters under reference have been laid down. The awards which have been published from time to time in the *Bombay Government Gazette* and the *Industrial Court Reporter*, during 1948, 1949 and 1950 are available for reference and some of them will be referred to in the body of this Report, in respect of useful facts or statements of principles, which are generally applicable.

It may be noted that in most of these awards, the Tribunals have decided the questions referred to them, with great sympathy for the scavengers and sweepers and have more often than not granted their demands wholly or partially, as justice required.

So far as housing accommodation or house-rent allowance in lieu thereof is concerned the following awards may be usefully referred to :—

(1) In the award on the reference between "Sholapur Borough Municipality vs. Workmen employed under it" reported in I. C. R. 1949, Bombay, page 632, the Tribunal says that "It may be argued that there is no statutory liability to provide free quarters to the workmen. It is now a recognised principle that the Municipalities are liable either to provide free quarters or pay house rent to workers, who belong to essential service". (2) In the award between "The Ghatkopar Kirol Municipality vs. Scavengers and Sweepers, etc." under reference Nos. A. J. I. T. 42 and 46 of 1948 (*vide* I. C. R. 1949, Bombay, page 62) as regards house rent in lieu of housing accommodation, it is said that "The Municipality should pay house rent and not only an allowance towards house-rent".

55. It may be noted that the Municipal Acts, of the Bombay State did not, until recently, recognise the provision of housing accommodation, as an obligatory duty of the Municipalities. But thanks to the efforts of one of our colleagues Shri H. I. Kalyani, who has been a member of the Bombay Legislative Assembly since 1946, some of the Municipal Acts have been recently amended in order to make it an obligatory duty. In the District Municipal Act of 1901, S. 54 lays down the obligatory functions of the Municipalities and sub clause (T) has been newly added by Act No. 52 of 1949, to make "constructing and maintaining residential quarters for the conservancy staff of the Municipality", an obligatory function. The Bombay Municipal Boroughs Act, 1925, has also been similarly amended by Act No. 37 of 1949, whereby sub-clause (w) containing the identical words, has been added to clause (1) in S. 68 of the Act. In the Bombay Provincial Corporations Act, being Act No. 59 of 1949, S. 63 lays down the obligatory duties and contains 25 items, out of which item No. 23 relates to "construction and maintenance of residential quarters for the Municipal conservancy staff". The Bombay City Municipal Acts old one of 1888 and a corresponding suitable amendment has yet to be made therein. So far as Village Panchayats are concerned, the Village Panchayats (No. VI of 1933) has been amended by Act No. 60 of 1947 and "Construction and Maintenance of houses for the Conservancy staff of the Panchayats" has been made a discretionary duty, which it was not before. The trend of Government policy and legislation is thus clearly to recognise the duty of local bodies "to make reasonable and adequate provisions" (as the words at the commencement of the relevant sections clearly say) to provide housing accommodation to members of the conservancy staff. It is therefore no longer arguable on behalf of local bodies that they are free to make or not to make, due provision for housing accommodation. They are bound to do so, wherever there is a need.

56. About the need for Housing accommodation, we may generally say that where scavengers and sweepers are local inhabitants or have settled in a place for many years, many of them have their own houses or huts; but in these places, where they have come from outside recently, the need for providing housing accommodation is great. In places like Bombay City, almost all the conservancy workers come from outside and are all in need of proper housing accommodation. In addition to proper housing accommodation, other amenities as mentioned above are necessary in order that the living conditions should be tolerably good.

57. Judging from this standard, we may summarise our study of the living conditions of the conservancy workers in the Bombay State, as follows :—

Section II.

A general picture of the present living conditions of scavengers and sweepers in the Bombay State.

(1) *Housing Accommodation.*—(a) Except in a few small places, full housing accommodation has not been provided by any Municipality. Even Railway Administrations have not provided housing accommodation to all the conservancy staff in big centres like Bhusawal, Hubli, etc.

(b) In most places the housing accommodation for the conservancy staff consists of single room tenements, not properly ventilated and lighted, and not provided with Verandahs, sinks or lofts.

(c) In many places the tenements provided have roofs of corrugated iron sheets and in some cases, even the walls and partitions are of iron sheets, thus exposing the inmates to great heat in summer.

(d) A considerable proportion of conservancy workers live in small rented rooms which are crowded together in slum areas, or in the hutments of a flimsy structure, constructed at their own cost; and yet only some of the local bodies who employ them, pay them any house-rent allowance.

(2) *Provision for drinking and wash water.*—The provision of drinking water is inadequate and unsatisfactory in many places. Where there is tap water, usually no storage-tanks are provided and water taps stop running, when the workmen return home from work at about 11 a.m.; there are some Local Bodies as at Kalyan and Borivali, who have no public wells of their own in the neighbourhood of localities or quarters of the scavengers and have therefore to engage non-Harijan servants to draw water for the scavengers from private wells, which the latter are not allowed to touch. It is obvious that in such places, the scavengers cannot have sufficient water for bathing and washing purposes and have to go to stagnant pools or nalas for the purpose.

(3) *Provision for latrines, urinals and bath-rooms.*—In many places, such as Ratnagiri, the scavengers' localities and quarters have no latrines and the occupants have to go out in the fields to answer nature's call, even in the rainy seasons. Urinals are of course very rare; and common bath-rooms, where provided, may have broken taps and very little water.

(4) Other amenities, such as places for meeting, recreation, prayers, and reading rooms are rare. Welfare centres are to be found only in Bombay and Baroda. The Committee found canteens only in Bombay and Mulund. Scavengers have erected their own temples at some places and they serve as meeting places also.

(5) The quarters and localities of the scavengers are often situated in unhealthy places, in the vicinity of nalas, open drains, stands for night-soil and refuge carts, public latrines or dumping grounds.

In short, the living conditions of the scavengers and sweepers are on the whole in keeping with the lowest status, which society has assigned to them and to their work. They are leading a life, as it were in segregation camps, without their cleanliness.

Section III—Typical Cases.

58. We may now describe a few typical cases to illustrate the above description of living conditions.

(a) BOMBAY CITY.

In Bombay City, the total strength of labour staff of the conservancy branch during 1948-49 was 8,778, comprising 6,718 male workers and 2,060 female workers. The total number of chawls in charge of the Health Department is 138, comprising 3,294 tenements and providing housing for 4,898 conservancy workers. The tenements are single room tenements, with dimensions of 10' × 10' or 10' × 12', with no provision for sinks or lofts in many places. There are no electric lights in any of the rooms.

The chawls at Colaba, Tardeo flats, Sukhlaji Street Health Camp, and Chinchpokali Health Camp are "S. P. C. G." sheds and deserve to be demolished. Many of the chawls stand by the side of the Health Department. Stables, which are used for keeping refuge carts and bullocks, while there are open big drains by the side of Tardeo Flats and Chawls at Arthur Road, Prabhadevi and Dadar. Nearly half the number of tenements out of the total number are at these chawls. Only at 2 places viz., Kasarvadi and Annesly Road chawls, the surroundings are tolerably good. Only recently a new chawl consisting of 68 tenements has been built, at Chinchpokli. This is the only chawl which can be considered to be a model to be copied, when constructing new chawls for the conservancy workers of the Bombay Municipality. It is a two storied building and each tenement consists of two rooms and a verandah in front. The kitchen has a sink and a loft; there are flush latrines, bath-rooms and common washing places on each floor. The rooms are all well ventilated and well lighted.

The remaining scavengers and sweepers in the employ of the Bombay Municipality are living either in the rented rooms or in the hutments of their own, constructed on Municipal land "without authority".

The Municipality now charges no rent for tenements supplied by it to its conservancy employees, and to those who have rented rooms, a house rent allowance of Rs. 6 per worker or Rs. 9 per family of two workers, is being given. In the case of the so-called "unauthorised hutments", however, no house-rent is given to these workers, even when they are permanent employees. On the contrary, a ground rent of Rupee 1 is recovered from them for each hut. The number of such hutments which are in insanitary and neglected condition is more than 500 and no amenities such as water closets or water taps are supplied to them. When the Municipality is recovering ground rent, they cannot really be called "unauthorised". They are not living in huts of their own choice but they are living there, because they are getting neither municipal tenements, nor rented rooms and there is no proper reason for not paying them any house-rent, when the smaller Municipalities in the Suburbs, such as at Bandra, Parle-Andheri, Kurla and Juhu (now being merged in Greater Bombay) are paying a house-rent allowance to conservancy workers living in similar hutments.

The condition of most of these chawls can best be described by quoting from the Award of the Industrial Tribunal which has been published in the *Bombay Government Gazette*, dated 24th August 1948. The presiding Judge Mr. Salim M. Merchant, at the request of the parties visited Municipal chawls at Umarkhadi,

Walpakhadi, Mahalaxmi and Paltan Road. He says, "I saw privies at Walpakhadi so full of night-soil, that it was impossible to enter them, I saw bath-rooms without taps; I saw leaking water closets and drain pipes; privies with flushes completely out of order. The inhabitants of these chawls complained bitterly of the insanitary conditions, in which they are forced to live, and about the inadequate number of water taps in most chawls and the very limited supply of water available to them. At some places, electric bulbs which had gone out of order had not been replaced for over a month. Most chawls did not have a sufficient number of electric lights, a few dim electric bulbs vainly trying to dispel the darkness of the long passages only helped to make the darkness more oppressive. The chawls did not appear to have been white washed for a long period".

"The conditions at Umakhadi and Walpakhadi, bad as they were, were nothing as compared to the conditions, I saw in the chawls at Mahalaxmi. This colony had been built on the eastern bank of an open sewage. Out of the 17 authorised Chawls, 13 are corrugated iron sheets chawls. The rooms admeasure 10'×10' and have no proper ventilation".

The Committee in its visits to these Chawls did not notice any appreciable improvement in the conditions of the Chawls described above. A single room of an over crowded Chawl for a family to live in, all the year round, must be really intolerable. In many of the Chawls the occupants do their cooking in the corridor and a great nuisance is caused by smoke and heat.

Mahatma Gandhi had occasion to visit some of these Chawls and made the following observations in an article in "Harijan", dated the 11th December 1940.

"My heart wept within me, when I observed the housing conditions of the Harijan employees of the Bombay Municipality. Bombay is beautiful, indeed, but wherein does its beauty consist? In the Malbar Hill or in the Kacharpatti in Mahalaxmi I tell you that we can live in equanimity on the Ridge, only after decent housing conditions have been secured for these Harijans. I beseech you to have a look at the plague spot in Bombay and to move the Municipality to deal with them at once. How would you like to live, near a sewer even for a single day?"

59. We know that the general housing conditions for all the poor people living in Bombay are very bad particularly since the war and may be even worse than those described above, in some places; but conservancy workers are an essential service and on their work depend all the beauty and the health of Bombay City. Of all people, these workers have the first claim to decent housing and clean surroundings. The Bombay Municipal Corporation should therefore provide more Chawls of the new Chinchpokali type and as soon as possible, should give two rooms to each family instead of the present one room. The improvements in lighting and the sanitary arrangements need not be delayed at all.

60. There is one very good feature about the Bombay Municipality which, in fairness, we must mention. It has a special Welfare Department, under the Executive Health Officer. The Welfare work is in charge of a Lady Welfare Organiser. It is carried on with the fines Fund, supplemented by a subsidy from the Municipality. There are 11 Welfare Centres in the City. Each centre is in charge of two male and two female part-time workers. There are 2 sections in each centre one for women and the other for men. Literacy classes in Marathi, Gujarati and Hindi are being conducted and they are popular. All the centres have Radio and indoor games, like Carrum and out-door games like Volley Ball for men, cricket for boys: etc. The activities organised for women include sewing, knitting and mother

craft. There is a circulating library common to all the centres. Some of the centres however are located in stables belonging to the Health Department and the atmosphere at these centres is not congenial.

61. We feel that there is much scope for improvement in these welfare centres. It is desirable that non-Official visitors should be appointed to occasionally visit the centres and advise in improving the arrangements. More attention should be paid to promotion of culture and better living. The Bombay Municipal Corporation is helping in the conduct of a well maintained canteen on co-operative basis at Mahalaxmi.

62. There is however no Balmandir (Montessory School) for children of pre-school age, nor any creche for infants of conservancy women workers, to the credit of the Bombay Municipality. There is a large number of women workers, who have to work both in the morning and in the afternoon and there must be some agency to take care of young children and infants when they are out for work. In the absence of such an agency as Balmandirs or Creches, the grown up children of school going age, instead of attending schools are required to remain at home in order to look after the infants and thus remain illiterate. The ideal of compulsory primary education will remain only on paper, so far as the children of conservancy workers are concerned, in the absence of such a provision, and therefore, a beginning must somewhere be made to show the way in this matter; and Bombay City is the place, where we can expect a good beginning to be made. Of course, Government and social workers must come forward to help in this matter.

63. We have not been able to visit any of the big suburbs which are being merged in Greater Bombay, such as Bandra, Kurla or Parle-Andheri; but we have received written replies from them, and there are also awards of the Industrial Tribunal in their case and it appears that they have provided quarters for some of the families of the conservancy staff and that they have been paying house-rent allowance to all conservancy workmen, who have not been provided with housing accommodation, whether they live in rented rooms or hutments of their own.

64. We have discussed the living conditions of scavengers and sweepers in Bombay City in some what greater details, because it is here that one would perhaps expect to find the best living conditions for the conservancy staff, but when we find that even here the conditions are so defective and unsatisfactory, we can well imagine how conditions in other places would generally be.

(b) AHMEDABAD.

65. Ahmedabad is now a Municipal Corporation. The total number of families of conservancy workmen in the employment of the Corporation is 800 and the housing accommodation has been provided for half the number. Five per cent. of the remaining families have their own houses and 95 per cent. live in rented rooms or hutments of own.

It may be said that the housing accommodation provided by the Ahmedabad Municipality is among the best that may be found in the Bombay State. Many of the chawls have an upper story and provide two rooms tenements, with a kitchen and a Varandah. There are good open spaces round about and provision of latrines and bathrooms is good enough. The occupants, however, complain of insufficient water supply from the water taps. No other amenities such as a place for meeting and prayers, a reading room or a Gymnasium etc. are provided. The Municipality charges a rent of Rs. 2 for a single-room tenement and Rs. 3 for a double-room

tenement. The quarters cannot be considered to be free housing, but there is a great concession in the rent, in view of the prevailing rents in the city and the quality of tenements provided. Members of an essential service are really entitled to free quarters and the most that could be charged to these workmen is a nominal rent which would just suffice for their up-keep. Wherever possible, electric lighting should be provided to each tenement and a small charge should be made for the same.

The Municipality, however, pays no house-rent allowance to those of its employees who have not been provided with housing accommodation of its own. This cannot be considered to be fair to those conservancy employees, who have not been fortunate to secure a Municipal tenement.

66. The question of housing for the Conservancy Staff of the Ahmedabad Municipality was considered by the Industrial Tribunal in Ar. No. 14 of 1947, and the award which is dated the 16th February 1948, has been published in the *Bombay Government Gazette*, Part I, dated 26th February 1948. Demand No. 6, made by the Sweepers and the Mukadams employed by the Municipality, was in the following terms "Every sweeper and Mukadam should be provided with rent-free accommodation or paid house rent allowance of Rs. 10 per month in lieu thereof".

The Industrial Tribunals have usually awarded a house rent allowance to members of the essential service, but the award referred to above, is an exception and the demand was rejected on the following grounds:—

"There are in all 2,703 sweepers and 65 Mukadams and it is a common ground that there were roughly 1,600 families in August 1947. The Municipality has provided Municipal quarters to 360 families on a nominal rent of Rs. 2 and it has besides exempted 439 other families of sweepers, who are living elsewhere, from the payment of the Sanitary cess. The Municipality has recently prepared and sanctioned estimates for building 772 tenements at an estimated cost of Rs. 35 lacs and it has proposed to include the sweepers of the Municipality in that group. The Municipality is thus doing its best to provide accommodation to this class of its employees. In the circumstances, the demand is unsustainable and is rejected."

67. With due respect to the learned Industrial Tribunal who gave the award, we must say that the ground for refusing payment of house-rent allowance is not sufficient. It may be that a Municipality may be doing its best. The question is whether the need for housing is going to be fully met thereby. The said award was pronounced on 16th February 1948 and the Ahmedabad Municipality sent its replies to the Committee's Questionnaire on 3rd July 1950 i.e., more than 28 months after that. About housing the Municipality says in its reply that the total number of families of scavengers and sweepers in its employ is 800 and that it has provided housing accommodation for 400 families. That means that half the number of the workmen is still left out. It further says that 5 per cent. of the remaining have got their own houses and 95 per cent. are staying in rented rooms. No one knows when it will be possible to provide housing for these 95 per cent. who must have been living in small rooms or huts and paying proportionately high rents. The only proper course would be to pay house rent allowance to all those who are in need of housing, until their need is satisfied by the provision of Municipal housing.

The houses provided by the Ahmedabad Municipality are often called "Sweepers Paradise". It is certainly an exaggeration to say so, but the expression has come into vogue because the housing for sweepers, is usually very bad elsewhere.

(c) POONA.

68. The Poona Municipality has also recently attained the status of a Corporation. It is making rapid progress in the improvement of roads and the provision of other convenience for the public in general.

The total number of families of conservancy workmen in the employ of the Poona Municipality is 350, but it has provided housing accommodation for only 50 families and the tenements are single room tenements, for which a rent of Rs. 5 per month is charged.

The scavengers have come to Poona from Gujarat and Saurashtra long ago and have settled in two colonies. Most of them have built their own houses and some of the houses are *pucca* built ones. The scavengers having their own houses have to pay all the taxes such as house-tax, water tax, latrine cess etc. There does not seem to be much need for constructing quarters for scavengers (Bhangis); but the sweepers who are mostly Mangs by caste, are badly in need of housing accommodation. They have no houses of their own. The Municipality has constructed only about 50 single rooms tenements for them. All the rest of the sweepers are living in small rented rooms or hutments, in a crowded condition for which they have to pay a high rent of Rs. 10 or more, to private owners. The Municipality pays a house rent allowance of Rs. 5 to those, who have rented rooms. It has not provided any special amenities, either to the scavengers or to the sweepers.

69. The Poona Cantonment and the Kirkee Cantonment (Civil Population) areas, are not included within the limits of the Poona Municipal Corporation, and the scavengers and sweepers there, are employed by the Cantonment Boards under the Cantonment Act. The Chairman of the Committee and Shri B. N. Rathod, a member saw the Assistant Medical Officer of Health of the Poona Cantonment Board and also visited some of the Chawls provided for scavengers and sweepers. The tenements were well built and maintained in a very clean condition. They consisted of a Verandah, in front, then a specious living room and a kitchen at the rear. But housing accommodation is not provided to all the scavengers and sweepers, but only to a small number.

(d) SHOLAPUR.

70. Sholapur is the fourth biggest town in the Bombay State. There are about 250 scavengers and 230 sweepers in the Municipality's employ. Out of them, 13 scavengers and 130 sweepers (most of whom are Mahars) have their own houses. The Municipality has constructed several quarters, as follows :—

1. Budhawar Peth Old Bhangi Quarters; 59 tenements each of 17'×10', with an extension of 8'×10'; the total area under roof being 250 sq. ft. They are rent free.

2. New Bhangi Quarters; 12 tenements each of 10'×12' with a Verandah of 8'×12'; the total area under roof being 216 sq. ft. These are fairly good quarters.

3. "Refugee" Quarters; with roof of corrugated ironsheet; 18 tenements with no amenities such as sinks or bath rooms.

Besides these quarters, there are the following localities.

(i) Budhwar Peth Bagle Basti. Here we find a good experiment of helping poor people to have own houses on land. A large piece of Municipal open land has been divided into about 500 plots, the minimum size being 15' X 20', and given out to sweepers, gutter cleaners and other labourers, on a hire-purchase system, under an agreement according to which the occupant has to pay up the price, ranging from Rs. 150 to Rs. 225, by six-monthly instalments of Rs. 14 each, and he becomes the owner of the plot on full payment. The scheme was introduced about 10 years back and is said to have succeeded fairly well, in that many occupants have built their own houses on plots which have become of their ownership by this method.

About 10 water taps have been provided in this colony, out of which one is kept running for all the 24 hours and there are about 20 lights for streets and open spaces. Public latrine seats have been provided but there are no urinals and gutters. There is a large open space in the middle, which is available as a play ground. The occupants complained of uneven roads. They have to pay House-tax, General water cess and general Sanitary cess. They also complained that the drainage tax was being recovered from them, though there were no drains in the locality.

(ii) The Forest Area Harijan Colony is similar to the Budhwar Peth Bagle Basti. Here there are 120 plots of Municipal land, which have become of private ownership, by payment of 6 monthly instalments of Rs. 14 each. There are about 30 Mahar sweepers among the occupants of this colony.

(iii) Siddheshwar Peth, Joshi Chawl. Here there are 14 single-room tenements of private ownership of an incredibly small size of 6' X 6', for which the occupants have to pay a monthly rent of Rs. 3.

(iv) Kadadi chawl, also of private ownership, containing 12 tenements with a room of 12' X 10' and a Verandah of 12' X 7', for which they have to pay a monthly rent of Rs. 4-8-0.

AWARD.

71. There was a reference to arbitration of the dispute between the Sholapur Borough Municipality and its workmen. The workmen had demanded payment of house-rent and the Municipality had objected on the ground of financial stringency. The Industrial Tribunal who decided the case went into a detailed discussion about the taxes levied by the Municipality. After referring to various municipalities which pay house-rent to their conservancy workmen, such as Bombay, Bandra, Parla, Andheri, Kurla and Ghotkopar-Kirol etc. The Tribunal directed payment of Rs. 5 per month by the Sholapur Municipality as house-rent to all conservancy workmen who were not provided with housing accommodation on the ground that the workmen belonged to the category of essential servicemen.

(e) BARODA.

72. Certain features of the conservancy work at Baroda are noteworthy, as observed by the Committee during its visit. About 250 tenements have been built by the Baroda Municipality from time to time and let out to its employees on the nominal monthly rent of Rs. 0-8-0. Numerous other houses have been built at their own cost by the scavengers and sweepers employed by the Municipality and other Harijans, on sites provided by the Municipality. A nominal ground rent

of Rs. 1 per year is charged by the Municipality. The houses thus built are spacious enough and decent. The streets between rows of these houses are neatly laid. There are good open spaces nearabout. There are about nine Vyayamshalas and nine Reading Rooms provided by the Municipality. There is a Bal-Mandir which is maintained out of the interest amount which annually accrues from the Provident Fund of the Municipal employees, which has been invested in the Banks. The Municipality has engaged a full time Welfare Officer to supervise the Welfare activities. The pig nuisance which prevailed in the town was recently ended by giving a compensation of Rs. 6,000 to the scavengers who owned them. On the whole, the housing accommodation and other amenities such as bathrooms, tap-water, latrines, etc. were found to be far better than in many other places and this was so because up to recently Baroda City was the capital town of the Baroda State and therefore, liberal grants have been given for improvement purposes by the Maharajas of the Gaikwar Dynasty from time to time.

Section IV.

73. We will now record a brief note prepared from the replies to the Committee's questionnaire, received from the Municipalities (other than Bombay and its suburbs) showing the number of Municipalities who have made some provision for housing accommodations for conservancy workmen, and the number of these who have made none, according to the linguistic regions of Gujarat, Maharashtra and Karnatak. Gujarat now comprises 10 Districts, Maharashtra now comprises 12 Districts and Karnatak, as before, comprises 4 Districts.

(a) GUJARAT.

74. Out of the 83 Municipalities of Gujarat, 65 have sent in replies to the Committee's Questionnaire. Out of them, only the Municipalities of Gandevi and Abu say that they have provided houses for all the families of scavengers and sweepers employed by them, while the following Municipalities have made only a partial provision viz. :—

- (1) Ahmedabad ; (2) Viramgam ; (3) Surat ; (4) Bilimora ; (5) Navsari ; (6) Nadiad ; (7) Baroda and (8) Kalol.

Out of the 10 Municipalities mentioned above only Gandevi, Ahmedabad, Surat and Baroda have provided some two-room tenements, while others have provided only single-room tenements, with or without a verandah. At Navsari, the Municipality has under construction, 45 double-room tenements with verandah, comprising an area of 264 sq. ft. under roof.

The remaining 55 Municipalities have made no provision whatever for the housing of the conservancy employees ; the latter are mostly residing in their own houses or huts. The houses are Kachha houses in the majority of cases and no amenities are as a rule provided for them. No house-rent allowance is paid to them, nor even to those families or scavengers and sweepers, who are living in rented houses.

(b) MAHARASHTRA.

75. Out of the total number of 104 municipalities in Maharashtra, 74 have forwarded their replies to the Committee's questionnaire. Out of these 74, the following 37 Municipalities have made a partial provision for housing their scavengers

and sweepers, viz. (1) Poona; (2) Baramati; (3) Dhond; (4) Phaltan; (5) Panchgani; (6) Mahabaleshwar; (7) Karhad; (8) Vita; (9) Sholapur; (10) Barshi; (11) Pandharpur; (12) Dudhani; (13) Kopargaon; (14) Sangamner; (15) Kolhapur; (16) Ratnagiri; (17) Sawantwadi; (18) Malwan; (19) Rajapur; (20) Matheran; (21) Panvel; (22) Roha; (23) Uran; (24) Thana; (25) Kalyan; (26) Bassein; (27) Nasik; (28) Yeola; (29) Trimbak; (30) Sinnar; (31) Malegaon; (32) Dhulia; (33) Shirpur; (34) Erandol; (35) Savda; (36) Parola and (37) Raver.

Out of them only Savantwadi, Malvan, Rajapur, Panvel, Sholapur, Baramati, Trimbak, Malegaon, Phaltan, Karhad and Shirpur seem to have provided some two-room tenements and the rest of the Municipalities have provided only single-room tenements, with or without a Verandah. As a rule, no special amenities have been provided and some of them are only improvised Dharmashalas as at Pandharpur

AWARD.

There has been an Award of the Tribunal in the matter of the industrial dispute, between the Pandharpur Municipality and the Workmen employed under it. The reference was (ITS) No. 3 of 1949 and the award has been published in the *Bombay Government Gazette* Part I-L, dated 8th September 1949, at page 1223.

One of the questions considered by the Tribunal was the demand for construction of permanent tenements for menial staff and pending construction of such tenements, demand for payment of house-rent allowance.

The tribunal observed, "It is now a recognised principle that the Municipalities are liable to provide either free quarters or pay house rent to the workers who belong to the essential service and who are required to stay in the city itself".

"Taking into consideration the fact, that the first Party is a Taluka Town Municipality, I propose to grant house-rent allowance at Rs. 4 per month to the head of the family who are employees of the Municipality. Such house rent allowance shall be paid to those who have not been provided with pacca built quarters, as well as to those who are accommodated in the Karhad Dharmashala". The Tribunal visited the localities of the scavengers and also the Karhad Dharmashala, where some of them were housed. The learned tribunal observes with respect to the Karhad Dharmashala, "When I saw the condition of these so called free quarters, I felt extremely dejected. These rooms about 10' x 9½' partitioned by ugly looking torn straw-mats are no better than stables. The roof is of corrugated iron sheets and it slopes down to such an extent, that while entering, it almost touches one's head. The workers who were there, with one voice wailed that they were treated worse than animals, were huddled up in tiny portions like beasts, with no latrines, no washing places, no tap to the water pipe, which was broken. The workers complained that during hot season, the iron sheets get heated and their abode becomes a hot furnace. I have not got the least hesitation in saying that these quarters are not fit for residential purposes and therefore the inmates of the Dharmashala shall be paid house-rent at the rate of Rs. 4 to the head of the family and Rs. 2 each to other members of the family, who are municipal employees".

"After visiting the Karhad Dharmashala, I went to the open land where about 38 of these workmen have built one-roomed mud houses, hardly 4' in height. One has to bend considerably to enter the rooms which have hardly any space

inside to move about. The roofs are of old rusted tin-sheets and heavy stones are placed over them, so that the gale may not blow away the roof. These one-roomed mud houses can be appropriately termed as pigeon holes. These are without doors and when the worker goes out for his work, they are kept at the mercy of the street dogs and pigs, who ransack the scanty eatables left in these houses. Sanitation was conspicuously absent and there were no latrines or washing places for these unfortunate creatures. Circumstances have compelled them to build such mud houses with a view to have some kind of roof over their head. These workmen shall be paid house rent allowance at the rate of Rs. 2 to the head of the family and Re. 1 to each additional member, who is the Municipal employee. These workmen who have been provided with free pacca built quarters, and they are about 25 workmen, shall not be paid any house-rent allowance."

The description about housing conditions of scavengers and sweepers as described in the award, is fairly indicative of general housing conditions of scavengers on the country side (The quotations from the award have been abridged a little).

(c) KARNATAK.

76. Out of the 39 Municipalities of the four districts of (Bombay) Karnatak, 21 Municipalities have sent in replies to the Committee's questionnaire. Out of them, the following 8 municipalities have made a partial provision for housing scavengers and sweepers, viz. (1) Karwar; (2) Dharwar; (3) Belgaum; (4) Athni; (5) Byadgi; (6) Terdal; (7) Bail Hongal and (8) Hubli.

Municipality.	Provision.
1. Karwar	... 2 rooms with verandah (together 24'×11'). For 15 families.
2. Dharwar	... 2 rooms with a verandah (total area under roof 210 sq. ft.) for 8 families.
3. Belgaum	... Old tenements, 18'×25'; New tenements 9'-10'×22' for 25 families only.
4. Athni	... 2 rooms tenements (238 sq. ft.) for 2 families only.
5. Byadgi	... 3 families; accommodation in a Dharmashala.
6. Terdal	... Provides only one house.
7. Bail Hongal	... Single room tenements (150 sq. ft.) for 6 families.
8. Hubli	... Details given below :

HUBLI.

Hubli is a very big commercial centre and a big town. 131 families of scavengers and sweepers have built their own houses on municipal land, leased out on nominal rent

Sixteen two-room tenements in four blocks have been constructed by the Municipality in 1942-43. House rent of one rupee per month is received from the occupants, who complained that there were no pucca roads and lights were insufficient, and that drinking water had to be fetched from a distance of half a mile.

A co-operative Housing Society called "The Harijan Housing Society" has been organised under the guidance of one of our colleagues, Shri F. D. Ghodke. 30 plots have been given by the Municipality for a nominal price of Rs. 30 to Rs. 40 each and houses containing 2 rooms and a verandah (together 16'×20'), are actually under construction.

There are the following localities of municipal sweepers :—

(1) Sankeri-mang-colony of 87 houses of whom 30 are municipal employees. Land is provided for 7 families on concession basis, the occupants complained of scarcity of water-provisions, only one light and the levy of property tax of Rs. 1-9-0 per house.

(2) Dadu kerī locality—There are 60 sweepers families, having own houses on own lands-property tax of Rs. 1-9-0 is being levied by the municipality.

There are at Hubli, the Railway quarters of the M. & S. M. Railway for scavengers and sweepers in its employ, the tenements consisting of 2 rooms and a verandah (9'×5'+9'×10'+9'×8'=207 sq. ft.), with a small court yard, having at one end a bath room of 5'×4', open from above; the tenements seemed to have no plinth.

A RETROSPECT.

77. It appears that in Gujarat, where the scavengers and sweepers are indigenuous, housing accommodation is provided to some extent only in a few cities and in most of the other places, they have their own houses or huts. Some of these houses are good, but the majority of them are Katcha mud houses or hutments. In Maharashtra and Karnatak where the scavengers have all come from outside, a greater proportion of the municipalities have attempted to provide housing accommodation to them, though only partial, and the accommodation is unsatisfactory except in a few places.

Section V—Gram Panchayats.

78. There is a very large number of Gram or Village Panchayats in Bombay State. In 1944-45 i.e. before the merger, in the 21 districts of the then Bombay Province, there were 1,363 Village Panchayats in existence. The merger of States, which resulted in the addition of 7 more districts must have added a good number to the Panchayats existing before.

One of the duties of the Village Panchayats is to maintain proper sanitation in the village.

79. In Gujarat, owing to the greater prevalence of "duttons" (pit privies) and the Gharaki system, the Village Panchayats do not usually need the services of scavengers and they only employ a sweeper or two as required. In Maharashtra, however, the Panchayats usually proceed to construct a set of public latrines and requisition the services of one or more scavengers. There are private latrines also, if the village is a big one and thus the services of caste scavengers, one or more, are usually needed by the Panchayats. The condition in Karnatak appears to be similar.

80. The Committee desired to have replies from 5 typical Panchayats in each district, but actually, replies have been received from 15 Panchayats only, viz., 4 from Gujarat, 7 from Maharashtra, 2 from Suburban district and 2 from Karnatak. Some of the Village Panchayats contain large populations and are about to be converted into Municipalities. Out of the 15, which have sent replies, the following Panchayats have made partial provision for housing their conservancy staff, as follows :—

Serial No.	Panchayat	Provision for Housing
1	Adavad (E. Khandesh)	... 5 houses constructed for 5 families, single-room tenements with an area of 70 sq. ft. only, no rent is charged.
2	Nasirabad (E. Khandesh)	... New houses are constructed for all the 10 families ; single-room tenements with an area of 110 sq. ft.
3	Khed (District Poona)	... Two houses are provided for scavengers while sweepers have their own houses. The houses for scavengers are two-room tenements with an area of 160 sq. ft.
4	Ankola (Kanara District)	... 3 families out of 5, are provided with houses ; no rent is charged ; the houses are single-room tenements, with a verandah, having a total area of 110 sq. ft.
5	Hangal (District Dharwar)	... Only 1 small cottage with an area of 74 sq. ft. is given to 2 families of sweepers.
6	Goregaon (Suburban District)	... Only temporary huts are constructed for the 29 families in employ.
7	Mulund (Suburban District)	... 9 families out of 24 have been provided with quarters which consist of well built single-room tenements, with a spacious verandah or extension, together having an area of 216 sq. ft. Necessary amenities including a canteen have been provided.
8	Dombivali (District Thana)	... One Chawl with a roof of corrugated iron sheets is constructed, consisting of single-room tenements. No special amenities are provided.

In other places, the scavengers and sweepers have their own kaccha houses or huts.

Section VI—District Local Board.

81. Every district in the Bombay State has a District Local Board, except of course in the merged States area districts, where new local bodies are being set up or old ones are being remodelled. Out of the 20 former District Local Boards,

six have sent in replies to the Committee's questionnaire ; viz. (1) Kaira, (2) East Khandesh, (3) Nasik, (4) Ratnagiri, (5) Belgaum and (6) Kanara. Information on specific points was received from the District Local Boards of Poona and West Khandesh.

The District Local Boards have no need to employ a large conservancy staff. They require the services of scavengers and sweepers only at their head quarters at the district towns and at the medical and veterinary dispensaries maintained by them in Taluka Places. It appears that the dispensaries require the constant presence of scavengers-cum-sweepers in the immediate neighbourhood and therefore quarters have been provided for them at the dispensaries.

So far as the Head Quarters of the District Local Boards are concerned, they do not usually employ any permanent conservancy staff and hence are not expected to provide housing accommodation.

Section VII—Government Departments.

82. Various departments of the Government have to make sanitary arrangements for their employees, Offices, except a few large ones, which meet during day time, do not usually have a permanent staff of scavengers or sweepers. They usually employ part-time servants or get the conservancy work done through local bodies.

There are, however, three departments of Government, which require permanent conservancy arrangements to be made viz. (1) the Police Department, (2) the Medical Department and (3) the Jail Department.

(a) *The Police Department.*

83. Of the three, the Police Department is the most important, because it has Head Quarters at every district town. There is a large residential population at each Police Head Quarter, running into several hundreds and even thousands, consisting of the Police Force, the staff and their families.

The Inspector General of Police was requested to send information to the Committee on certain points in the questionnaire and on his issuing a circular, the Committee has received replies from 12 District Superintendents of Police, the Superintendent of Police, G. I. P. and M. S. M. Railways, Poona and the Deputy Inspector General of Police, Bombay, and the Principal of the Central Police Training School, Nasik. Housing conditions may be summarised as follows :—

- (1) *Ahmedabad*.—At Police Head Quarters, and Gaikwad Haveli Police Lines, housing accommodations is provided : at other lines in the city, no provision is made.
- (2) *Broach*.—(1) At Head Quarters, only 2 rooms for two families are provided.
(2) At city, no accommodation is provided and no house rent is paid.
- (3) *Kaira*.—Generally, the scavengers and sweepers live in their own huts.
- (4) *Himatnagar*.—No housing accommodation.
(Sabarkantha-District).
- (5) *Jalgaon*—(*East Khandesh*).—Quarters for conservancy workers are provided near the Head Quarters line.

- (6) *Dhulia—(West Khandesh).*—Out of the 11 conservancy employees working in Head Quarters only 1 has been provided with housing accommodation and the rest are living in the city but they are not paid any house rent. No housing is provided at any of the 14 Police Sub-Quarters in the District.
- (7) *Ahmednagar.*—No housing accommodation is provided the conservancy employees live inside the Head Quarters compound (presumably in huts of their own).
- (8) *Thana.*—The Conservancy workers at the Head-Quarters are provided with 3 rooms in which they all stay. Men at Mulund stay in rented rooms : No rent is sanctioned by Government.
- (9) *Poona.*—At the Shiwaji Nagar Police Lines, Tigris Camp and the Body Guards Lines, Housing accommodation has been provided as also at the Dehu Road Police Lines. At no other Police Lines, either in the city or in the district, housing accommodation is provided.
- (10) *Kolhapur.*—Some are provided with quarters and others are given rent in lieu thereof.
- (11) *Ratnagiri.*—The scavengers are municipal servants and are provided with quarters by the Municipality. *Note.*—The Committee in its tour, visited the housing provided by the Municipality. It is exceedingly unsatisfactory.
- (12) *Bijapur.*—Sweepers employed by the Department have not been provided with housing accommodation.
- (13) *G. I. P. and M. & S. M. Railways, Poona.*—No housing accommodation is provided.
- (14) *Central Police Training School Nasik.*—Free housing accommodation has been provided on the premises of the school.

It will be clear from the foregoing that there is no settled policy about providing housing accommodation and no house rent, as a rule, is being paid in lieu thereof.

(b) *Medical Department.*

84. The Committee did not call for any information from the Medical Department, but it is expected that housing accommodation must have been provided for the conservancy staff employed in all the Civil Hospitals maintained by Government.

(c) *The Jail Department.*

85. The Inspector General of Prisons has been good enough to send, in response to the Committee's request a detailed reply to the points suggested to him. There are 6 Central Prisons, 9 District Prisons, and a Borstal School At Dharwar, maintained by the Department.

So far as scavenger work is concerned, very few caste Bhangis are employed and they are only 2 at the Kolhapur Central Prison, 2 at the Kolhapur District Prison, and 10 at the Borstal School, Dharwar.

In all other prisons, the scavenging work is done by prisoners from backward classes such as Mahars and Bhils. Formerly, it was not permissible under the rule to assign the work of scavenging to people of the so-called higher castes. The rule has been amended and the work of scavenging can now be assigned to prisoners belonging to any caste, high or low, if they volunteer for it. Under the rule, there is now no compulsion on a prisoner belonging to the so-called "low" castes or backward classes; but in actual practice, it is only persons belonging to certain backward classes; who are persuaded to do the work. Now the wages system has been introduced into the jails and persons doing scavenging work are given six annas per day per prisoner and as a further inducement, prisoners who have taken up conservancy work are given additional 10 days' remission, per quarter. It is noteworthy that inspite of the inducements offered to prisoners, it is only the people from certain backward classes who can be prevailed upon to do the scavenging work. Outside Bhangis or caste scavengers employed by the department are only 14, as detailed above. Most of the work of scavenging in prisons is thus being done by the prisoners of certain castes and there is no question of providing any special housing accommodation to them.

Section VIII—Recommendations.

86. Study and inquiry into the living conditions of scavengers in the State of Bombay is one of the main terms of reference to the Committee. We have, therefore, in the foregoing description in this chapter, tried to depict a fairly adequate picture of the living conditions of the scavengers and sweepers in the employ of local bodies and also of the Government.

We have omitted from our study and inquiry, the living conditions and other conditions of scavengers and sweepers in the employ of private persons such as the owners of chawls and Bungalows, and the managers of factories, mills and other large industrial concerns, as also the Port Trust Authorities in Bombay. This too is a big problem but a separate committee will have to be appointed by Government for study and inquiry into the conditions of this category of conservancy workmen.

Now the picture of living condition of scavengers and sweepers in the employ of local bodies and of Government which we have presented here, shows that these conditions are on the whole very unsatisfactory. We, therefore, proceed to consider and formulate our recommendations in the matter; as otherwise, a mere description of the conditions of living would be useless.

87. *A question of Policy.*—The main item of living conditions is, as we have noted, the provision of good housing conditions. Here a question of policy arises *viz.* whether local bodies and Government should construct houses for these people or whether they should be encouraged to build decent houses for themselves. Shri Sitaram Purushottam *alias* Appasahib Patwardhan, the Veteran worker in the cause, in his reply to question No. 188 (2) regarding preferential treatment to scavengers in respect of wages, housing accommodation etc., says "Rather greater attention should be devoted to improve the conditions of work, and better implements, better uniforms, ample water for ablution, washing and bath, provided. If our aim is to break the monopoly, no housing accommodation need be provided". What Shri Patwardhan means, as explained by him in a personal interview with the Committee at Kanakavali, is that as our objective is to destroy the castemonopoly and make scavenging under local bodies etc., a decent occupation open to people of

all castes, the workmen should go out for the work from where they already live and we need not bring them together for purpose of residence by erecting special chawls.

We have carefully considered this point of view. But there are several other factors in the situation which have to be taken into consideration in formulating the policy, in the matter. There is a general consensus of opinion that the caste 'monopoly' of scavenging work which has firmly established itself out of the historical causes, ought to go; but it will not break in a day and will take its own time to dissolve, in proportion to the speed, with which improvement in the methods of work and in the social outlook and behaviour of the people will be brought about. In big cities and towns, even with the introduction of the flush system and other improvements in the methods of work, scavenging work, which will then be much less repulsive will remain and local bodies will continue to engage a considerable staff of conservancy workmen for scavenging, as also for drain-cleaning and sweeping work. All these people cannot be expected to have decent houses of their own and the existing unsatisfactory living conditions cannot therefore be allowed to continue for an indefinitely long period. There is an advantage in having the conservancy staff concentrated in special quarters. It is an essential service and like the Police force, though comprising different castes, would be better amenable to discipline and regular work, if they reside together. Even for industrial concerns, such as the textile mills and iron works, quarters for the workmen of different castes are found to be useful, though it is not made compulsory for them to stay there. Similarly, it should not be made compulsory for conservancy workmen to occupy the quarters built by local bodies; and the same should be built only according to need.

88. People in general have a natural desire to have own houses, where they and their children will reside as of right for generations. Therefore, where the conservancy workmen, either scavengers or sweepers, have a strong desire to have their own houses and there is a reasonable prospect of fulfilling that desire, they should be encouraged to have their own decent houses, which can be done in various ways, e.g. (1) As at Sholapur, plots of land may be made available, on hire-purchase system, to poor people including scavengers and sweepers, where they can build their own houses, taking care to see that slum conditions will not develop in course of time, (2) Advantage may be taken for the purpose of constructing houses, of the Post-War Reconstruction Scheme (219), which is in two parts (i) relating to the formation and development of co-operative housing societies and (ii) relating to facilities to be made available to individuals of Backward Class, for housing improvements in those areas where the formation of housing societies is not feasible. The facilities available under the scheme are set out in Appendix VI.

In most places, where scavengers have come from far off districts, they have no strong desire to have own houses in the places of their service, as they retain connection with their original districts. Even among people of the district, such as the Mangs at Poona, who are sweepers employed by the Poona Municipality, the efforts to have houses for some of them on the co-operative basis has not been successful as organisation of co-operative housing societies is a difficult thing and many sweepers have no great urge in the matter. Again the responsibility of organising co-operative housing societies cannot be solely laid upon local bodies; it must be shared by the Co-operative and the Backward Class Department and social workers.

89. It is, however, the duty of Local Bodies to ascertain the real extent of the need of decent housing for conservancy workmen and prepare a plan of constructing suitable houses, which must be completed within a short period.

Government have already come forward to help local bodies in this matter. In 1940, under Government Circular, General Department, No. 13558/23, dated 27th November 1940, Government advised Municipalities to take vigorous steps to provide sanitary dwellings for their Harijan employees. For this purpose, Government had typed plans and estimates prepared by the Consulting Surveyor and forwarded them to all Municipalities for guidance. Government had also advised Municipalities to raise loans, if necessary, to finance such projects. Subsequent enquiries showed that very few Municipalities had done anything substantial in this direction. (The Government recognised that) the question of providing suitable housing for Harijan employees of local bodies, had assumed urgent importance on account of (1) the appalling conditions under which the Harijans live at present and the serious social consequences involved and (2) the growing discontent among conservancy staff of Municipalities, resulting in strikes and inefficient and indifferent work. In order, therefore, that the question of housing the Harijan employees of local bodies may be tackled immediately and effectively, Government have framed Rules for the payment of grants-in-aid to local bodies for the improvement of housing conditions of their Harijan employees. Subject to certain conditions, where the Local Body does not have land of its own for the purpose, Government gives free grants of land and subsidies are paid at the rate of 33·1/3 per cent. of the total cost, inclusive of the cost of the site, in the case of Borough Municipalities and 50 per cent. of the total cost, inclusive of the cost of site in the case of District Municipalities, Village Panchayats, District Local Boards and Notified Area Committees etc. In those cases in which the local body expresses its inability to undertake the project itself, the orders provide for grants-in-aid to Social Service Associations, Co-operative Societies, etc. The terms on which assistance is to be granted are set out in Government Circular, Health and Local Government Department, No. 2862/33, dated 12th June 1948 (*vide* "Privileges for Backward Classes, 1949," page 35, para. 83).

90. The question then is what should be the minimum standard of decent housing, which must be provided to those scavengers and sweepers who are in need thereof and what should be the house-rent allowance to be paid in lieu. Those scavengers and sweepers who are in permanent employment and who have no pucca houses of their own, should be considered to be in need of housing accommodation and they should all be paid a house-rent allowance, till they are supplied with decent housing at the cost of local bodies. We have carefully considered the question of minimum standard of housing accommodation. We had the following material before us :—

(1) The type plans of housing for Harijan employees of local bodies, prepared by the Consulting Surveyor to Government of Bombay in 1940 (Plans Nos. 29 and 30).

(2) Type Designs of General Floor structures at Santa Cruz and Goregaon, (Bombay Suburbs) prepared in 1949 (Plans 44 and 50) by the Housing Commissioner, Bombay.

(3) Line Plan Type IV-A of quarters for Class IV Government servants, prepared in 1950 by the Chief Engineer to Government, Public Works Department.

(4) Report of the Housing Panel, appointed by the Committee for the Greater Bombay Scheme, otherwise called the Silam Committee Report, 1946.

(1) We shall briefly refer to these plans and types (1) Plan No. 29 for the Harijan employees of local bodies, provides for a living room (13'·9" × 10') a cook-room (6'·6" × 10') with a small sink and verandah in front of (4' × 10')

with a net floor area of 262 sq. ft. Plan No. 30 provides for a living room (12' × 13'), a cook room (10' × 10') with a sink and a verandah in front (4' × 10') the net floor area being 255 sq. ft.

The net estimated cost per tenement at the then prevailing rates was Rs. 700 and Rs. 750 respectively.

(2) Plan No. 44 for Santa Cruz, provides for a living room (12' × 10'), a kitchen (8' × 10') with a sink and a cook platform and a verandah (6' × 10').

Plan No. 50 for Goregaon provided for a living room (10' × 10'), a kitchen (6' × 10') with a sink and a cook platform and verandah in front (6' × 10').

(3) The type plan for Class IV Government servants provided for a living room (12' × 10'), a kitchen (8' × 10') a verandah in front (6' × 10') and a verandah at the rear (4' × 10') containing a bath-room of (4' × 4').

(4) The Silam Committee report, recommended that (a) the one-room tenement must disappear, (b) the minimum covered floor area per family residence is to be 250 sq. ft. for 4 persons, exclusive of verandah and W. C. Minimum floor area per person to be 60 sq. ft., (c) in every family tenement, there must be two living rooms, a kitchen with a small Mori, a Nahn and a W. C., (d) a built-up cupboard, a raised platform for fire place with a hood and chimney over it and a hollow underneath for storing fuel, pegs for clothes and three electric lights, (e) a fair-sized verandah, a common washing place with one tap for every four tenements and electric lights to light the stair case etc., (f) the buildings should be of ground and three upper floors in the city and a ground and one upper floor in the suburban area, (g) for families of 5 to 6 and 7 to 8 persons, there should be larger tenements of about 360 and 420 sq. ft. respectively.

The social amenities to be provided for each unit or colony are then mentioned. They are (1) a primary school, (2) a welfare centre, (3) a hall, (4) a dispensary and maternity and child welfare clinic, (5) a reading room and library, (6) Play ground of adequate size for children and adults etc. etc.

The Silam Committee's proposals are given here in some detail, because Shri S. L. Silam, the Chairman of the Housing Panel, was then the Chairman of the Standing Committee of the Bombay Municipality and the proposals made here will show how far below the standard laid down here for "members of the labouring and poor middle class", the existing housing accommodation provided by the Municipality to members of an essential service in its own employ, is.

It should be noted that the type plans for Harijan employees of the local bodies, prepared and forwarded to them by Government show a housing accommodation of 262 and 255 sq. ft.

(2) The one-room tenements are condemned on all hands but the majority of the tenements provided by the Bombay Municipality and other local bodies, are one-room tenements and ought to be replaced as soon as possible, by two-room tenements with a verandah or at least by one-room and kitchen tenement, with a verandah in each case.

The Chairman of this Committee had an opportunity to see at Dhulia the plan and estimates for constructing three new chawls, each of six tenements, recently prepared by the Dhulia Municipality and submitted to Government for sanction. Each tenement is designed to have a living room (10' × 10'), a kitchen room

(8' × 10') and a verandah in front of 8'-6" × 10'), with a floor area of 235 sq. ft. The total estimated cost of all the three chawls amounts to Rs. 23,016, each tenement thus costing about Rs. 1,275 not a prohibitive figure.

(3) Taking into consideration all the circumstances, we recommend that the housing accommodation to be provided by Local Bodies shall not be less than a living room of 10' × 10', a kitchen room of 6' × 10' with a sink and a loft and a verandah in front of 4' × 10', the total floor area being 200 sq. ft.

91. The Bombay City Municipality has framed Building Bye-laws under the provisions of the Bombay City Municipal Act, 1888 (as subsequently amended), which "require", in the case of of the single-room tenement chawls, a minimum floor area of 180 sq. ft., with a portion of not less than 60 sq. ft. to be screened off for a kitchen, a Nahani, a water-tap and a loft for each tenement and one water closet one closed bathroom (at least 4' × 4') or urinal (at least 3' × 3'), one general washing place (at least 24 sq. ft.) for every five single-room tenements and also a verandah, gallery or passage of not less than 6' in clear width, for access to such tenements.

We expect the Bombay Municipality to fulfil the requirements of its own bye-laws, in respect of the chawls provided by it, to its own subordinate conservancy staff.

92. We do not think that such detailed Building Bye-laws have been framed by other Municipalities, except perhaps the Poona and the Ahmedabad Municipal Corporations. We therefore recommend in general (a) that the Local Bodies make, in all the quarters constructed by them for scavengers and sweepers in their employ, adequate provision of drinking and wash-water, of water closets or latrines and urinals, as also of common bath-rooms and washing places. There should be storage tanks for water near the quarters for scavengers and sweepers in these cities and towns where tap-water is provided, because in many places, tap-water is found to have stopped running when the workers return home from work, (b) that there should be adequate lighting of streets and open spaces and where electric supply is available one or two electric lamps should be provided for each tenement and a small charge may be levied for the same, (c) adequate arrangements should be made for sweeping streets, open spaces and for cleansing water closets, latrines, cess-pools urinals and drains in the quarters, (d) the site selected for the quarters should not be near an open nala for sewage, or a sullage dumping ground for night soil or refuge, or a stand for night-soil carts etc, and should be well drained, (e) at every fairly big centre, there should be a playground, a place for meeting and prayers, a reading Room and a literacy class. At every big centre of Municipal chawls, there should be a welfare centre, a canteen on co-operative basis, a Bal-Mandir and if at least 15 infants under 2 years, of women employees (scavengers and sweepers) are available a cresse should also be maintained; but in the case of these amenities (mentioned in this sub-clause), the responsibility should be shared by Government and the Social workers along with the Local Bodies.

The Local Bodies should allocate the whole amount recovered as fines from the conservancy staff to Welfare work and should also make a suitable grant for maintaining Welfare activities from its general funds.

The Government of Bombay has already undertaken the construction of a Model Bal Mandir in the Charni Road Gardens in Bombay and may be reasonably expected to extend its helping hand in organising and maintaining Bal Mandirs and creches for the young children of scavengers and sweepers.

93. Our recommendations with regard to the Municipal quarters should also be held applicable to localities where the scavengers and sweepers have their own houses of huts, as far as practicable.

93A. During the course of the Committee's tour, it was found that slum conditions prevailed in many localities of scavengers. Fortunately Government have taken up the question of slum clearance and offered grant-in-aid to Municipalities in urban areas, as per G. R., H. & L. G. D., No. P. 20 (2) (1), dated the 30th August 1948, but it seems that Municipalities have not yet shown keenness in taking advantages of the said scheme. Slum clearance cannot be brought about unless the Government and the Municipalities seriously take up the matter in their hands and as it is necessary, that scavengers and sweepers should have tolerably good living conditions, slum clearance in urban areas should be immediately taken up by Municipalities.

We, therefore, recommend that the Municipalities in urban areas should immediately offer to take advantage of the said Government scheme of grants-in-aid and carry out the slum clearance schemes as early as possible.

The Committee also found, that in some places there was a complaint on the part of the scavengers, that under the excuse of slum clearance they were being ousted from lands, which had been in their possession for a long time. It is not proper that such a thing should happen.

We, therefore, recommend that municipalities should be alert in the matter and should not allow a scheme for slum clearance to be made an excuse for turning out scavengers and sweepers from the land which they have long occupied as sites of their houses, but as many of the scavengers and sweepers as possible should be given plots of the same land for building houses, with a properly laid out new plan.

94. We have found that welfare work for scavengers and sweepers has been organised and welfare officers appointed by only two municipalities in the Bombay State, viz. Bombay City Municipality and Baroda Municipality. We recommend that many other big municipalities, such as the corporations of Poona and Ahmedabad and municipalities at Sholapur, Hubli, Surat, Nasik and Ahmednagar, should start welfare activities and appoint welfare officers as well.

Government has shown great solicitude for the Welfare of Industrial labour in cities and towns and has organised labour welfare centres at many places of industrial importance and is incurring considerable expenditure over them. Government have recently appointed an Advisory Committee to advise the Commissioner of Labour (Welfare) in conducting labour welfare activities in Greater Bombay.

Government should show the same solicitude for conservancy workers in the Bombay State. Their services are essential for maintaining public health and sanitation especially in cities and towns. If Government will not conduct its own welfare centres, for conservancy workmen it should at least come forward with a scheme of grants-in-aid for welfare centres organised by Local Bodies or social workers and institutions.

95. There remains the question of house rent allowance. We have accepted the principle that as members of an essential service, the scavengers and sweepers are entitled to be provided with free decent housing or house rent allowance in lieu thereof. We hold that house-rent should be paid to all scavengers and sweepers, who have no pakka houses of their own, or have not been provided with housing accommodation by local bodies at their own cost.

So far as the information before the Committee goes, House Rent allowance in lieu of housing accommodation is being paid by some of the local bodies, as follows :—

S. No.	Name of Local Body.	Rate of House rent Allowance.
1	Bombay Municipal Corporation	Rs. 6 per employee or Rs. 9 per family.
2	Bandra Municipality	Rs. 5 per employee and Rs. 9 per couple.
3	Parle-Andheri Municipality	Do. do.
4	Kurla Municipality	Do. do.
5	Juhu Municipality	Do. do.
6	Ghatkoper Kirol Municipality	Do. do.
7	Poona Municipal Corporation	Rs. 5 per employee.
8	Kalyan Municipal Borough	(Amount not specified).
9	Sholapur Municipal Borough	Rs. 5 to the head of the family and Rs. 2-8-0 to other members who are employees.
10	Pandharpur Municipal Borough	Rs. 4 to the Head of the family and Rs. 2 to other members who are employee.
11	The Poona Cantonment Board	Rs. 5 per employee.

We have seen that only partial housing accommodation is provided to scavengers and sweepers in some of the Head Quarter Lines of the Police Department. Most of the conservancy employees in the Department live either in their own houses or huts and some of them live in rented quarters as at Mulund in Thana District and at the Karwar Police Station. Where housing accommodation is provided by the Department it is free : but no house rent allowance is sanctioned by Government for those who live in Kutcha houses and huts, nor even to those workers who live in, rented houses. The District Superintendent of Police, at Kaira, in his reply to the Committee's special questionnaire addressed to the Police Department observes "The housing conditions for the scavengers are generally very bad and in the interest of efficient and easy availability and on grounds of humanity, in view of their extremely poor conditions free accommodation should always be provided". Free accommodation means, either, provision of decent housing accommodation without charging any rent or in the absence of such provision, payment of house rent in lieu thereof. This principle is as much applicable to conservancy workmen in Government employ, as to employees of Local Bodies and we wish that our proposals in respect of payment of house rent allowance should be carried into effect both by Government and the Local Bodies.

96. If the Committee were to propose payment of full house rent, the burden would be too great and therefore we propose payment of only a house rent allowance. Conditions of housing vary in different cities, towns and villages, as also the financial condition of the various Local Bodies. We therefore propose varying rates of house-rent allowance, as follows :—

Greater Bombay	Rs. 10 p. m. to the Head of the family and Rs. 5 p. m. each to other members of the family in employ.
----------------	-----	-----	---

Poona and Ahmedabad Municipal Corporations and the Sholapur Municipality.	Rs. 7 p. m. to the head of the family and Rs. 3-8-0 each to other members of the family in employ.
Other Borough and District Municipalities.	Rs. 5 p. m. to the head of the family and Rs. 2-8-0 each to other members of the family in employ.
District Municipalities...	... Rs. 4 p. m. to the head of the family and Rs. 2 each to other members of the family in employ.
Notified Area Committees and Gram Panchayats.	Rs. 2 p. m. to the head of the family and Re. 1 each to the other members of the family in employ.

House rent allowance at these rates should be paid to all scavengers and sweepers in employ who have not been provided with free housing accommodation and who have not pucca houses of their own, whether they live in own kutcha houses or huts or in rented rooms. It follows that the rent charged at present by some of the Local Bodies for housing accommodation provided by them will have to be forgone. If electric lights are provided in individual tenements, a reasonable charge may be made for the same.

CHAPTER IX.

IMPROVEMENT IN THE CONDITION OF SCAVENGING WORK.

97. The Committee is called upon "to suggest ways and means to improve the present condition of their (Scavengers') work". The word 'Scavenger' as used in the terms of reference has been taken by the Committee to comprise both the categories of conservancy workers *viz.* (i) wet-sweepers whom we call 'scavengers' and (ii) dry-sweepers whom we call 'sweepers.'

Out of the two categories of work, the work of the scavenger is far more dirty as it involves the cleansing of latrines, cesspools and drains. Improvement in the condition of scavenging work is therefore the main subject to which we shall have to address ourselves in this chapter.

The dirtiest feature of scavenging work is the process of hand-removal of night-soil from the ordinary latrines, in which the night-soil drops down in a chamber below, where usually a basket or some other receptacle such as a pan, a bucket or any improvised substitute is placed and these latrines may for the sake of brevity be called "receptacle latrines". But there are latrines in which no receptacle at all is placed on the floor of the receptacle chamber and the night-soil drops on the floor or in a hollow in the pavement below. In this connection, we may mention one prominent city only, *viz.* Nasik City, where even now about a thousand such no-receptacle latrines are tolerated. In the case of such no-receptacle latrines, the scavenger has to take out the filthy contents from inside with a tinpot or a piece of tin-sheet in his hand and put it in a drum, thereby soiling his hand.

98. Before proceeding to consider in detail the nature of scavenging work, so far as receptacle latrines, both private and public are concerned, let us say that the Committee has arrived at a definite conclusion that the elimination of the hand-removal method i.e. the elimination of the common receptacle latrine and substitution of a latrine which will not involve hand-removal, would be the only real improvement in the present condition of scavenging work. We have already laid great stress on this aspect of the problem and devoted Chapter VI of the report to the consideration of the problem of "Elimination of the Hand-removal Method". We have there suggested and described, various substitutes which should take the place of the common receptacle latrine. We need not repeat the whole thing here. We propose to adopt the suggestions made in that Chapter, as part of our recommendation in this respect. We would strongly recommend that Government and the Local Bodies, whenever they have any occasion to construct any new latrines for the use of their offices or for the use of the public, should definitely avoid constructing the ordinary pan latrines, but should construct septic tanks, *aqua privies* or other suitable substitutes. We would further recommend that Local Bodies should, as far as possible refuse permission to construct new receptacle latrines and persuade the house owners to construct a latrine which will not require the services of a professional scavenger.

One may ask, whether the system of commodes, used by Europeans in their bungalows and copied by some Indians, does not involve hand-removal of night-soil and whether the commode system also should be eliminated. We may say that the commode system as practised in this country, where the Europeans became the highest caste, does involve hand removal and the services of the caste scavengers to cleanse the commodes. We cannot therefore recommend this system also for being general adopted in this country, unless the services of the professional scavenger are dispensed with and the people in the house are prepared to take out the commodes to the night-soil cart of the municipality. If that was possible, instead of the commodes, the buckets system would be preferable, one bucket to receive the night-soil and the other bucket to receive urine and ablution water, because Indians are

accustomed to use water for ablution and not to use paper. The two buckets system was introduced in the Sabarmati Ashram by Mahatma Gandhi and so long as he was residing in the Ashram, the buckets were being removed by Ashram people themselves and the services of scavengers were not required. After he left the Ashram, it became what is called the Harijan Ashram and though the bucket system continued professional caste scavengers have been employed to remove the buckets, empty them in a pit in the fields and cleanse the bucket and the latrines. The commode latrines or the bucket latrines are after all receptacle latrines and hand removal has to be done, either by the scavenger or by the house people.

We know that the desired elimination of the receptacle latrines will not come in quickly, but it will be a long and laborious process and we therefore must consider the numerous defects in the present condition of scavenging work and suggest ways and means to improve the same.

99. For convenience sake, we will take into consideration the following main features of the scavenging work, pertaining to the receptacle latrines—

- (1) the construction of the receptacle latrine.
- (2) the receptacle.
- (3) the method of carrying the night-soil from the latrine to the night-soil cart, lorry or pail depot.
- (4) the final disposal of the night-soil.

CONSTRUCTION OF THE COMMON LATRINE.

As scavenging work in this country has been relegated solely to persons belonging to a particular caste or castes, the lowest in the scale of "graded inequality" (to use Hon. Dr. B. R. Ambedkar's expression) much attention has not so far been paid either by the public or by the public Health Authorities towards the construction of a receptacle latrine, which will make the hand removal work as little dirty as possible.

In the first place, we may note that the Common latrine consists of two chambers—

(1) the squatting chamber, which the user enters for easing purposes, from the interior of the house, and (2) the receptacle chamber, which is accessible for removing the night-soil, only from outside the house i.e., from the street-side. The scavenger takes out the receptacle from a door opening on the street. Necessarily the person using the latrine is not concerned with the dirty condition of the receptacle, or the receptacle chamber, or the condition of the anti-chamber (if there is any), the way in which the scavenger has to empty the receptacle into a bigger basket or drum, and the way in which he carries the bigger basket or drum to its destination. The only concern of the person using the latrine is to protect himself, as much as possible, from the sight and smell of the filth, for creating which he himself is responsible. To expect the people in general to construct latrines or privies which the scavenger will enter from inside the house for removing the receptacle would be in vain. We, therefore, take it that the main structure of the receptacle latrine will remain as it is to-day, viz., one chamber accessible from inside the house for the person using it and the other chamber for the receptacle accessible from outside.

The following defects are to be observed in the construction of the common receptacle latrine :—

- (a) There is no squatting plate of a standard size or make.
- (b) The aperture through which the night-soil drops down is usually too long and wide.
- (c) The footrests, if any, are not placed at the proper position in relation to the receptacle below.

(d) The hollow or basin for urine and ablution water is usually so constructed, that they enter the night-soil receptacle well its contents, cause it to over-flow and dirty its sides.

(e) The receptacle chamber is also too wide and long and not related to the size of the receptacle, so that there is a large scope for lateral movement of the receptacle on all the four sides, which results in the night-soil dropping out of the receptacle or soiling its sides and making it difficult for removal.

(f) The anti-chamber is often very low in height and small in size, difficult to enter into, so that the scavenger has to stretch out his hand to reach the receptacle and the floor of the anti-chamber is some times even below the level of the street, so that rainwater may enter inside, making the work of taking out the receptacle even more difficult.

(g) The inside of the squatting chamber, the receptacle, chamber and the so called anti-chamber is often not made up of material impervious to moisture, so that the sides and floor are damp, absorb moisture and do not allow perfect cleaning, even if water is used.

(h) The sullage (or rather sewage) from the latrine is often connected to an open drain between the latrine and the street, which not only makes the drain dirty, but is often a temptation to the scavenger to empty therein the contents of the receptacle.

(i) The cesspools for holding latrine sullage, where constructed, are often small in size, broken and overflowing in the street.

RECEPTACLE.

The receptacle is not of any standard size or make. It may be a bamboo basket of any shape and in a broken condition, trickling and overflowing; it may be kerosene tin or an old trunk or any other improvised container. It is only in rare cases, that one will find a proper pan of iron sheets with handles to take it out.

THE DIRTY LOAD ON THE HEAD.

The receptacle after being emptied in a big basket, drum or bucket is placed by the scavenger on his head and taken by him or her to the night-soil cart, lorry or pail depot, which is often at a distance of more than one furlong. This is the climax of the whole tragic performance.

FINAL DISPOSAL.

It is only recently that Government is persuading the Municipalities to empty the night-soil carts and lorries in specially prepared trenches in alternate layers of night-soil and rubbish or refuse from the town, for preparing compose manure. The work at the trenches of emptying the carts or lorries is often dirty, there being no proper funnels to carry the contents to a proper distance. The trenches are not well laid out; there are usually no pucca roads between rows of trenches; there is an over-growth of shrubs on all sides and a nauseating atmosphere usually prevails. At most places, no proper shed is erected for the workers at these trenches, to protect them from sun and rain and no sufficient water for drinking and washing purposes is provided.

Members of the Committee have before them instances of bad scavenging work being done at various places. They had an opportunity to observe the state of things collectively when they visited Kalyan on 9th December 1950 and carried out the time test of the work of three individual scavengers.

It is not that the Public Health Authorities are unaware of the deplorable condition of scavenging work, as it is being done in most of the municipal towns. But

there is not force of public opinion or the force of a powerful agitation among the scavengers, that would compel them and the local bodies to more carefully study defects in the existing arrangements and force their hands to lay down stricter regulations for controlling the whole process and to carry out all the necessary improvements into effect.

We are of course making our recommendations and suggesting ways and means for improvement in the condition of scavenging work, but we think that Government should appoint a small Committee of experts of the Public Health and the Engineering departments for considering our recommendations in the matter and for determining upon proper and effective methods for achieving the object. Shri Adke, the Executive Engineer at Kolhapur has been good enough to send to the Committee blue print plans of a squatting plate for the receptacle latrine and of a wheel barrow for carrying the night-soil drum. The same sketch is appended at the end (*vide* Appendix No. VIII).

100. In order to improve the condition of scavenging work the Committee makes the following recommendations :—

(i) A proper squatting plate of concrete or stone may be devised, which may be fitted, if possible with a fly proof cover to close the apperture, when the latrine seat is not in use.

(ii) The apperture in the squatting plate for night-soil dropping, should be circular and of 7" or 8" diameter.

(iii) The footrests placed near the apperture should be about 10" or 11" in length and should be so placed that the line joining their rear should pass through the centre of the apperture.

(iv) The basin for urine and ablution water should be so constructed that they will not enter the night-soil receptacle but will pass on by a separate passage to a channel in the anti-chamber.

(v) The receptacle chamber should not be too long or too wide and should not allow lateral movement of the receptacle for more than an inch, on any of its sides, and should be so situated that the apperture in the squatting plate will be over the centre of the receptacle.

(vi) There should be an anti-chamber, which will allow the scavenger to enter inside, while standing erect, and should be wide enough to allow the scavenger to take out the pan and empty it in the drum without difficulty.

(vii) The Channel for sullage from the latrines should wherever possible, be connected to underground drains (as at Nasik, Pandharpur and Nandurbar) but should not be allowed to run into an open drain, but should be connected to cesspools of sufficient size either inside the latrine, or if outside, fitted with a proper cover.

(viii).....

(ix) The receptacle should be of a standard size and make, prescribed by the local body. The use of a receptacle conforming to the prescribed model should be insisted upon and a bye-law should be made for penalising the use of a receptacle of different size and make and penalising failure to provide any receptacle at all. The use of bamboo baskets, which necessarily trickle and easily break or wear away, should be abolished and the pan should be of iron sheets with handles on both sides and a slanting side at the posterior end.

(x) The prevailing practice of carrying night-soil baskets, drums or buckets on the head, from the latrine to the night-soil cart, lorry or pail depot should be prohibited and any one of the following methods may be adopted according as they are suitable :—

(1) A bullock cart or lorry should pass along the road, as the work of cleansing latrines proceeds and keep pace with it, (2) A wheel-barrow to which a drum of

suitable size to carry night-soil, with cover, should be fixed and the same should be pushed by hand up to the night-soil cart or lorry or the pail Depot, etc., (3) Where none of the two methods can be adopted, night-soil may be carried in medium size buckets, with cover, to be carried one in each hand, (4) Any other suitable method, which may be devised to suit local conditions.

(xi) Similarly the practice of carrying drums of cesspool contents on the head should be prohibited.

(xii) For removing cesspool contents wherever possible, a suction pump fitted to a lorry should be utilised (as at Kurla, a suburb of Bombay).

(xiii) Where the cesspools are few and it is not feasible to have a suction pump arrangement for sucking up the cesspool contents, a wheel barrow with a drum or any other suitable device as suggested above for removing night-soil, may be adopted.

(xiv) Wherever feasible, a scamper's lorry as at Poona may be used for sucking up the contents of big cesspools, into which night-soil also is poured.

THE GRAM LAXMI GAS PLANT.

101. We have already considered and emphasised the utility of septic tanks and Aqua Privies as successfully working devices, which do not require the services of a professional scavenger.

Our attention was drawn by our colleague, Shri S. S. Naik, Hon. Secretary of the Local Self-Government Institute, Bombay, to the possibilities in this connection of the Gram Laxmi Gas Plant, which was devised by Messrs. Mapara Parekh and Company at Santa Cruz. Some members of the Committee therefore went to Santa Cruz on 21st June 1951 at 9 a.m. and visited the factory of the Company and the actual working of a gas plant, which was set in working.

At present the material used for the gas plant is cattle dung, but we were told that human faeces could also be utilised in the plant, with slight alternations, for production of gas which would be useful for lighting, heating and motive power. We actually saw demonstration of the gas produced in the plant, heating a stove and working a small gas engine. We were also told that, if public latrines were so constructed in a village, with a population of say six to seven hundred people, that the night-soil, urine and ablution water would enter the special tanks built for the plant and a gas plant were set up, sufficient gas would be produced, for lighting all the public streets of the village. We were also told that the contents, after yielding the gas, are thrown out at the other end and that they do not lose their manurial value. The gas plants can be manufactured of different sizes and capacities and they do not require any expert mechanic to work them. Gas plants have been ordered by several institutions and the State Governments of Saurashtra and Hyderabad. Members who visited the gas plant were convinced that it has great potentialities and after sufficient trial, it may prove capable of taking the place of septic tanks yielding both gas and manure, useful to the people of the village.

We recommend to Government that they may, through their experts, examine the potentialities of the gas plant referred to above and recommend its use to village panchayats, if found suitable and useful.

102. A question may be raised as to why, we are advocating the use of mechanical devices, such as wheel barrows, suction pumps and scamper's lorries, as also the flush system septic tanks, aqua privies and the gas plants. In suggesting ways and means to improve the condition of scavenging work, we have to see how hand removal of night-soil and other filthy matter can be avoided as far as possible.

For people of particular castes to be condemned who followed an occupation or calling involving the handling of dirt, is not a State of things, which can be said to be based on social justice.

As we have already observed, the human factor is of greater importance than the economic factor. Mechanisation has now affected every field of human life and India is no exception to that. If mechanisation has a justification any where, it is in the field of conservancy work. Whatever devices conduce to better sanitation and more cleanly methods of conservancy, deserve to be suitable, unless they are too costly. We have recommended only such devices and methods as have been found to be useful and suitable.

PROPER MEASURE OF WORK.

103. One important question that the Committee had to consider was the proper or fair measure of work, for the scavengers and sweepers. That is an important condition of work.

The Committee received no specific complaint from sweepers any where that they had to do any excessive sweeping work. But it was a common complaint of scavengers that they were made to clean a very large number of latrine seats, public and private. From the replies received by the Committee from the Local Bodies, we found that the number of seats allotted to an individual scavenger varied from 20 to 60 and over. We referred to the Public Health Manual 2nd Edition, 1943, for guidance. On page 260, there is a paragraph on this subject, which reads as follows :

*“Bhangis for the removal of human excreta—*Taking six as the working hours of a Bhangi, he is expected to remove excreta of two hundred persons (i.e. 50 latrines at 4 persons per each) in a day's work. Therefore for a population of 5,000, the number of Bhangis will be $5,000 \div 20 = 25$. At this rate no separate provision for conserving public latrines is necessary. ”

This did not appear to the Committee to be quite a convincing guide for various reasons. The Committee therefore decided to take a time and census test of actual scavenging work, at Kalyan, which it intended to visit towards the close of its study tour.

(a) On 9th December 1950, the Committee visited Kalyan in the morning and some members observed the actual scavenging work allotted to three individual scavengers, from start to finish and marked the time required for finishing the allotted work and also consulted the census figures for persons in the houses, where scavenging was done, from the census records of the Municipality. Subsequently the Chairman also got similar tests of time, required for finishing allotted scavenging work, to be carried out at Dhulia and Jalgaon, under proper supervision. At Jalgaon one of our colleagues Shri H. I. Kalyani, M.L.A., personally attended the observation test.

The results of the tests may be summarised as follows :—

At Kalyan, about 34 or 35 private latrine seats were allotted to each of the three scavengers, whose work was observed. From start to finish the work required about 3 to 3 hours and a half. Less than half the time was required for actual scavenging work, i.e. taking out the night-soil basket from under the seat and emptying it in a big bucket. More than half the time was taken up in carrying the night-soil big bucket on his or her head, from the latrine to the night-soil bullock cart, which was standing at a distance of more than 1 furlong and in coming back with the empty bucket on the head. Of course no washing of the latrine seats or the receptacle chambers was done on this occasion, but usually that is not

done unless the owner of the house calls for the same and the majority of the latrines were in such bad condition that washing could not be properly done. On taking a rough census of the persons using the 34 or 35 seat cleansed by one scavenger, it was found that about 350 persons must have been using the seats. That gives an average number of persons using the seats at about 10 per seat. The scavengers have not got to do any other work in the after-noon or evening.

(b) At Jalgaon the receptacles under latrine seats are grouped together, some on the ground floor and some on the upper floors. The receptacles are placed near each other and a larger number of receptacles can therefore be taken out and emptied in the drum, in a short time. The distance of the night-soil cart was fairly long and it was found that the allotted work of cleansing about 60 latrine seats could be finished in about $4\frac{1}{2}$ hours. The scavengers are not required to work in the after-noon.

(c) At Dhulia, the Medical Officer of Health has so arranged the cleansing work of private latrine seats that a night-soil bullock cart keeps company with two scavengers, who do the work of cleansing latrine seats on either side of the back lane, along which the cart passes, empty the contents of baskets in buckets and hand over the buckets to the cartman to empty them into the cart, which is just near. Thus there is no occasion to carry night-soil on the head. The Dhulia Municipality has 12 night-soil bullock carts for this work and 24 scavengers can thus be kept engaged in scavenging work at a time. It was found that the work of cleansing about 80 latrine seats allotted to each scavenger could be finished in less than 2 hours. The scavengers are not required to do any work in the after-noon.

From these tests the following facts emerge :—

(1) The number of latrine seats allotted to a scavenger is not a good criterion for the proper measure of the work, because,

(2) the number of latrine seats which a scavenger can cleanse within a given time largely depends upon the distance which he or she has to travel for taking the night-soil drum to the place where night-soil cart is kept waiting, emptying the contents in the cart and then coming back to the place of work; the lesser the distance, the greater the number of seats that can be cleansed within the stated time, and further because,

(3) the number of latrine seats which a scavenger can cleanse within a given time, also depend upon the distance between the receptacles of latrines. If they are close together, a larger number can be cleansed in the same time than when they are at long distances from each other, such as latrine seats in Bungalows with compounds,

(4) the work of carrying head loads of filth from latrines to the carts is harder than the work of taking out the latrine basket and emptying it in the drum and should be minimised as much as possible.

104. On the basis of these observations, we make the following recommendations viz :—

(1) the Local Bodies should be advised to keep more night-soil carts, so that the scavengers will not have to spend much time in taking the bucket or the drum to the cart and coming back to the place of work. That will not entail greater expenditure, but may result in some economy.

(2) The Local Bodies should try to follow the Dhulia system of keeping a night soil bullock cart by the side of two or more scavengers working at a time, wherever possible, so that there will be no necessity to carry night-soil buckets on the head and a large number of latrine seats can be cleansed within a short time.

(3) That every Local Body should take a periodical time test of the work allotted to individual scavengers in typical areas, under proper supervision, in order to ascertain, whether there is any over work.

The question of time required for the work is thus very important and we proceed to fix the hours of work for scavengers and sweepers. Considering the dirty nature of the scavenging work, we recommend that 5 hours of scavenging work per day should be the maximum. If the same workman is required to scavenge and also to sweep the streets, 4 hours of scavenging and 2 hours of sweeping should be the maximum. If sweeping work alone is done by a workman, 7 hours of sweeping work should be the maximum. There should be proper intervals of rest.

Judging from this standard we do not think that the work being done by the scavengers at Kalyan, Jalgaon or Dhulia was excessive, though the number of latrine seats varied according to the proximity or otherwise of the night-soil cart and the grouping of latrine seats.

105. *Off days.*—Just we have suggested the maximum hours of work for scavengers and sweepers, we should also consider the question of off-days in a week. Ordinarily all office people get a full off day on Sundays and half off day on Saturdays. In railways they give one full off day in a week by rotation, to the scavengers and sweepers in their employ, the result being that they have to engage extra 1/7th staff to keep the work going. In private shop-establishments and in hotels also, under the Shop Assistants Act of this State, the gumastas and the hotel boys get one full off day every week. Now even the Postal Department has commenced giving one full off day on Sundays. The scavengers and sweepers in the employ of Local Bodies in this State, however, are being given only one-half off day in the week, except as we found only in Poona and Yeola, that two half off days in a week are being given. We cannot recommend one full off day in a week as that would require 1/7th additional staff to be employed. We however think that the practice of giving two half days in a week followed at Poona and Yeola is quite reasonable and should be adopted by all Local Bodies. Of course where scavengers usually work only in the morning and put in no work in the after-noon or evening, they would not be entitled to any extra off time in a week.

We need not consider the question of holidays under conditions of work.

CONDITION OF RECEPTACLES.

106. There is another aspect of the scavenging work which remains to be considered. We have made detailed suggestions for construction of latrines and the receptacle; but care must be taken to see that the pan must not overflow, because that makes the work more dirty. The Public Health Manual has prescribed the sizes of the pans for public and private latrines and the maximum number of persons who are to use the seat. But in actual practice; these provisions are totally ignored. The pans in public latrines are always found to overflow and the pans in private latrines of big chawls and big households are also found to overflow. The scavengers do not complain and things go on without any check. But this is a matter which can be controlled, if there is proper supervision.

We, therefore, recommend that the Sanitary Inspectors of Municipalities should keep a watch, whether pans being used are of the standard size or not, and if they are and still usually overflow, that should be taken as a proof of the fact

that more persons are using the seat than the prescribed number ; and the Local Body should then, in the case of public latrines take steps to provide more seats, and in the case of private latrines require the house owner to construct more latrine seats, in accordance with the bye-laws. The house owners should be given to understand that scavengers will be justified in refusing to cleanse a latrine, where the house owner fails to supply a proper pan of standard size or allows it to be used by an excessive number of persons in his house, causing the pan to overflow, even after his attention is drawn to the fact by due notice on behalf of the Local Body.

106A. In connection with the improvements in the condition of the work of scavengers, we have to make two more suggestions, as follows :—

(1) Through new receptacle latrines may be constructed in accordance with the improvements suggested in the report or the requirements laid down by the Public Health Authorities, the question remains about the remodelling of existing receptacle latrines, which have one or more of the defects described in the report. The Public Health Authorities and the Local Bodies ought to take up the question of remodelling the existing receptacle latrines, with a view to make the work of cleansing them, tolerably easy.

(2) With a view to bring about the improvements in scavenging work and the elimination of hand-removal, to the greatest possible extent, a campaign must be planned by the Public Health Authorities, with the co-operation of Local Bodies and social workers, in order to give a push to the whole movement and steps must be taken to secure that there is a drive behind the campaign.

CLOTHING.

107. We will take into consideration one more condition of work. The work of scavengers involves handling of dirt and the work of sweepers involves handling of dust and rubbish. Their clothes, specially those of the scavengers, are bound to get soiled more or less, while doing the work. Some Local Bodies do give a pair of uniforms to male and a pair of saris to female conservancy workers, but the majority of them do not.

We, therefore, recommend that the Local Bodies and Government departments also, should give a pair of suitable clothing to the scavengers and sweepers in their employ.

SWEEPERS.

108. There are one or two things which remain to be considered in connection with the condition of work of the sweepers. It is found that some Local Bodies require the sweepers in their employ to bring their own brooms and baskets. This is unreasonable. Again the practice of sweeping with short brooms in a bending position is not conducive to health. Therefore we recommend that—

(1) the Local Bodies should supply all the baskets and brooms required for work to the sweepers in their employ and

(2) the brooms supplied should be long-stick brooms, so that sweepers may not have to bend down while sweeping.

CHAPTER X.

MINIMUM WAGES.

109. The question of minimum wages for scavengers is for them a question of greater importance than the question of improvement in the conditions of work.

The question of wages or salaries for inferior Government servants and conservancy workers in the employ of Local Bodies was not considered on a comprehensive basis before the 2nd World War. The Local Bodies have been given a discretion by the Acts governing them, to make rules to determine the staff of officers and servants to be employed, their designations, salaries, periods of service, grant of leave, punishment, dismissals, pensions, gratuities or compassionate allowances on retirement, payment of contributions to any pension or Provident Fund, etc. No doubt rules made by Local Bodies have to be approved by the State Government; but Government's policy is, generally not to interfere in these matters and therefore in this large, so to say, "non-regulated province", we find very large variations among the same class of servants of Local Bodies, in respect of salaries and other conditions of service. The State of things was somewhat similar in the case of the inferior (now called Class IV) Government servants both in the Central and Provincial (State) Governments. But during the Second World War, prices began to steadily rise and the question of salaries or wages for all classes of Government servants and servants of Local Bodies began to assume importance. Various expedients, such as the interim relief and local allowances etc., were tried, and the Local Bodies followed Government in these matters, though at a distance. The expedients were temporary in their nature and failed to give any satisfaction or stability.

110. The Government of India therefore appointed a Commission, as per their Resolution dated 10 May 1946, to inquire into and report on the conditions of service for all classes of Central Government services, with particular reference to (1) the structure of their pay scales etc. with the object of achieving rationalisation, simplification and uniformity to the fullest possible degree, (2) the leave rules and (3) the conditions of retrenchment and regulations in regard to pensions and provident fund, etc.

The Commission came to be designated as the Central Pay Commission. It produced a comprehensive report based on a careful study of historical development of the services and the requirements of the prevailing conditions. Though the report in terms applied only to central services, the Provincial Governments naturally attached great weight to its recommendations and after careful consideration generally adopted the pay scales, leave rules, rules about contribution to pensions and Provident Funds and gratuity etc. They also adopted the basic wages and a sliding scale of Dearness Allowance applicable to different categories of Government service. The Government of Bombay has in its employ, a large number of sweepers (in general sense) and fortunately sweepers have been included among Class IV Government servants, along with peons and others. Naturally the pay scales and dearness allowance, as also the leave rules and retirement benefits etc. applicable to Class IV Government Servants, became applicable to sweepers also, who were in permanent Government service. A large number of sweepers in Government were however, treated as temporary servants, but thanks to the efforts of our colleague Shri H. I. Kalyani, M. L. A., 1,609 sweepers in Government employ (in different Departments) have been recently made permanent.

111. With regard to Class IV Government servants, the Pay Commission has prescribed 3 scales, namely, Rs. 30— $\frac{1}{2}$ —35, Rs. 35—1—50 and Rs. 40—1—50—2—60. The lowest scale, Rs. 30— $\frac{1}{2}$ —35, is to apply to the unskilled and unlearned employees. The Government of Bombay have adopted these scales and so the scavengers and sweepers in Government employ who have been made permanent, have been getting their pay, and dearness allowance according to the lowest scale fixed for unskilled and unlearned employees.

The employees of Local Bodies however, are not getting the full benefit of the recommendations of the Pay Commission. The Local Bodies have no doubt revised the pay scales after the cessation of the Second World War. A few of the local bodies have been now giving pay to scavengers and sweepers according to the pay scales prescribed by the Pay Commission to Class IV unskilled Government servants. So far as the Dearness allowance is concerned, as Government is now contributing one half of it, the majority of the municipalities are now paying full dearness allowance, which is payable under Government orders to unskilled Class IV Government servants. A few Local Bodies are paying ever a little more than the Government Scales of pay.

112. Let us cite a few instances, in order to compare the scales of pay and allowances payable to Class IV unskilled Government servants and the scales of pay etc. paid to scavengers and sweepers in the employ of the Local Bodies.

Note.—(a) Shows the Government scale and (b) shows the Actual scales of some Local Bodies.

Abbreviations used :—

D. A.—Dearness Allowance, I. R.—Interim Relief, U. W. A.—Unclean Work Allowance, D. M.—District Municipality, L. A.—Local Allowance, B. M.—Borough Municipality, S. C.—Scavenger, S. W.—Sweeper, F.—Female, M.—Male, P. T.—Part-time, F. T.—Full time, Gr. Pan.—Gram Panchayat, L. B.—Local Body, H. R.—House Rent, L. A.—Local Allowance, D. L. B.—District Local Board.

Name of Local Body.	Pay Scale.	L.A.	D.A.	H.R.	U.W.A.	
Bombay Corporation	(a) Rs. 30— $\frac{1}{2}$ —35 ..	..	Rs. 5	Rs. 35	Rs. 10	Rs. ..
	(b) 35-1-40 ..	..	..	36	6	5
Ahmedabad Corporation.	(a) 30— $\frac{1}{2}$ —35 ..	..	..	35	7	..
	(b) Sc.M. 25-1-30 ..	..	..	35	..	5
	Sw.M. 25-1-30 ..	..	..	35	..	..
	Sw.F. 23-1-30 ..	..	..	35	..	..
Poona Corporation.	(a) 30— $\frac{1}{2}$ —35 ..	..	..	35	5	..
	(b) Sc. 30-1-40 ..	..	..	35	5	..
	Sw. 30— $\frac{1}{2}$ —35 ..	..	..	35	5	..
Sholapur (B.M.).	(a) 30— $\frac{1}{2}$ —35 ..	..	..	35	5	..
	(b) 30— $\frac{1}{2}$ —35 ..	..	..	35	..	..

Name of Local Body.	Pay Scale.	L.A.	D.A.	H.R.	U.W.A.
		Rs.	Rs.	Rs.	Rs.
Surat (B.M.).	(a) 30- $\frac{1}{2}$ -35 .. ..	..	35	5	..
	(b) 25-0-0 .. ..	..	35	..	..
Hubli (B.M.).	(a) 30- $\frac{1}{2}$ -35 .. ..	..	35	5	..
	(b) 20-1-25 .. ..	..	35	..	..
Baroda (B.M.).	(a) 30- $\frac{1}{2}$ -35 .. ..	..	35	5	..
	(b) 21 to 24 .. ..	..	35	..	..

Note :—There are no local allowances or house rent payable to Class IV servants, except at Bombay, Ahmedabad, Poona, Sholapur, Surat, Hubli and Baroda. Only pay at the scale of Rs. 30- $\frac{1}{2}$ -35 and Dearness Allowance of Rs. 35 are paid in all places to Class IV Government servants and therefore in the following entries Government scales are not shown, but only scales paid by the Local Bodies are shown :—

Name of Local Body.	Pay Scale.	I. R.	L. A.	D. A.	H. R.
		Rs.	Rs.	Rs.	Rs.
Broach (B.M.).	M. Rs. 14 .. ..	..	..	35	..
	F. Rs. 13 .. ..	..	..	35	..
Nadiad (B.M.) .. .	Rs. 20-1-27 .. ..	..	..	35	..
Siddhapur (D.M.) ..	Rs. 17 .. ..	..	..	20	..
Palanpur (D.M.) ..	Rs. 20-1-30 .. ..	..	..	35	..
Lonawala (B.M.)	Rs. Sc. 20- $\frac{1}{2}$ -25.. ..	..	10	35	..
	Rs. Sw. 15- $\frac{1}{2}$ -20.. ..	..	10	35	..
Malegaon (B.M.) ..	Rs. 25- $\frac{1}{2}$ -30 .. ..	..	..	35	..

Name of Local Body.	Pay Scale.	LR.	L.A.	D.A.	U.W.A.	HR.
				Rs.	Rs. s. p.	
Bhusawal (B. M.) ..	Sc.M.—12-1-14 .. ..	..	..	35	3-0-0	..
	Sc.F.—10- $\frac{1}{2}$ -12 .. ..	..	..	35	3-0-0	..
	Sw.M.—12-1-14 .. ..	..	..	35	..	..
	Sw.F.—10- $\frac{1}{2}$ -12 .. ..	..	..	35	..	..
Kolhapur (B. M.) ..	Sc.M.—30- $\frac{1}{2}$ -40 .. ..	..	..	25	..	..
	Sc.F.—25- $\frac{1}{2}$ -35 .. ..	..	..	35	..	..
	Sw.M.—21- $\frac{1}{2}$ -25 .. ..	..	..	35	..	..
	Sw.F.—20- $\frac{1}{2}$ -25 .. ..	..	..	35	..	..

Name of Local Body.	Pay Scale.	I.R.	L.A.	D.A.	H.R.
		Rs.	Rs.	Rs.	Rs.
Sawantwadi (D. M.)	Rs. 15 to 20 .. ..	..	35	..	..
Malwan (D. M.) ..	Sc. Rs. 20— $\frac{2}{1}$ —40 .. ..	..	35	..	..
	Sw. Rs. 16—1—25 .. ..	..	35	..	..
Alibag (D. M.) ..	Rs. 25—1—35 .. ..	..	35	..	..
Baramati (D. M.) ..	Rs. 30 to 35 .. ..	..	35	..	..
Wai (D. M.) ..	Sc. Rs. 30— $\frac{1}{2}$ —35 .. ..	..	35	..	..
	Sw. Rs. 15— $\frac{1}{2}$ —20 .. ..	..	35	..	..
Dharwar (B. M.) ..	Rs. 25—0—0 .. ..	..	35	..	..
Gadag (B. M.) ..	Sc. Rs. 10 to 15 .. ..	.. 5 0 0	35	..	..
	Sw. Rs. 5 to 7 $\frac{1}{2}$ .. ..	.. 5 0 0	35	..	..
Karwar (D. M.) ..	Sc. Rs. 12—1—16 .. ..	.. ..	35	..	..
	Sw. M. Rs. 10— $\frac{1}{2}$ —12. .. ..	.. ..	35	..	..
	Sw.F. Rs. 8— $\frac{1}{2}$ —12.. ..	.. ..	35	..	..

Name of Local Body.	Pay Scale	I. R.	L. A.	D. A.	H. R.
	Rs.	Rs.	Rs.	Rs.	Rs.
Ramdurg (D. M.) ..	M.—12 .. ..	..	38	..	..
	F.—10 .. ..	..	40	..	..
Bardoli (Gr. Pan.) ..	Sw.—8 .. ..	..	20	..	..
Dondaicha (Gr. Pan.) ..	M.—13 .. ..	..	35	..	..
	F.—11 .. ..	..	35	..	..
Khed (Gr. Pan.) ..	Sc.—20 .. ..	..	13	..	..
	Sw.—14 $\frac{1}{2}$ .. ..	..	8	..	..
Ankola (Gr. Pan.) ..	11—0—0 .. ..	..	35	..	..
Kaira (D. L. B.) ...	F.T.—25 .. ..	..	35	..	..
	P.T.—16 .. ..	..	15	..	..
East Khandesh (D. L. B.) ..	F.T.—30— $\frac{1}{2}$ —35 .. ..	..	35	..	..
	P.T.—16 .. ..	..	5	..	..
Belgaum (D. L. B.) ..	30— $\frac{1}{2}$ —35 .. ..	..	35	..	..

No part time servants.

Many Local Bodies have made a difference between the rates of wages payable to scavengers and sweepers and also between males and females. The difference in scales applicable to scavengers and sweepers is in some cases as large as Rs. 15 and the difference in the scales for males and females varies from 1 rupee to 5 rupees.

113. While the work of the Central Pay Commission was going on, the Central Legislature passed the Minimum Wages Act, 1948 (Central Act No. XI of 1948), with a view to provide for fixing minimum rates of wages in certain employments. Let us give here in brief, an idea of the relevant provisions of the said Act :

The Act defines "Wages" as follows :—

"Wages means all remuneration, capable of being expressed in terms of money, which would, if the terms of the contract of employment, express or implied, were fulfilled, be payable to a person employed in respect of his employment or of work done in such employment, but does not include :—

- (i) the value of—
 - (a) any house accommodation, supply of light, water, medical attendance, or
 - (b) any other amenity or any service excluded by general or special order of the appropriate Government ;;
- (ii) any contribution paid by the employer to any Pension Fund or Provident Fund or under any Scheme of social insurance ;
- (iii) any travelling allowance or the value of any travelling concession ;
- (iv) any sum paid to the person employed to defray special expenses entailed on him by the nature of his employment ;
- (v) any gratuity payable on discharge.

Section 3 of the Act lays down a time limit within which the appropriate Government has to fix the minimum wages. Originally the Act fixed 3 years in the case of the employments mentioned in Part II of Schedule and two years in any other case, from the commencement of the said Act. The section further makes it incumbent upon Government to review the minimum rates of wages so fixed and revise them if necessary, at intervals which are not to exceed five years.

Section 4 lays down that any minimum rate of wages fixed or revised by the appropriate Government, may consist of a basic rate of wages and a special allowance at a rate to be adjusted to accord, as nearly as practicable, with the variation in the cost of living index number applicable to such workers, in other words, a dearness allowance.

Section 5 lays down the procedure for fixing minimum wages, under the Act. The procedure consists in the appropriate Government either appointing a Committee to hold inquiries and advise it in this behalf, or by notification in the official gazette publishing its proposals for the information of the persons likely to be affected thereby and specifying a date on which the proposals will be taken into consideration.

After considering the advice of the Committee or as the case may be, all representations received by it before the specified date, the Government shall by notification fix the minimum rates of wages, in respect of each scheduled employment, and unless such notification otherwise provides, it shall come into force on the expiry of three months from the date of its issue.

Section 9 lays down rules for the composition of the Committees or sub-committees under the Act and prescribes that each committee shall consist of persons to be nominated by the appropriate Government, representing employers and employees in the Scheduled employments, who shall be equal in number, and independent persons not exceeding 1/3rd of its total members.

Section 12 makes it obligatory upon the employer to pay to every employee engaged in a scheduled employment under him, wages at a rate not less than the rate of minimum wages fixed under such notification for that class of employees.

Under section 13, the appropriate Government may, in regard to any scheduled employment, (a) fix the number of hours of work which shall constitute a normal working day, inclusive of one or more specified intervals and (b) provide for a day of rest in every seven days.

Section 20 of the Act lays down that where an employee is paid less than the minimum rates of wages, the employee himself or any legal practitioner or any official of a registered trade Union authorised to act on his behalf, may apply to the proper authority for a direction for payment to the employee of the amount by which the minimum wages payable to him exceed the amount actually paid, together with the payment of such compensation as the authority may think fit.

Section 22 of the Act provides that an employer who pays to any employee less than the rates of the minimum wages fixed for that employees' class of work, shall be punishable with imprisonment of either description for a term which may extend to six months or with fine which may extend to five hundred rupees or both.

The Schedule appended to the Act consists of two parts : Part I comprises twelve classes of employment out of which No. 6 is " Employment under any Local Authority ", Part II of the schedule relates to employment in agriculture.

The original time limit laid down by section 3 of the Act was to expire in March 1951, but as the fixing of minimum wages before the expiry of the time limit is an obligatory duty of the appropriate Government, the said Act was amended in March 1951 and the time limit for fixing minimum wages for employees under Local authority has been extended to 31st March 1952.

114. Though one of the terms of reference to our Committee is "to fix the minimum wages of the scavengers in the Bombay State", our Committee has not therefore, an enquiry was made with the Government of Bombay State whether within a certain time limit, separate Committee had been appointed by the Government under the Act. This Committee was then informed that a Committee under the Act has been appointed by the Government as per Government Resolution No. 146/48, Labour and Housing Department, dated 10th October 1950. Appointment of two Committees for fixing the minimum wages of scavengers, would have led to different reports and created difficulties; but fortunately two members are common to both the Committees viz. Shri B. N. Rathod, J.P., President of the Bombay Sweepers Union and Shri S. S. Naik, Hon. Secretary, Local Self-Government Institute, Bombay, and therefore the possibility of differing recommendations in respect of the minimum wages of the scavengers has been minimised. It is hoped that the recommendations of this Committee in regard to minimum wages will be endorsed by the Committee appointed under the minimum Wages Act.

115. In view of these circumstances our Committee has very carefully gone into the question. As seen above, though section 4 of the Act lays down that the minimum rates of wages may consist of a basic rate of wages and a special allowance at a rate to be adjusted to accord with the variation in the cost of living index, *i.e.*, dearness allowance, the principles for fixing the basic wage and the Dearness Allowance have not been laid down in the Act.

116. The Report of the Committee on Fair Wages, appointed in 1948 by the Central Advisory Council which had been appointed by the Government of India, defines the term "Minimum Wage", as follows :—

"The Minimum Wage must provide not merely for the barest sustenance of life, but for the preservation of efficiency of the worker, by providing for some measure of education, medical requirements and amenities."

117. We were glad to find that the recommendations of the Central Pay Commission in respect of Class III and Class IV Government servants have been based on the minimum wage theory and the whole question has been very carefully considered in the Report of the Commission. The Commission say in their report (*vide* page 29) "But a Government which proposes to sponsor minimum wage legislation for private industry must be ready to give the benefit of that principle to its own employees". The Commission having taken into consideration the results of various enquiries and adjudications, the opinions of various authors and economists, the claims of employees in the various Government Departments and on the other hand, also the limitation imposed by the general economy of the country, arrived at the conclusion that Rs. 55 (consisting of a basic wage and a dearness allowance) would seem to represent a reasonable minimum wage for a working class family, at a cost of living index of about 260. Out of Rs. 55 Rs. 30 was taken to be the basic wage, because it was considered that the index figure would not go below 160, even when prices would go down taking 100 as the index number of living cost in 1939, and Rs. 30 corresponds to that index figure. Then the Commission considered the question of a time scale. By majority, they came to a conclusion that at the bottom of the public service, a long time scale is neither called for nor justified and fixed the time scale of only Rs. 5 spreading over 10 years. Shri N. M. Joshi and Sardar Mangalsing, two of the members of the Commission did not agree with this view and pleaded that as the minimum wage was not quite the living wage, a substantial time-scale should be given. We agree with the latter view in respect of the time scale.

118. Then the question of Dearness Allowance was considered by the Commission and they accepted the principle, that for the classes whose pay only enables them to live on the marginal level in normal times, the dearness allowance must be so fixed as to neutralise the rise of prices. Having fixed the Dearness Allowance at Rs. 25 (Rs. 55 minus Rs. 30) when the index figure would be at 260, they laid down a scale of rise of Rs. 5 in Dearness Allowance for every rise of 20 in the index figure of living cost. And we actually find that on account a further rise in the index figure, the D. A. has been raised by Government to Rs. 35 p. m. and now it is reported that the Central Government has decided to increase the Dearness Allowance of Class IV Government servants in its employ to Rs. 40 p. m. in view of a further rise in the index figure of the living cost. It is expected that the Government of Bombay will follow suit.

119. Having thus found that the question of the minimum wage for Class IV Government servants has been carefully and scientifically considered by the Central pay Commission, except in the respect of the time scale, and that the pay scales and

allowances laid down by the Commission have been generally adopted by the Government of Bombay and that the scavengers and sweepers in the employ of Government are placed in Class IV unskilled Government servants, the Committee came to the conclusion that the scales of pay fixed by the Government of Bombay for Class IV unskilled Government servants and actually paid to the scavengers and sweepers in their employ were generally quite proper, as minimum wages for scavengers and sweepers in the employ of the Local Bodies as well. We could not, however, adopt the pay scales in toto. We have decided to vary the scales in some respects for good reasons.

120. In the first place, some variation in the time scale is necessary. The span of the scale for the lowest category of Class IV Government servants is of Rs. 5 only spread over 10 years which the Committee did not quite appreciate. For a workman to begin with Rs. 30 and end with Rs. 35 in 10 years and then continue with Rs. 35 till his retirement, is not at all fair to him. It is well known that responsibilities of the family grow with age, the Commission themselves say (*vide* page 38) "the granting of increments has two-fold significance, one from the point of view of the employee, *viz.* that as he grows in age, he has greater responsibilities to meet and another from the employer's point of view, *viz.*, that even when a man continues in the same grade, his work improves in quality and his efficiency increases with experience". The Commission are of the opinion that the second ground is absent in the case of the lowest category of unskilled Class IV servants. But granting that it is correct, in view of the first ground, an increment only of Rs. 5 in the whole career of service would be meagre and the lowest category of Class IV servants, we are constrained to say, have been rather unfairly treated in this respect. We are therefore in favour of the view expressed by Shri N. M. Joshi and Sardar Mangal Singh that there must be a more liberal scale, even for the lowest category. We therefore thought of proposing that after the time scale of Rs. 5 as adopted by the Government there should be an efficiency bar and a further span of Rs. 5 spread over 10 years. But there was a deterrent circumstance. An efficiency bar may prove illusory and in that case, the increased burden on the local bodies might be too much. But, however, we decided that there must be some increment in the time scale, at least in order to raise the efficiency of the scavengers and sweepers, about the lack of which, the local Bodies have been complaining all the time, we hit upon another plan and that of proposing a selection grade of 15 per cent. who would have a further increment of Rs. 5 spread over a period of 10 years. If we have erred, we have erred on the side of moderation.

121. Other variation in the pay scales applicable to Class IV Government servants are also necessary while applying them to employees of the Local authorities. The pay scales as adopted by the Government of Bombay with the addition of the selection grade as proposed above, are quite appropriate in the case of the Municipal Corporations and also the Municipal Boroughs, but we have to make some reduction in the pay scales applicable to District municipalities, Notified Area Committees and the Gram Panchayats, in view of their financial condition. We propose Rs. 25— $\frac{1}{2}$ —30 in the case of district municipalities, with of course the selection grade of 15 per cent. with a further time scale of Rs. 5 spread over 10 years and in the case of Notified Area Committees and Gram Panchayats we propose a flat rate of Rs. 20 per month with no time scale.

It might be urged that there are some borough municipalities which are financially poor and that there are some district municipalities which are comparatively in a better condition. That may be so, but we cannot consider individual cases,

because the number of borough and district municipalities is very large. If a municipality is wrongly placed in the category of borough municipality, the remedy is to move the Government to change the category under the law.

122. *Dearness allowance.*—As regards this allowance, we recommend that the same allowance which is sanctioned by Government from time to time to its own Class IV servants, should be paid by all local bodies including Gram Panchayats and Notified Areas, to all their full-time permanent employees. We shall consider the question of temporary and part-time scavengers and sweepers, in regard to pay scales and the dearness allowance later. As Government is contributing 50 per cent. of the dearness allowance there is no excuse for the local bodies to pay anything less than the full dearness allowance.

OTHER ALLOWANCES.

123. *The compensatory local allowance.*—This is sanctioned by Government only in the case of Bombay City, Salsette Island and Ahmedabad and it is Rs. 5 in the case of Bombay City and Salsette Island for scales of pay below Rs. 35 and it is Rs. 3 in the case of Ahmedabad City for scales of pay below Rs. 50. The Bombay City Municipality seems to have included the Compensatory Local Allowance of Rs. 5 in their pay scale for scavengers and sweepers, as they are paying the scale of Rs. 35—1—40. The Local Allowance should be continued as the part of the pay scale and the minimum pay scale for Bombay City should be Rs. 35—1/2—40 with a selection grade of Rs. 40—1/2—45. The existing increment in the pay scale of the Bombay Municipality is Re. 1 per year and it should continue the same with regard to the present incumbents.

The Ahmedabad Municipality is not paying the local allowance of Rs. 3 which is being paid to Government servants of Class IV. As in the case of Ahmedabad, according to our proposals, there will be an increase in the pay scales, and also an increase on account of payment of house-rent allowance, we do not insist on the payment of the local allowance.

124. *House-rent allowance.*—The question of this allowance has been fully considered in Chapter No. 8, relating to Living Conditions. Though the definition of "wage" as given in the Minimum Wages Act, 1948, and the Payment of Wages Act, 1936, does not include house-rent allowance, we attach great importance to the payment to scavengers and sweepers, as they belong to the category of essential services, whose work is of great importance for the sanitation and health of cities, towns and villages. Therefore, the pay scales, dearness allowance, unclean work allowance and the house-rent allowance together, should be taken as the minimum wages proposed by our committee. We have proposed varying rates of house-rent allowances to suit varying conditions and they should be paid by all local bodies as proposed.

UNCLEAN WORK ALLOWANCE.

125. Between the work of scavengers and sweepers, that of the scavengers is undoubtedly more unclean and there is a general consensus of opinion that the scavenger deserves some greater consideration. In fact some of the local bodies, such as Bombay, Ahmedabad, Bhusawal, Dharamgaon and Mulund, are already paying an unclean work allowance, while many other municipalities are paying an unclean work allowance, not so in name, but in the form of higher wages to scavengers than to sweepers. And the difference in wages is some times as much as

Rs. 15 per month. We do not think that such large difference is necessary as we lay greater stress on the improvement of the conditions of work. As we have proposed the same scales of pay, dearness allowance and house-rent allowance to scavengers and sweepers, we propose only a small unclean work allowance for all scavengers, *i.e.*, all conservancy workmen, excepting those who only do the work of sweeping streets and open spaces, at the following rates, *viz.* :—

Bombay City	...	...	Rs. 7 p. m.
Ahmedabad and Poona Municipalities	...	...	Rs. 5 p. m.
Borough and District Municipalities	...	...	Rs. 3 p. m.
Notified Area Committee and Gram Panchayats	...	...	Rs. 2 p. m.

This allowance is an allowance for work and would come under the definition of wages and should, therefore, be treated as part of the wages for scavengers.

126. Many local bodies make a distinction between the pay scales given to male and female scavengers and sweepers. Government do not make any such distinction. We accept the principle of equal pay for equal work and recommend the same pay scales and allowances for both.

127. There remain two more questions, which should be properly dealt with in this Chapter, *viz.*—

(I) the question of temporary and part-time servants and their remuneration, and

(II) the question of fines and suspensions which are imposed for indiscipline, absence without leave, neglect of duty, etc.

128. The first question is connected with the question of wages, because there is a tendency in local bodies to keep a large number of scavengers and sweepers as temporary employees and there is also a tendency to engage part-time servants. The advantage in keeping temporary and part-time servants is that it is not necessary in that case to give the full pay or dearness allowance and other benefits of permanent service, such as earned leave, maternity leave, provident fund, etc. This tendency is observable even in Government departments as appears from the replies received from the District Police Superintendents. Efforts have been made in recent years to reduce the number of temporary scavengers and sweepers. But still the number of temporary employees might be large and we recommend a rule that—

(1) A full-time scavenger or sweeper in the employ of a municipality or a district local board ought to be made permanent after one year's approved service if the vacancy is permanent.

129. Part-time service is another evil which must be reduced. It appears that in the villages of Gujarat, where the Gharaki system is in vogue with respect to scavenging, the municipalities engage only sweepers on a part-time basis and pay them very low wages. Similarly, district boards and Gram Panchayats usually engage part-time servants and pay them very meagre wages. This is not desirable. Some times part-time servants are required to work, both, for some time in the

morning and also for some time in the afternoon or evening. This arrangement is very unjust, because the employee would not in such a case be able to do any other work or service. We, therefore, recommend that—

(2) Cases of temporary employees and of part-time employees of municipalities and district local boards should be submitted to the Director of Local Authorities concerned for scrutiny and temporary or part-time scavengers or sweepers should not be employed for more than three months without the sanction of the Director of Local Authorities concerned.

(3) A part-time scavenger or sweeper ought not to be made to work both in the morning and also in the afternoon or evening.

(4) In the case of temporary or part-time employees of municipalities, district local boards, the salaries and allowances, etc., should have the approval of the Director of Local Authorities.

(5) Though these recommendations have been made with reference to local bodies, their principle should be considered applicable to temporary and part-time employees in Government service also.

(6) In the case of temporary and part-time employees of Gram Panchayats, the salaries and other conditions of service should be fixed in consultation with the district local board concerned.

It might be urged that this would amount to an encroachment upon the rights of the local bodies concerned; but the very scheme of fixing minimum wages amounts to an encroachment upon the rights of the employers and there would be nothing wrong in subjecting the question of temporary and part-time conservancy employees to the scrutiny and sanction of the Directors of Local Authorities. It is not feasible for this committee to fix any minimum wages for part-time or temporary employees.

130. The question of fines is also a very important one and has a bearing on the payment of wages; because fines are deducted from salaries.

This is the reason why the Payment of Wages Act, 1936, regulates the deductions to be made from wages and also lays down a certain procedure for imposition and levy of fines.

Though in terms, the Payment of Wages Act applies only to employees in factories and industrial establishments, its principles are applicable to the imposition and levy of fines from scavengers and sweepers in the employ of local bodies and also in relation to the deductions to be made from the wages. In fact there is a demand that the Payment of Wages Act should be made applicable to service under local bodies. That will require an amendment of the Act which is a central Act. We recommend to Government to consider the feasibility of extending the scope of the Payment of Wages Act, 1936, so as to make it applicable to employees under local authorities.

We found in our inquiries that the scavengers and sweepers complained at many places of harassment, by being fined for every small lapse and by being marked absent for the whole day for the delay of a few minutes and by frequent suspensions in the absence of sufficient cause. All these have a bearing on the payment of wages and require to be considered. It is true that there is another side to the picture, *viz.*, that the scavengers and sweepers are often irregular in attendance and remiss in their work. But we should take into consideration the fact that the present condition of their work and the status which has been assigned to them in society

are largely responsible for the lapses in their behaviour. Efficiency cannot be raised merely by inflicting punishments but by making an all-round improvement in the living conditions, conditions of work and conditions of service, so as to accord with a status of equality among the citizens of the country, and by proper education and raising the culture.

131. Again in inflicting fines and suspensions, the principles of natural justice have to be followed. Therefore, we recommend the following procedure for inflicting fines, mainly based on the lines of the provisions in the Payment of Wages Act :—

(1) No fines shall be imposed on any scavenger or sweeper, save in respect of such acts and omissions on his part, as the local body may have specified by notice, as under :—

(2) A notice, specifying such acts and omissions and punishments therefor, shall be exhibited in the office of the local body and the scavengers and sweepers should be apprised of the same in proper manner.

(3) No fine shall be imposed on any scavenger or sweeper until he has been given a charge-sheet in writing and an opportunity of showing cause against the fine.

He should be allowed to be assisted in his defence by a co-worker or a representative of the Union to which he belongs.

(4) The total amount of fine which may be imposed in any one month on any scavenger or sweeper shall not exceed in amount, half an anna in the rupee of the wages payable to him in respect of that month.

(5) All fines and all the realisations thereof, shall be recorded in a register to be kept for the purpose, and all such realisations shall be credited to a fund which shall be applied towards welfare work for the benefit of conservancy workmen in the employ of the local body.

SUSPENSIONS.

132. Suspensions involve a far more serious punishment than mere fines. They deprive the worker of all wages during the period of suspension. There is no proper hearing given to the person suspended and no subsequent payment of wages, if the worker is exonerated. We, therefore, recommend that—

(1) Suspension should not be ordered unless the charge against the employee amounts to a serious misconduct, which if proved, is likely to result in the dismissal of the workman.

(2) The employee concerned should be furnished with a charge-sheet and an opportunity should be given to him to meet the charge and he should be allowed to be helped by a co-worker or a representative of the Union to which he belongs.

(3) An appeal should be provided in every case of suspension or dismissal.

132A. We conclude this Chapter by saying that the pay scales, etc., which we have proposed in this Chapter are the minimum and local bodies should not reduce the rates of salaries and allowances, if they are paying more, especially in the case of the present incumbents in service.

CHAPTER XI.

OTHER CONDITIONS OF SERVICE.

133. The question of fixing minimum rates of wages has been expressly referred to us and we have considered in the last chapter that question and allied questions, which have a direct bearing on the question of payment of wages.

The question of wages is always the main condition of service with any class of servants, whether of the Government or of the Local Bodies but there are other important conditions of service such as—

- (1) leave rules, providing for earned leave, sick leave, maternity leave, etc.
- (2) Provident Fund contribution and payment of gratuity, etc.

As the question about other conditions of service of the scavengers is not referred to us, we do not propose to go deep into them and do not make any detailed proposals. We shall, however, make certain general recommendations.

Just as in the matter of pay scales, there is a great diversity among the Local Bodies in regard to rules about leave, holidays and contribution to Provident Fund, etc. Some Local Bodies have not made any rules about these at all. It is desirable that Government should require all Local Bodies, who have the rule-making power, to make rules in this behalf and should also frame model rules for guidance. The Gram Panchayats do not seem to have any power to make rules about the appointment of and payment of salaries to scavengers and sweepers etc. Government should, therefore, empower the District Local Boards to make rules regarding the appointment of the servants of Gram Panchayats, including scavengers and sweepers and fixing their pay scales and allowances as also leave rules, etc.

We think that in the case of some Local Bodies the rules about earned leave and the Provident Fund contribution are more liberal than the rules applicable to Class IV Government servants. At the same time we note that many Local Bodies give very meagre facilities to scavengers and sweepers in these respects, e.g., maternity leave is given on a smaller scale than that prescribed for Class IV Government servants and attempt should, therefore, be made to bring uniformity in these matters and the service conditions should, as far as practicable, be brought up to the level of service conditions applicable to Class IV Government servants.

133A. During the course of the Committee's tour, it was represented to us that when any workmen are absent without leave, other workmen in the neighbourhood are made to do extra work, which was allotted to the absentee worker; this system is called "Harkat".

We are of the opinion that this system of taking extra work without extra payment, is not proper and recommend that Local Bodies should have adequate leave reserve employees, who will do the work of casual absentees.

CHAPTER XII.

EFFECT OF THE PROPOSALS.

134. Let us consider in brief the effect which the Committee's proposals will have on the two parties in our inquiries. The two parties are, on one hand the Local Bodies, who are the employers and on the other, the scavengers and sweepers who are the employees. In so far as the monetary aspect of our proposals is concerned, their interests are conflicting. What is the gain of one party, is the loss of the other, because one party is to pay and the other party is to receive.

135. On the whole, we think that from the monetary point of view the scavengers and sweepers would be the gainers. Let us see how.

(1) Even in the case of the Bombay City Municipality, which, comparatively speaking, pays the highest total amount to its employees, will have to pay some thing more. Bombay city, now including within its area the Suburbs of Bandra, Kurla, Parla, Andheri, Juhu and Santa Cruz, pays to its scavengers the pay scale of Rs. 35—1—40 (inclusive of the local allowance), dearness allowance Rs. 36 per month, house rent allowance of Rs. 6 per month and the unclean work allowance of Rs. 5 per month. The sweeper would get the same except the unclean work allowance.

Our proposals would be, without adjustment, a pay scale of Rs. 35— $\frac{1}{2}$ —40 (inclusive of the compensatory local allowance of Rs. 5 which Government pays to its Class IV servants of the lowest grade in Bombay City), with a selection grade of 15 per cent., who will have a further time scale of Rs. 5 spread over ten years, a house-rent of Rs. 10 instead of Rs. 6 and an unclean work allowance of Rs. 7 instead of Rs. 5. There must, however, be an adjustment. The existing pay scale gives five rupees increment in five years, our scale would spread the same increment over ten years. But the present incumbents ought not to lose, they should enjoy the same accelerated pay scale. Bombay pays one rupee more dearness allowance than our scale, which corresponds to the Government scale of dearness allowance. The present incumbents should continue to have the benefit of rupee one more. They will have Rs. 6 more per month on account of the increase in the house-rent allowance and the unclean work allowance, and, 15 per cent. of them will start on a further time scale of Rs. 5 spread over ten years.

136. (2) The Poona City Municipality, which stands next in point of payment, gives a pay scale of Rs. 30—1—40 to its scavengers and Rs. 30— $\frac{1}{2}$ —35 to its sweepers as the pay scale, Rs. 35 per month as dearness allowance and Rs. 5 per month as house rent allowance. Under the Committee's proposals, the scavengers would get a pay scale of Rs. 30— $\frac{1}{2}$ —35, a house rent allowance of Rs. 7 per month, *i.e.* Rs. 2 per month more and an unclean work allowance of Rs. 5. There must be an adjustment. The scavengers who are in service will continue to get Rs. 30—1—40 as their pay scale. They will have Rs. 2 more in house rent and Rs. 5 more as unclean work allowance, *i.e.*, Rs. 7 per month more. The sweeper under the Poona City Municipality will have the same pay scale and the dearness allowance as before, but he will have Rs. 2 per month more in house rent and the selection grade.

137. (3) In the case of the Ahmedabad City, the employees will gain more, because the present pay scales are less than the pay scales for Class IV Government servants, which we have adopted, and they will also have the house rent allowance of Rs. 7 per month which the Ahmedabad Municipality does not pay. Thus both the scavengers and sweepers will get ten rupees more per month,

138. (4) In the case of the Sholapur Borough Municipality, the pay scale and dearness allowance would be the same, but scavengers would get Rs. 7 as house rent allowance and Rs. 5 as unclean work allowance, *i.e.* Rs. 7 per month more; while sweepers would also get Rs. 2 per month more as house rent. Both would have the benefit of a selection grade of 15 per cent.

139. We need not work out more cases. There are some Borough and District Municipalities, who are paying better pay scales than those proposed by the Committee; in that case, the present incumbents will continue to draw the higher pay scale and they will have the benefit of the house-rent allowance and the unclean work allowance together with a selection grade of 15 per cent.

Those Borough and District Municipalities, who have been paying much less than the Government pay scales for Class IV servants, will have comparatively to pay much more, both on account of the increase in pay scales which we have proposed and also on account of the house-rent, and unclean work allowance for scavengers which we have proposed.

140. The Local Bodies may complain that they will have to bear a burden greater than what their finances can bear. We think that the complaint is not well-founded for the following reasons:—

(1) The scavengers and sweepers as a class, we are constrained to say, have been unjustly treated in most places heretofore. The simple rule of demand and supply has been applied in fixing the pay scales and other allowances. The fact that they have been doing an unclean sort of work, which others have refused to do, has been forgotten; also the fact that they belong to an essential service both under the law and because their services are essential for the preservation of public health and sanitation, has been forgotten. Local bodies, with some exceptions of course, have treated them as people of low status, in point of pay scales, in point of living conditions and in respect of the condition of work also. And it is not surprising, because the local bodies are after all representatives of the people in general. But now a definite change has come over. Social conscience has been awakened to some extent and justice has to be done to this hitherto despised class of workers. If therefore we try to place them on the same footing, as peons and Pattawallas in Government offices and in the offices of the local bodies, it should be considered as quite fair. Even here in respect of district municipalities, the Gram Panchayats and the Notified Area Committees, we have reduced the pay scales.

We are of course giving them some benefit in the form of a house-rent allowance, as they belong to an essential service under the law; and to the scavengers, we also propose an unclean work allowance. Here also we have not proposed a flat rate for all the local bodies but a rate which varies according to their status.

141. (2) The question of financial difficulty will also not stand a close scrutiny. It is a difficulty largely of their own creation. If a local body wants to increase the level of sanitation, health and amenities for its citizens, it must incur an adequate expenditure and for that purpose it must raise an adequate income from taxation. The law has placed adequate sources of income in the hands of local bodies but they seem to be chary to tap these sources fully. Government also issued instructions (*vide* G. R. No. 4104/33, Health and Local Self-Government Department, dated the 28th May 1948) to local bodies, to the effect that they should raise the

general property tax or a consolidated tax on buildings and lands, to not less than 20 per cent. of the annual letting value, but very few municipalities have even approached that level. Even the Bombay Municipality, when it is open to it to raise the general property tax, without increasing the burden on property owners, because the Government of Bombay have agreed to make a proportionate reduction in the rate of the Urban Immoveable Property Tax (*vide* speech of the Honourable Finance Minister, on the Finance Bill for 1949) has not raised the property tax to the required level.

Again the Government of Bombay has suggested (in the same G. R.) that special services of municipalities, like special conservancy, should be made self-supporting. But after comparing the income from the special sanitary case with the expenditure incurred by the local bodies for payment to the scavengers engaged in the work of cleansing private latrines, we find from the replies received by the Committee to its questionnaire, that the private scavenging work is not made self-supporting at all, but there is a great disparity, in most cases, even at the present scale of pay. The owners of the private latrines have no right to throw the expenses of private scavenging service to their house-hold, on the general resources of the local body. It is a special service and the house-owner must pay fully for it. Where house-scavenging is done on the Gharaki basis, it is the house-owners who pay the scavenger and the local body bears the expenditure for cleansing public latrines and public streets only.

The same Government resolution has made several other suggestions to local bodies in order to raise their income and local bodies ought to avail themselves of the various sources available to them.

The Government has also offered, in accordance with law, the services of special officers of the rank of Mamlatdars to help the municipalities in properly revising the assessment lists and it has also made clear that if the decisions of these special officers are not fully carried out, Government will consider the question of withholding voluntary grants payable by Government.

142. We may here usefully quote a few recommendations from the Report of the Local Finance Enquiry Committee, appointed by the Central Government, dated 23rd December 1950 :

“ We are of opinion that in the place of the present optional provision for the levy of the property tax in the municipal Acts, there should be an obligatory provision as it is in the Acts constituting the City Corporation of Bombay and Calcutta. Should, however, any municipality fail to levy the tax in spite of such statutory provision, the State Government should have power to levy the tax at such rates as they deem fit in any municipal area, for the benefit of the Municipality”.

“ We recommend that a maximum rate for the property tax should be prescribed where it is not done at present. A minimum should likewise be prescribed in the Act. ”

We endorse these recommendations and suggest to the Government of Bombay, to give effect to them, in order to strengthen the finances of local bodies.

143. We will finish this part of the chapter by saying that the awards and decisions of the Industrial Tribunals and the Industrial Courts, published in the *Bombay Government Gazette* and in the *Industrial Court Reporter* in the matter of the disputes between the municipalities and their employees, are very useful in showing that the municipalities have not made full use of the resources available to them, and that if it was so done, the local bodies could find the money required for satisfying the reasonable demands of the employees.

144. Now we will briefly deal with the effect of our proposals on the other party, *viz.* the scavengers and the sweepers. We have shown before, that if the proposals are given effect to, these employees will gain all along the line. They certainly are entitled to their rights in respect of a minimum wage and even, to some favourable treatment, on account of the special position, which they occupy, in the matter of the preservation of sanitation and public health. But rights always carry obligations with them. If the scavengers and sweepers seek to have not only a minimum wage, but also a living wage, they may well do so; but at the same time, they must remember that it is their duty to give an adequate return to local Bodies in the form of regular and efficient service. We have tried to give them the minimum wage which was feasible under the circumstances, and we have also recommended all proper amenities to be supplied to them. Our objective has been to raise them to the stature of full citizenship and we believe that if the proposals are given effect to, they will help in achieving it.

145. At the same time, there is one likely effect of our proposals, *viz.* some curtailment in the number of employees. To be fair to Local Bodies, we must accept the principle of "full work for full wages" and if the Local Bodies find that they are not getting the full work from their employees they will be entitled to increase the allotment of work within limits, and dispense with the services of some employees. One cannot have it both ways.

146. As suggested in the Fair Wages Committee Report, "the wage fixing machinery should relate a fair wage to a fair load of work and in case of doubt, whether the existing work load is reasonable or not, proper time and motion studies should be instituted on a scientific basis".

Our Committee has accordingly got carried out time and motion tests of the work of individual scavengers at three different places, *viz.* Kalyan, Jalgaon and Dhulia, and we found as shown in Chapter IX, that there was no ground for suggesting that the scavengers were over-worked in these places. We have recommended that such tests should be periodically carried out and work adjusted accordingly. As a result of such tests, properly carried out, the work load may be reduced, but it may also be increased.

147. We hope that leaders of Unions of Scavenger and sweepers will take a proper view of the whole thing, and will give a proper guidance to scavengers and sweepers. They will not only awaken the employees to their rights, but they will also remind them of their duties; they will not only aim at putting more money in the pockets of the employees, but they will also advise them to spend it properly, and they will try to raise their culture, so that the scavengers will be free from the clutches of a curse which caste system has inflicted upon them, and will take a rightful place in the life of a free nation.

148. As we have already seen, the abolition of the Gharaki system or the system of customary scavenging rights of caste Bhangis in Gujarat, which we have strongly advocated, will also result in unemployment to some extent. So also the extension of the system of water carriage and flush, as also the more extended use of septic tanks and aqua privies, trench latrines and Gopuri latrines etc. are likely to reduce the number of receptacle latrines and therefore to that extent, diminish the scope for services of professional scavengers as well. This result, the scavengers should not bewail, but should hail as a deliverance from a long standing curse.

149. We know that unemployment, if it comes suddenly, is a calamity and measures have to be devised to meet it. But the remedy lies not in perpetuating the profession of caste scavengers but in taking steps to get them employed in other suitable kinds of work.

It will be the duty of Local Bodies, when on account of the policy of rationalisation in conservancy work, some of the scavengers and sweepers have to be thrown out of employment, to see that, as many of them as possible, are absorbed in other suitable kinds of employment under their control.

150. At the same time we must realise that we cannot require the Local Bodies to improve all the conditions relating to the conservancy employees and their work and incur a large expenditure on that account, and at the same time also require them to find employment for all the disengaged persons. The larger responsibility for finding work for all the able-bodied persons is on the State. We have, therefore, while recommending the speedy abolition of Gharaki, suggested several measures to be adopted by Government, including the recommendation "to take steps to provide alternative occupations to displaced persons". This the Government will have to do, if the occasion demands it. We do not however think that rationalisation of conservancy work will come very quickly, though we would welcome it, and cause any unemployment on a wide scale. At the same time, scavengers and sweepers should take time by the forelock and begin to find out for their young men other suitable jobs and give their children the full benefit of educational facilities so amply provided by the Government of the State.

151. Before we conclude this Chapter we will refer to one or two things more. It was urged upon the Committee by an influential representative of the Bombay Municipal Kamgar Union that the Committee should recommend the abolition of The Bombay Municipal Servants Act, 1890, on the ground that it interferes with the liberty of the scavengers and sweepers to leave the work at any time. After giving careful consideration to the suggestion, we found ourselves unable to accept it. The service of the scavengers and sweepers is vitally concerned with the maintenance of sanitation and public health, and it is quite reasonable to provide by law, that the workmen should not be free to leave the work, at any time they please. This Act prominently came before the public last year, when a workman, by name Kashiram Vithal, was criminally prosecuted, for taking part in the strike which was organised by the Bombay Municipal Kamgar Union, under the said Municipal Servants' Act. But he was acquitted by the Bombay High Court, on the ground that the provisions of the Act, were not meant to prohibit the workmen from joining a strike, but to restrain only individuals from unauthorised absence from duty. Thus the Act does not stand in the way of exercising the right to go on a strike, if it is a lawful one. Nor does the Act prevent a workman from altogether retiring from the occupation, if he wants to do so. It does not make any workman a slave of the calling. A check upon individual unauthorised cessation of work, seems to be necessary in this matter. So far as we know, there has not been any frequent use of the Act, though many scavengers and sweepers are in the habit of remaining absent without leave.

152. Many other demands were also put before the Committee. They also have been carefully considered and the Committee has tried to do its utmost in the matter. It is hoped that if carefully read and considered, the report will be taken to be a genuine attempt on the part of the Committee, to advance the just cause of a class of workmen, who have long suffered from neglect and unmerited contempt.

CHAPTER XIII.

SOME GENERAL QUESTIONS.

153. We have so far dealt with the living conditions, condition of work and the conditions of service of scavengers and sweepers and made various suggestions and recommendations for their improvement. Steps must be devised to implement them. This we shall try to do in this Chapter.

153A. Government have created new posts of the Directors of Local Authorities for each Division of the State and they have been entrusted with the work of the supervision, direction and control of the Local Bodies, within their respective jurisdictions. As they have to deal with all matters connected with the Local Bodies, and as the problem of the improvements in the living conditions, condition of work and conditions of service of scavengers and sweepers, is a special subject, which would require close attention for several years, we recommend that the Government should appoint an Assistant to each Director of Local Authorities, in order to secure the implementation of the various measures for improving the living conditions and condition of work and condition of service of scavengers in the employ of the Local Bodies, which may be recommended by this Committee, and to do some other similar work entrusted to him by the Director of Local Authorities. This appointment may be for 5 years in the first instance.

154. The condition of scavengers in the Merged State Areas except in places like Baroda is more backward in all respects, as housing conditions, condition of work and pay scales etc. are all inferior, special attention will have to be paid by the Director of Local Authorities in implementing the recommendations of this Committee in those areas.

155. The Committee found in its tours that Local Bodies in several places were complaining that they were not getting from Government land required for trenching ground in order to make compost manure, or land required for the construction of trench latrines or land required for the construction of tenements for their scavengers and sweepers etc.

We, therefore, recommend that Government should give prompt attention to application of Local Bodies for land required for such purposes and readily make Government land available to Local Bodies, on easy terms.

156. It is necessary that hereafter, it should be possible to judge and assess the progress which the Local Bodies are making in respect of the conditions of scavengers and sweepers in their employ, from the annual reports of the local bodies.

We, therefore, recommend that Government should require Local Bodies to include a special chapter in the Annual Administration Reports submitted to the Director of Local Authorities, giving details about the living conditions, the condition of work and the conditions of service of the scavengers and the sweepers in their employ, and improvements effected therein during the year under report.

We also recommend that the Gram Panchayats should be required to include in the annual reports submitted to the Districts Local Boards, detailed information regarding the aforesaid conditions of scavengers and sweepers in their employ,

(such as, to wit, the number of male and female scavengers and sweepers employed, their pay and allowances, whether permanent or temporary, whether whole time or part time, their housing conditions and condition of work, the number of public latrines seats of the receptacle type, or trench latrines etc.).

157. It is well known that scavengers and sweepers are as a rule largely indebted and pay interest at heavy rates.

We therefore recommend that where-ever necessary, special efforts should be made by District Co-operative Officers, and Backward Class Welfare Officers, to organise Co-operative Credit Societies, with the help of the Local bodies concerned, for the use of the servants of the local bodies including scavengers and sweepers.

158. We are conscious that whatever recommendations we make, unless the sanitary conscience and the sense of social justice of the people is aroused, unless the scavengers themselves are made conscious of human dignity, unless Government puts forth sustained efforts to help the cause, and local bodies do their duty in the matters, there will not be substantial improvement in the conditions of scavengers in this state.

We therefore make the following additional recommendations :—

(1) The Public Health Authorities, Local Bodies and Social Workers should make sustained efforts, to arouse the sanitary conscience, civic sense and the sense of social justice, of the people in general by impressing upon them,—

(a) the importance of public sanitation and improved sanitary arrangements their own houses, from the point of view of better health,

(b) the importance of the co-operation of the public with the local bodies, in carrying out measures of sanitation.

(c) the importance of realising, that in the changed circumstances of modern India, neither the peoples' Government nor the local bodies can remain indifferent to the necessity of making radical improvements in the condition of scavengers and their work, and that radical improvements in the scavenging work would necessarily involve increased expenditure on the part of the house owners, for which they must be prepared; and the importance of realising the fact, that there is no guarantee that the people of a particular caste or castes will continue, for all time to come, to do scavenging and sweeping work for people of other castes, and as everybody contributes to the creation of filth, the importance of every body realising his or her duty in the matter and the importance of self help and of resorting to methods which will, as far as possible, obviate the necessity of employing professional scavengers.

159. We urge that the Local Bodies should themselves realise the importance of securing public co-operation in carrying out measures of improved sanitation, and should take the following steps :—

(i) They should encourage the formation and welcome the co-operation, of Health Associations and of social workers, who will periodically visit and inspect the sanitary condition in the various wards of the town or city and point out deficiencies or defects in conservancy work and should give prompt attention to their suggestions.

(2) They should give all possible help to Safai Mandals or Associations of Voluntary workers, if any, who would occasionally take part in scavenging and sweeping work, in order to remove the prejudice the public and to awaken their sanitary conscience and sense of social justice.

(3) They should hold every year a health exhibition, where improved methods, types and plans of sanitary conveniences and implements will be displayed and explained.

(4) They should arrange for educative propaganda, with the help of social workers, by means of magic lantern and cinema shows, public lectures, display of special placards and posters and distribution of leaflets.

160. We also recommend to Government that (1) they should instruct the authorities of the Health unit at Shirur in Poona District, the Director of Public Health, Bombay State, Poona, and the Public Health Engineer, Bombay State, Poona, to carry out experiments in a well equipped research centre, with a view to devise improved sanitary methods and patterns of sanitary conveniences. Wide publicity should be given to all useful results achieved by them.

(2) Government should also give suitable assistance to private agencies who want to make experiments in improved methods of sanitation, suited to the conditions of smaller cities, towns and villages.

(3) Government should maintain sanitary museums at selected centres such as Bombay, Ahmedabad, Poona and Dharwar for exhibiting plans and models of improved sanitary methods and conveniences, suited to the conditions of smaller cities, towns and villages, and for display of books, pamphlets and leaflets etc. giving information on improved methods and types e.g. (1) Permanent trench latrines of the Dhanoli and Bardoli types, (2) Gopuri compost latrine, (3) septic tank and aqua privy, (4) sanitary pit privy, (5) Bore hole latrine, (6) improved type of plan latrine, (7) compost urinal, (8) proper cess-pool and (9) soak pit, etc.

161. We are of opinion that the following measures should be adopted for raising the culture, broadening the outlook on life and for increasing the efficiency of work, of the scavengers :—

(a) Provision of good housing, preferably of their ownership. The scavengers and sweepers should be encouraged to take advantage of P. W. R. Scheme No. 219 and have their own houses.

(b) Improvement in the condition of work.

(c) Decent conditions of service.

(d) Special efforts to spread literacy among adults and to advance the education of their children.

(e) Holding periodical classes in batches to teach principles of hygiene and methods of good work.

(f) Creating self-respect by holding physical drill classes for youngsters and youth, encouraging them to join common gymnasiums and Home Guards etc. and making them to share the common life of the citizens.

(g) Encouraging them to take to other occupations, which do not require a long training, such as motor driving, tailoring, carpentry, cycle repairs and motor mechanic.

(h) Awakening a sense of duty among the scavengers and sweepers, by making them realise that they ought to render "full work for full pay".

(i) Holding prize distribution ceremonies for rewarding good, regular and efficient work, as also progress in literacy, education and better living.

(j) By confining promotion to the selection grade or to the grade of mukadams, to the really deserving workmen.

161A. One more word to the scavengers. The condition of scavengers work has continued to be so bad, for years and years, because the scavengers have submissively put up with its dirty nature and have never raised their voice against it, as if it was ordained for them by destiny. But they should know that, as human beings and as equal citizens of free India, they have a right to insist that the condition of scavenging work shall be such, that it should be capable of being done by any self-respecting person.

CHAPTER XIV.

CONCLUSION.

162. We are coming to the end of our long labours, which spread, with frequent interruptions, over nearly two years. It was in the first meeting held at the end of August 1949 in Bombay, that we defined certain objectives to be kept in view, while doing the Committee's work. We have tried to infuse all our work with the spirit embodied in the objective.

While on the one hand, the ideal of raising the status of the scavengers as a class and their work, pulled us one way, the limitations of the practical considerations pulled us the other way. We have tried to strike the golden means. In dealing with actual problems in life, that is bound to be so.

163. The work of the Committee has been an intensive study of the various problems connected with it and the Committee has found a pleasure in doing it. The two parties concerned, viz. the local bodies and the conservancy workmen, may view the report from different points of view Government may form its own views and so would the public. The Committee's only claim is that it is a genuine endeavour on their part, to answer the question referred to it, from a broad outlook and a sympathetic study.

164. Before concluding, the Committee expresses its thanks to—

(a) all the local bodies, social workers, union leaders and Government Officers, who favoured the Committee by sending replies to the elaborate questionnaire issued by the Committee.

(b) the presidents and officers of local bodies, who helped the Committee in its tour by taking them round to visit their centres of work, the quarters constructed for the use of their employees and the localities of these people, and by holding discussions.

(c) the social workers, who personally discussed the questions with the Committee at Bhusawal, Kankavali, Bombay and at other places.

(d) the representatives and leaders of Unions, Associations and Panchayats of Scavengers and Sweepers who met the Committee and had frank discussions with the members, at Mehsana, Ahmedabad, Poona, Bombay, Sholapur and other places.

(e) the Director of Public Health, the Public Health Engineer and the Directors of Local Authorities at Ahmedabad, Poona and Belgaum who gave us the benefit of their expert knowledge and experience and made valuable suggestions.

(f) the Backward Class Officers (now designated as Directors of Backward Class Welfare), Shri M. N. Hable, now Deputy Secretary in the Finance Department, and his successor Shri G. R. Raddi, for having helped the Committee's work at all stages in various ways, particularly in lending the use of some of the office building rooms for the Committee's meetings and other work, and for lending the services of their typist Shri A. G. Kulkarni.

165. We also place on record our sincere thanks to Shri P. H. Nanavati, the Secretary of the Committee, who in addition to his onerous official duties, first as a Backward Class Welfare Officer at Jalgaon in East Khandesh, and then as an Assistant Backward Class Officer (now designated as Assistant Director of Backward Class Welfare) at Ahmedabad, who placed his unstinted services at the disposal of the Committee and gave a push to the Committee's work, by his constant vigilance and by participation, in the framing of the Committee's Questionnaire, carrying on an extensive correspondence, arranging for the tour programme and rendering valuable assistance in deliberations of the Committee and the drafting of the report. We also thank his clerks, Shri R. V. Shegunshi, who in the first four months, during which the first meeting of the Committee was held and the questionnaire was prepared, and then Shri D. A. Parmar, who attended all the subsequent meetings of the Committee and its tour, rendered loyal and willing services in helping the Committee, by doing its typing and other work.

- | | | | |
|----|--|-----|------------|
| 1 | Shri V. N. Barve, B.A., LL.B., Dhulia, West-Khandesh | ... | Chairman. |
| 2 | Shri P. L. Majumdar, Vice-President, Gujarat Harijan Sevak Sangh; Sabarmati, Ahmedabad. | | Member. |
| 3 | Shri B. U. Waghela, Acharya Gidwani Ashram, Kaira | ... | Member. |
| 4 | Shri B. N. Rathod, J.P., President, Bombay Sweepers' Union, Arthur Road, 11, North Bombay. | | Member. |
| 5 | Shri S. S. Naik, Secretary, Local-Self Government Institute, 11, Elphinstone Circle, Bombay. | | Member. |
| 6 | Shri V. N. Naik, M.L.A., Phaoode Lane, Nasik City | ... | Member. |
| 7 | Shri H. I. Kalyani, M.L.A., Baliram Peth, Jalgaon | ... | Member. |
| *8 | Shri F. D. Ghodke, M.L.C., Hubli, Dharwar | ... | Member. |
| 9 | Shri P. H. Nanavati, Asstt. Director of Backward Class Welfare, Ahmedabad. | | Secretary. |

*Shri F. D. Ghodke, M.L.C., a member of the Committee could not attend the last meeting held on 20th June 1951 for signing the Report. But he has intimated his consent to the report by letter.

Committee desired to place on record its high sense of appreciation of the work done by its Chairman, Shri N. V. Barve. Shri Barve who is known as Kakasaheb has really been a Kaka or uncle and had taken upon himself the extremely strenuous preliminary work of drafting all the points of work, programmes of tour and points about questionnaires. The reading of the replies to our questionnaire and the preparation of the summary of the replies were more strenuous and he did all this personally. During our tours when some of us were tired, Kaka, inspite of his age, was most active and collected the whole information in the most systematic way. But the most strenuous work was the drafting of the report in which he incorporated all the salient features and all the points of view, and by his tact and goodwill succeeded in co-ordinating the different points of view in such a way that the report is an agreed one. During the last few months, he was keeping very bad health and even in spite of that he worked very hard for the drafting of the report and for completion of the work. We, all the members of the Committee not only thank him but wish to pay our tributes to his inexhaustible energy and untiring efforts to which alone the success of this report is due,

SUMMARY OF RECOMMENDATIONS.

S. No.	Recommendation.	Para. No.
Section I.		
<i>Living Conditions.</i>		
1	The Committee endorses the principles enunciated in the awards of Tribunals, under the Industrial Disputes Act, 1947, that the Municipalities are liable, either to provide free quarters or pay house-rent to scavengers and sweepers, as they belong to an essential service.	54
<i>An Obligatory Function.</i>		
2	To make reasonable and adequate provision for constructing and maintaining residential quarters for the conservancy staff of local bodies, excepting Gram Panchayats, is now made an obligatory function under the Municipal Act. It is therefore the duty of local bodies to ascertain the real extent of the need of housing for conservancy workmen and to prepare a plan of constructing suitable houses, which ought to be completed within a short period.	89
<i>Own Houses.</i>		
3	Where the conservancy workmen, scavengers or sweepers, have a strong desire to have their own houses and there is a reasonable prospect of fulfilling their desire, they should be encouraged to have their own decent houses, by taking advantage of the P.W.R. Scheme No. 219.	88
<i>Government Subsidies.</i>		
4	Local bodies should avail themselves of the Government scheme of payment of subsidies to local bodies for the improvement of the housing conditions of their Harijan employees.	89
<i>Minimum Housing Accommodation.</i>		
5	The housing accommodation to be provided by local bodies to scavengers and sweepers in their employ, shall not be less than a living room of 10' x 10', a kitchen room of 6' x 10', with a sink and loft and verandah in front of 4' x 10', the total floor area being 200 sq. feet.	90
<i>The new Chinchpokli type.</i>		
6	The Bombay City Municipality should construct more chawls of the new Chinchpokli type and as soon as possible, should give 2 rooms to each family of scavengers and sweepers, instead of the present one room. The improvements in lighting and the sanitary arrangements should not be delayed at all.	59, 91
<i>Amenities in Municipal Quarters.</i>		
7	(a). The local bodies should make, in all the quarters constructed by them for scavengers and sweepers in their employ, adequate provision of drinking and washing water, of water closets or latrines and urinals as also of common bath rooms and washing places. There should be storage tanks of water near the quarters in those cities and towns, where tap-water is provided.	92 & 93
	(b). There should be adequate lighting of streets and open spaces, and where electric supply is available, one or two electric lamps should be provided for each tenement, for which a small charge may be levied.	
	(c). Adequate arrangements should be made for sweeping streets and open spaces and for cleansing water closets, latrines, cesspools, urinals and drains in the quarters.	
	(d). The site should not be near an open nala for sewage or sullage, a dumping ground for night-soil or refuse, or a stand for night-soil carts etc., and should be well drained.	
<i>Big Centres.</i>		
8	At every big centre of Municipal chawls, there should be a welfare centre, a canteen on co-operative basis, a Bal Mandir, and if there are in the centre at least 15 infants under two years, of women employees, a creche should also be maintained. But in the case of the amenities mentioned in this paragraph, the responsibility should be shared by Government and the social workers along with the local bodies.	92

S. No.	Recommendation.	Para. No.
	<i>Welfare Fund.</i>	
9	Local bodies should allocate the whole amount recovered from the conservancy staff, to welfare work, and should also make a suitable grant for maintaining welfare activities from their general funds.	92
	<i>Need for Grant-in-Aid.</i>	
10	Government is requested to frame a scheme of grant-in-aid for maintaining welfare centres. Bal Mandirs and creches for young children of scavengers and sweepers, as far as practicable.	94
	<i>Amenities in Localities.</i>	
11	Recommendations with regard to the Municipal quarters should be held applicable to localities of scavengers and sweepers, as far as practicable.	93
	<i>Welfare Officers.</i>	
12	Big municipalities such as the corporations of Poona and Ahmedabad, and Municipalities at Sholapur, Hubli, Surat Nasik, and Ahmedbagar should start welfare activities and appoint welfare officers for quarters and localities of scavengers and sweepers in their employ.	94
	<i>Slum Clearance.</i>	
13	(a) As slum conditions are found to exist in the localities of scavengers and sweepers in many urban municipal areas, the Municipalities should take up schemes of slum clearance and for that purpose, take advantage of the Government Scheme for payments of grants-in-aid to the Municipalities towards the slum clearance schemes as per G. R., H. and L. G. D., No. P. 20(2) (1), dated 30th August 1948. (b). The Municipalities should not, however, allow the schemes for slum clearance to be made an excuse for ousting scavengers and sweepers from the land which they had long occupied as house sites, but as many of them as possible, should be given plots on the said land, for house sites, with a properly laid out new plan.	93A
	<i>Rates of House rent Allowances.</i>	
14	A house rent allowance should be paid by local bodies to all scavengers and sweepers in their employ, who have not been provided with housing accommodation by local bodies at their own cost, whether they live in houses or in huts of their own or in rented rooms, according to the following rates.	95, 96
	<i>Rates of House rent Allowances.</i>	
1	Greater Bombay ... Rs. 10 per month to the head of the family and Rs. 5 per month each, to other members of the family in employ.	
2	Poona and Ahmedabad Municipal corporations and the Sholapur Municipality. Rs. 7 per month to the head of the family and Rs. 3-8-0 per month each to other members of the family in employ.	
3	Other Borough Municipalities ... Rs. 5 per month to the head of the family and Rs. 2-8-0 per month, to the other members of the family in employ.	
4	District Municipalities ... Rs. 4 per month to the head of the family and Rs. 2 per month each, to other members of the family in employ.	
5	Notified area committees and Gram Panchayats. Rs. 2 per month to the head of the family and Re. 1 per month each to the other members of the family in employ.	
	<i>Government Employees.</i>	
15	The recommendations for the provision of decent housing accommodation, without charging any rent, or in the absence of such provision, payment of house rent allowance in lieu thereof, should be held applicable to the conservancy workmen in Government employ.	95
	<i>No House Rent.</i>	
16	The house rent charged at present by some of the local bodies, for housing accommodation provided by them to scavengers and sweepers in their employ, should be given up.	96

S. No.	Recommendation.	Para. No.
Section II.		
IMPROVEMENT IN THE CONDITION OF WORK.		
<i>Elimination of Hand Removal.</i>		
17	The process of hand removal i.e., the process in which the night soil drapping in receptacles or on the floor of latrines has to be taken out and removed by hand, must be eliminated as far as possible, and it would be the only real improvement in the present condition of scavenging work.	34
<i>Mechanisation.</i>		
18	Mechanisation, if it helps in the elimination of the hand removal process, ought to be judiciously adopted, in large cities and towns.	34(3)102
<i>Human Factor.</i>		
19	The human factor should be considered to be of greater importance than the economic one in conservancy work.	34(5).
<i>The Flush System.</i>		
20	The system of water carriage and flush would be the best for big cities and should be introduced wherever possible.	35
<i>Septic Tanks and Aqua Privies.</i>		
21	(a) The next best system for cities and big towns would be to have the septic tanks for big habitations like hostels, police lines, jails etc., and for public latrines and Aqua Privies for private houses.	36
<i>Question of the effluent.</i>		
	(b) The public health authorities should carefully consider, whether it could be feasible to allow the effluent from Aqua Privies, to pass along open drains, where the system of open drains is complete and well maintained.	37
<i>Dhanoli Typ Trench Latrines.</i>		
22	In smaller places like small towns and big villages which have Gram Panchayats, sets of pucca trench public latrines of the Dhanoli type, should be constructed.	38
<i>No More Receptable Latrines.</i>		
23	Government should consider the feasibility of making it a rule not to allow village Panchayats, hereafter, to construct receptacle public latrines and to engage any new professional scavenger to cleanse them, without the permission of the District Health Officer, and should give all proper facilities and guidance for the construction and maintenance of pucca trench latrines of the Dhanoli type or other suitable substitute.	38
<i>Bardoli Type Trench Latrines.</i>		
24	In places like Ashrams, where residents live under a kind of discipline, pucca trench Latrines of the Bardoli type may be resorted to.	39
<i>Gopuri Type Compost Latrines.</i>		
25	The Gopuri compost type latrines, being above the ground, are particularly suited to places in Ratnagiri District, where rainfall is excessive and would be equally suitable in Thana and Kolaba districts and in all other places, where there are sufficient open spaces near the house.	40
<i>Well Privies.</i>		
26	Pit privies or well privies, where they exist, should be examined and allowed to be used only if they are found not to pollute the supply of drinking water in the neighbourhood. No new pit-privies should be allowed to be constructed without the express permission in writing, from the public Health Authorities.	41

Public Health Authorities to Guide.

- 27 The Public Health Authorities should carefully study the varying circumstances and should advise and guide the people in constructing suitable latrines, which, wherever, possible while securing good sanitation, where possible, will also help in preparing compost manure in all villages and small towns. 43

Planned Campaign.

- 28 There should be a planned campaign and a drive behind it, to discourage the construction of receptacle latrines. 106 A(2)

Improvements in the receptacle Latrine.

- 29 Where the elimination of the hand removal process is not practicable, improvements ought to be effected in the construction of ordinary pan latrines as detailed in para. 100. 100

Committee of Experts.

- 30 Government should appoint a small committee of experts of the Public Health and Engineering Departments for the consideration of this committee's recommendations in the matter of the improvements in the construction of receptacle latrines, detailed in para. 100 and for determining upon proper and effective methods for achieving the objects and for bringing about the remodelling of existing receptacle latrines. 108

The Receptacle—No Bamboo Baskets.

- 31 The receptacle for night-soil should be of a standard size, weight and pattern prescribed by the Public Health Authorities. A bye-law should be made for penalising the use of a receptacle of different size weight or make, and also penalising the failure to provide any receptacle at all. The use of Bamboo baskets should be prohibited and the receptacle should be made of iron sheets, with handles on both sides, and a slanting side at the posterior end. 100 (ix)

No Head Load of Night-Soil.

- 32 The prevailing practice of carrying night-soil baskets, drums or buckets on the head, from the latrine to the night-soil cart, lorry or pail depot, should be prohibited and anyone of the methods detailed in para. 100 (x) should be adopted according as they are suitable. 100

No Head Load of Cesspool Contents.

- 33 The practice of carrying drums of cesspool contents on the head, should be prohibited and wherever possible, a suction pump fitted to a lorry should be utilised, or where the suction pump arrangement is not feasible, a wheel barrow with a drum or any other suitable device, as suggested for removing night-soil, may be adopted. 100 (xi) xii, xiii.

Scamper's Lorry.

- 34 Wherever feasible, a scamper's lorry as at Poona may be used for sucking up the contents of big cesspool into which night-soil also is poured. 100 xiv.

Gram Luxmi Gas Plant.

- 35 The Government may, through their experts, examine the potentialities of the Gram Luxmi Gas Plant, manufactured by Messrs. Mapara Parekh and Co., at Santa Cruz, devised to produce a gas and useful manure from human excreta, which, it is claimed, is capable of taking the place of a septic tank, and recommend its use to Gram Panchayats, if found suitable and useful. 101

Proper Measure of work load.

- 36 The number of latrine seats allotted to a scavenger for cleansing, should not be taken to be a sufficient criterion for the proper measure of the work load for reasons, given in para. 103 (d) (2) and (3). 104

S. No. Recommendation. Para. No.

Periodical Time Tests.

- 37 Every local body should take periodical time tests of the work allotted to individual scavengers and sweepers in typical areas, under proper supervision, and in the presence of a representative of the scavengers or sweepers and a record of the same should be maintained in order to ascertain whether there is any overwork.

More Night Soil Carts.

- 38 Local bodies should keep more night soil carts for collecting night soil from receptacle latrines, and should try to follow the Dhulia system of keeping a night soil cart by the side of two or more scavengers working at a time so that there will be no necessity to carry night soil buckets or drums on head and a large number of latrine seats can be cleansed within a short time. 104(1) & (2)

Maximum Hours of Work.

- 39 (a) Considering the dirty nature of the scavenging work, we recommend that five hours of scavenging work per day should be the maximum. 104(4)
 (b) If the same work man is required to scavenge and also to sweep, four hours of scavenging and two hours of sweeping work should be the maximum.
 (c) If sweeping work is alone done by a workman, seven hours of sweeping work should be the maximum.
 (d) There should be proper intervals for rest.

Off-Days.

- 40 There should be two half off-days in a week, for scavengers and sweepers, but where scavengers usually work only in the morning and are not required to put in any work in the afternoon or evening, they would not be entitled to any extra off-time in a week. 105

Overflowing Pans.

- 41 (a) The Sanitary Inspectors of Municipalities should keep a watch, whether the pans being used are of the standard size or not, and if they are, and still usually overflow inspite of regular cleansing, that should be taken as a proof of the fact that more persons are using the seat than the proper number. 106
 (b) The local body should then, in the case of public latrines take steps to provide more seats and in the case of private latrines, require the house owner to construct more latrines seats in accordance with the bye-laws.
 (c) The house owner should be given to understand that the scavenger will be justified in refusing to cleanse a latrine, where the house owner fails to supply a proper pan of standard size, weight and make or allows it to be used by an excessive number of persons in his house, causing the pan to overflow, even after his attention is drawn to the fact by due notice given on behalf of the local body.

Clothing.

- 42 A pair of suitable clothing should be given every year to all scavengers and sweepers. 107

Baskets and Brooms.

- 43 (a) Local bodies should supply all the baskets and brooms required for the work to sweepers in their employ. 108
 (b) The brooms supplied should be long stick brooms so that sweepers may not have to bend down while sweeping.

Section III.

MINIMUM WAGES.

Pay Scales.

- 44 Having found that the question of the minimum wages for Class IV Government Servants has been carefully considered by the Central Pay Commission and that the pay scales and allowances laid down by the Commission have been generally adopted by the Government of Bombay and applied to the permanent full-time scavengers and sweepers in their employ, the committee came to the conclusion that the pay scale of Rs. 30— $\frac{1}{2}$ —35, was generally quite proper as the Minimum wage for scavengers and sweepers, in the employ of local bodies, as well. 119

S.No.

Recommendation.

Para. No.

Modifications.

45 The committee is of the opinion that the said scale of Rs. 30- $\frac{1}{2}$ -35 requires some modifications to suit different conditions, in respect of the following particulars :— 120,121

(a) In the opinion of the committee, the span of only Rs. 5 in the whole period of service for class IV Government servants in the lowest category is too small and therefore the committee recommends that with a view to increase the efficiency of the conservancy workmen there should be a selection grade of 15% and that there should be a further time scale of Rs. 5, spread over 10 years, i.e., further time scale of Rs. 5, in the case of all local bodies, except notified area committees and Gram Panchayats.

(b) In the case of the District Municipalities, the pay scale should be Rs. 25- $\frac{1}{2}$ -30 i.e., Rs. 5 less, with of course the selection grade for 15% as above.

(c) In the case of the notified area committees and the Gram Panchayats, the minimum wage should be Rs. 20 per month only and there should be no time scale.

(d) In the case of the Bombay City Municipality, the local compensatory allowances of Rs. 5 will be added to the scale and it will be Rs. 35- $\frac{1}{2}$ -40, with a selection grade of 15% as above.

(e) Wherever there is a better scale being paid to the scavengers and sweepers in employ, the same should continue to be paid, at least in the case of the present incumbents in service. For instance, the present pay scale of the Bombay City Municipality for scavengers and sweepers is Rs. 35-1-40 (inclusive of the local allowance of Rs. 5 p.m.) and the same will continue and they will have the benefit of the selection grade. In the Poona City Municipality, the pay scale for scavengers is already Rs. 30-1-49, and the same will continue without a selection grade. We cannot work out all the cases. Suitable adjustment will have to be made, where the existing scales are different, so as to secure the ends of justice. The pay scales will thus be as follows :—

Greater Bombay	...	Rs. 35-1-40 with a selection grade for 15% i.e., Rs. 40-2-45.
Poona Municipality :—		
(1) For Scavengers	...	Rs. 30-1-40 without a selection grade.
(2) For sweepers	...	Rs. 30- $\frac{1}{2}$ -35 with a selection grade for 15% i.e., Rs. 35- $\frac{1}{2}$ -40.
Ahmedabad	...	Rs. 30- $\frac{1}{2}$ -35 with a selection grade for 15% i.e., Rs. 35- $\frac{1}{2}$ -40.
Borough Municipalities	...	Rs. 30- $\frac{1}{2}$ -35 with a selection grade for 15% i.e., Rs. 35- $\frac{1}{2}$ -40.
District Municipalities	...	Rs. 25- $\frac{1}{2}$ -30 with a selection grade for 15% i.e., Rs. 30- $\frac{1}{2}$ -35.
Notified area committee and Gram Panchayat.		Rs. 20 p. m. without any time scale.

46 Unlean work allowance should be given to all (scavengers as defined by the committee to mean all inferior conservancy workmen, except those who only do the work of sweeping streets and open spaces) at following rates :— 125

Bombay City Rs. 7 p.m.

Ahmedabad and Poona Municipalities Rs. 5 p.m.

Borough and District Municipalities Rs. 3 p.m.

Notified Areas Committees and Gram Panchayats, Rs. 2 p.m.

S. No.	Recommendation.	Para. No.
--------	-----------------	-----------

Free Housing Accommodation or House rent Allowance in lieu thereof.

- | | | |
|----|---|-----|
| 47 | As scavengers and sweepers belong to an essential service,—
They are entitled to free housing accommodation or payment of a house rent allowance in lieu thereof, as detailed in a para. 98. | 124 |
| 48 | The pay scales recommended by this committee are the minimum and therefore the local bodies should not reduce the scales of salaries, if they are paying more at least in the case of the present incumbents in service. They are of course free to pay more. | |

Dearness Allowance.

- | | | |
|----|---|-----|
| 49 | The same dearness allowance which is sanctioned by Government for its own class IV servants of the lowest grade from time to time, should be paid by all local bodies including the gram panchayats and notified area committees, to all their full-time permanent scavengers and sweepers. | 122 |
|----|---|-----|

Temporary and Part-time servants.

- | | | |
|----|---|-----|
| 50 | (a) Cases of temporary and part-time scavengers and sweepers in the employ of the Municipalities and the District Local Boards, should be submitted to the director of Local Authorities concerned for scrutiny, and no temporary or part-time scavengers or sweepers should be employed for a period exceeding three months, without the sanction of the D. L. A. concerned. | 129 |
| | (b) Part-time scavengers and sweepers ought not to be made to work both in the morning and again in the afternoon or evening. | |
| | (c) In the case of the temporary and part-time employees of Municipalities and the District Local Boards, the salaries and allowances etc., should have the approval of the director of local Authorities. | |
| | (d) In the case of the temporary and part-time employees of Gram Panchayats, the salary and other conditions of service should be fixed in consultation with the District Local Board concerned. | |

Government Employees.

- | | | |
|----|---|--------|
| 51 | Though these recommendations have been made with reference to local bodies their principal should be considered applicable to the temporary and part-time scavengers and sweepers in Government service also. | 129(5) |
|----|---|--------|

Payment of Wages Act.

- | | | |
|----|--|--|
| 52 | The Government should consider the feasibility of extending the scope of the Payment of Wages Act, 1936, so as to make it applicable to employees under local authorities. | |
|----|--|--|

Infliction of Fines.

- | | | |
|----|---|-----|
| 53 | The procedure laid down in para. 131, mainly based on the lines of the provisions in the Payment of Wages Act, 1936, should be followed before inflicting fines upon scavengers and sweepers. | 131 |
|----|---|-----|

Suspensions.

- | | | |
|----|--|-----|
| 54 | (a) Suspension should not be ordered unless the charge against the scavenger or sweeper amounts to a serious misconduct which if proved is likely to result in the dismissal of the employee. | 132 |
| | (b) The employee concerned should be furnished with a charge sheet and an opportunity should be given to him to meet the charge and he should be allowed to be helped by a co-worker or a representative of the Union to which he belongs. | |

S. No. Recommendation. Para. No.

OTHER CONDITIONS OF SERVICE.

Model—Rules.

- 55 Government should require all local bodies who have the Rule making power to make Rules in respect of Pay, Dearness allowance, Leave, Provident Fund Contribution and payment of gratuity etc., and with a view to secure uniformity, Government should frame model rules for guidance and try to bring up the service conditions up to the level of the same, applicable to class IV Government servants. 133

Relieving Staff.

- 56 Adequate relieving staff should be engaged by local bodies, over and above the number necessary for the work, in order to work in the place of conservancy workers, who are absent with or without leave, the system of 'Harkat' (हरकत) i.e., the practice of requiring the workers in the neighbourhood to do the absentee's work, in addition to his own, without extra payment should be abolished. 130(a)

ABOLITION OF "GHARAKI" RIGHTS.

Recommendations.

- 57 The abolition of the "Gharaki" system or the system of customary rights of scavenging private latrines is essential, both in the interest of the caste scavengers and also in the interest of public sanitation. 34
- 58 The committee recommends that the "Gharaki" or the customary rights of scavenging private latrines, which exists in many parts of Gujarat, should be abolished whether they exist in the merged States Areas or other areas, as early as possible. 34

Either Compensation or a Compassionate Allowance.

- 59 The Committee is of the opinion, that either compensation for a legal right or an adequate compassionate allowance ought to be paid for taking away the customary rights of the caste scavengers (Bhangis) of Gujarat. 50

Further Enquiries Necessary.

- 60 The Committee further recommends that, in order to determine the question of the payment of compensation or a compassionate allowance to the scavengers, government should forthwith start further enquiries.— 51

(a) To prepare a correct list of the local bodies in Gujarat, within whose areas 'Gharaki' rights of cleansing private latrines are proved to exist at present.

(b) To determine how far the 'Gharaki' rights are legal property rights, which can be upheld as against local bodies, who proceed to take over the scavenging work on 'Gharaki' basis.

(c) To determine whether some legislative enactment will be necessary in order to take over the scavenging work now being done on the basis of 'Gharaki' rights.

(d) To explore the possibility of commuting the 'Gharaki' rights by negotiation and agreement.

(e) To determine the basis, mode of payment of compensation or a compassionate allowance or gratuity, to be paid to the holders of the "Gharaki" rights and to determine who shall be liable to pay the same.

(f) To take steps to provide alternative occupations to those who are not absorbed in the service of the local bodies.

S. No. Recommendation. Para. No.

IMPROVEMENT IN THE FINANCIAL RESOURCES OF THE LOCAL BODIES.

Adequate Taxation Necessary

- 61 In order that those Municipalities who are paying smaller scales of pay and allowances to the scavengers and sweepers in their employ, should be able to make good the deficit, if any and to pay to the said employees, pay scales and allowances as proposed by this committee. 132

The Municipalities should give effect to the instructions issued as per G. R., No. 4104/33, Health and Local Government Department, dated 28th May 1948, that they should raise the General Property Tax or the consolidated tax on buildings and lands to not less than 20 per cent of the annual letting value and that the special conservancy work of cleansing private latrines should be made self-supporting by sufficiently raising the special sanitary cess.

Recommendations of the Local Finance Enquiry Committee

- 62 In order to strengthen the finances of Local bodies, this committee endorses the recommendations of the local finance enquiry committee appointed by the Central Government to the effect that:— 142

(a) There should be an obligatory provision in the Municipal Acts of the State for the levy of the Property Tax, as there is in the Acts constituting the City Corporations of Bombay and Calcutta.

(b) Should any Municipality fail to levy the tax in spite of such statutory provision, the State Government should have the power to levy the tax at such rates as they deem fit, in any Municipal area for the benefit of the Municipality and that,

(c) A maximum rate for the property Tax as also the minimum rate should be prescribed in the Municipal Acts.

Section VII.

GENERAL.

Question of Private Employees

- 63 Government should appoint a separate committee, to study and inquire into the living conditions, the condition of work, the condition of services including the question of wages, of scavengers and sweepers in the employ of private persons, such as the owners of chawls and bungalows and the managers of factories, Mills and other large industrial towns. 94

Merged States Areas

- 64 Special attention should be paid by the Director of Local Authorities to implement the recommendations of this Committee in the Merged states Areas, because the Housing conditions, condition of work, and conditions of service are comparatively worst in those areas (except in places like Baroda City). 154

Requirements of Lands

- 65 Government should give prompt attention to the applications of local bodies for lands required by them for trenching grounds, for the construction of trench latrines, for the construction of tenements for their employees and for such other purposes. 155

Credit Societies

- 66 Special efforts should be made by the District Co-operative officers and the Backward Class Welfare Officers to organise, wherever necessary, Co-operative Credit Societies with the help of the local bodies concerned for the servants of local bodies including the scavengers and sweepers. 157

Special Chapter

- 67 Government should require all the local bodies to include a special Chapter in their Annual Administrative Reports, giving details about the living conditions, condition of work and conditions of service including pay scale and allowances, of the scavengers and sweepers in their employ and the efforts made by them for improvement in the same, during the year under report. 156

S. No.	Recommendation.	Para. No.
	<i>Research</i>	
68	(1) Government should instruct the authorities of the Health Unit at Shirur, the Director of Public Health, and the Public Health Engineer, to carry out experiments in a well equipped research centre, with a view to devise improved sanitary methods and patterns of sanitary conveniences and (2) Government should also give suitable assistances to private agencies to carry out experiments in improved methods of conservancy work, which will dispense with the hand removal process and at the same time help in producing compost manure, and (3) should maintain sanitary museums at selected centres.	160
	<i>A special Assistant to the D. L. As.</i>	
69	A special Assistant to the Director of Local Authorities should be appointed in each division, whose special duty should be to implement the measures for effecting improvements in the living conditions, condition of work and conditions of service, of scavengers and sweepers in the employ of local authorities.	153A
	<i>Propaganda</i>	
70	Sustained efforts should be made by the Public Health Authorities, by local bodies and social workers, to arouse the sanitary conscience, the civic sense and the sense of social justice, by intensive propaganda as indicated in para. 158 of the report.	158
	<i>Public Co-operation</i>	
71	Local bodies should realise the importance of securing public co-operation in carrying out measures of improved sanitation and for that purpose should take the steps as indicated in para. 159 of the report.	159
	<i>Culture and Efficiency</i>	
72	The measures detailed in para. 161 of report should be adopted for raising the culture, broadening the outlook on life, and for increasing the efficiency of work, of the scavengers.	161
	RIGHTS AND DUTIES.	
73	<i>The scavenger and sweepers should remember—</i>	144
	(1) That rights carry obligations with them and that it is the duty to give an adequate return to local bodies in the form of regular and efficient service.	
	(2) That a fair wage is always related to a fair load of work.	
	(3) That reduction in the scavenging work and consequent unemployment to some extent is likely to result from :—	
	(a) Rationalisation of conservancy work.	
	(b) Abolition of the "Gharaki" system, and	
	(c) The extension of the system of water carriage and flush, and the more extensive use of septic tanks, Aqua Privies, trench latrines, Gopuri latrines etc.	
	<i>A deliverance.</i>	
74	The scavengers should not bewail the possible reduction in the extent of scavenging work, but should hail it as a deliverance.	148
	<i>Other Suitable Jobs.</i>	
75	When on account of the Police of rationalisation in the conservancy work, some of the scavengers and sweepers are thrown out of employment, the local bodies should try their best to employ as many of them as possible, in other suitable kinds of employment under their control.	149
	<i>An Appeal.</i>	
76	The scavengers and sweepers should take time by the forelock and begin to find out for their young men other suitable jobs and given their children the benefit of educational facilities amply provided by the Government of the State.	150

APPENDIX No. I

THE SCAVENGERS' LIVING CONDITIONS ENQUIRY COMMITTEE, BOMBAY PROVINCE.

QUESTIONNAIRE.

The terms of reference of the Committee are :— .

“ To study and enquire into the living conditions of Scavengers in this Province and suggest ways and means to improve their present conditions of work and to fix their minimum wages. ”

The word ‘ Scavenger ’ employed in the terms of reference, is understood by the Committee, in its broad sense, so as to include all conservancy workmen (whether they do the work of cleaning latrines or sweeping street etc.) within the scope of its work. There are, however, two distinct though allied, main branches of conservancy work and therefore two different words viz. (1) Scavenger and (2) Sweeper, have been used the following questionnaire with distinct meanings. The word ‘ Scavenger ’ will mean a ‘ wet-sweeper ’ i.e. a person doing the work of cleaning latrines, urinals or ‘ cesspools ’ and the word ‘ Sweeper ’ will mean ‘ dry-sweeper ’ i.e. a person doing the work of sweeping streets, open spaces or cleaning drains. This distinction in meaning should please be borne in mind in giving replies to the questionnaire.

The objectives

The objectives set by the Committee before itself, in carrying out the work entrusted to it, may be defined as follows :—

“ Improvement in the living conditions and conditions of work and of service of the conservancy workmen, to such an extent as to give the work and the workmen, as equal citizens of Free India, a higher status in Society, so that the debasing monopoly of particular castes doing the scavenging or sweeping work will terminate and at the same time, the need for employing professionals for doing the scavenging work will be reduced to a minimum. ”

Note.—The questionnaire is divided into several sections for the sake of convenience, but a person or an institution who wants to reply will be at liberty to do so, under any one or more sections, in which the person or the institution may be interested. If the space in the printed form is not found to be sufficient for a reply, the same may be written in a separate piece of paper, quoting the number of the page and the number of the question or sub-question for facility of reference.

SECTION I.

Questions for Municipalities and other Local Bodies who employ scavengers, sweepers and others for conservancy work.

QUESTION.

REPLY.

General

- 1 Whether yours is a Municipal Corporation, a Borough Municipality, a District Municipality, a Sanitary Committee, a Notified Area Committee, a District Local Board or a Gram Panchayat ?
- 2 When was your Body constituted and under what Act ?
- 3 What is the population of the area within your jurisdiction, according to the latest available figures ?

Scavengers.

- 4 Do you maintain any public latrines ? Are any of them flush-latrines ?
- 5 (1) What is the total number of seats in public latrines of the flush type ?
(2) How many scavengers are employed by you to keep them clean ?
- 6 (1) What is the total number of seats in public latrines of the non-flush (basket or bucket) type ?
(2) How many scavengers are employed by you to clean them ?
- 7 (1) What is the total number of seats in private latrines within your area, of the non-flush type ?
(2) How many scavengers, male or female, are employed to clean them ?
- 8 (1) What is the total number of seats in private latrines of the flush-type ?
(2) Are you required to employ any scavengers to keep them clean ? If so, how many ?
- 9 (1) Are there any septic tanks and acqua privies within your area ?
(2) Is the effluent water from acqua privies allowed to flow into open or underground drain, maintained by your Body ?
- 10 Have you any rules regarding the construction of acqua privies and septic tanks ? If so, please send two copies of the same.

QUESTION.

REPLY.

- 11 (1) Whether the scavengers employed to clean private latrines, flush or non-flush, are private employees or employees of your Body ?
- (2) Whether your Body employs the scavengers directly or only acts as an intermediary between house-owner and the scavengers, in order to collect the latrine cess and pay it to the scavenger ?
- 12 (1) Do the private scavengers in your area claim any customary and hereditary right, for scavenging work in certain Mohallas or Wards in your area ?
- (2) What are these rights ? Have they basis in law or rule ?
- (3) Have you taken any steps to abrogate these rights, either by paying compensation or otherwise ?

Sweepers.

- 13 (1) What is the length of the roads within your area for each of the following categories, viz :—Asphalt, Concrete, Mettalled or Kacha ?
- (2) What is the average breadth of the road ?
- 14 (1) What is the number of sweepers, male and female, employed to sweep them ?
- (2) What is the maximum length of the road or square area which a sweeper is required to sweep ?
- 15 Whether there are in your area underground drains or open drains or of both types and what is the length of each category ?
- 16 What is the number of cleaners, employed to clean underground drains and open drains ?
- 17 (1) Are there any scavengers or sweepers, male or female, within your area, who are employed in Government offices or private bungalows for cleaning latrines or sweeping open spaces within enclosures ?
- (2) Have you got any control over them or their work ?

Carts, Lorries and Drivers.

- 18 (1) How many bullock carts do the work of removing (a) night-soil, (b) cesspool water or (c) refuse ?
- (2) How many lorries do the work of removing (a) night-soil, (b) cesspool water or (c) refuse ?

QUESTION.

REPLY.

- 19 How many cartmen are employed by your Body, to drive (a) night-soil carts, (b) cesspool water carts and (c) refuse carts ?
- 20 How many drivers are employed for driving lorries for removing (a) night-soil, (b) cesspool water or (c) refuse ?

Caste and Age.

- 21 How many of the (1) scavengers and (2) sweepers employed by you, are Hindus, Muslims, Christians or others ?
- 22 (1) To what caste do the Hindu scavengers and sweepers belong ? Do they belong to the same caste or to different castes ?
- (2) Are the scavengers indigenous or have they immigrated from some other Province or from another district or part of the Bombay Province ? If so from which ?
- (3) Do you ever receive any applications for appointment to the post of a scavenger or sweeper, from members of any other caste or community ? If so, from which ?
- (4) Did you ever appoint a scavenger or a sweeper from other castes or communities ?
- 23 What is the lowest age of a boy or girl at which you employ them for scavenging or sweeping work ? How many have been employed below the age of 14 years ?

- 24 (1) To what caste do the cartmen belong ?
- (2) To what caste do the drivers of lorries belong ?

Conditions of work.

- 25 What is the type of (non-flush) public latrines which your Body constructs and maintains ? Please give particulars.
- 26 What is the type of receptacle for night-soil, which is used in the (non-flush) public latrines, its material and standard size ?
- 27 (1) Have you made any rules or by-laws regarding the construction of private latrines ?
- (2) Are there any diagrams prepared ? If so, please send two copies of the rules, by-laws and diagrams.
- 28 (1) Do your rules or by-laws make it compulsory to provide an antechamber to the latrine which the scavenger will enter before taking out the receptacle ? If so, what is the length, breadth and height of the chamber ? or

QUESTION.

REPLY.

- (2) Are private latrines so constructed that the scavenger while taking out the receptacle, stands in the street and performs the emptying operation also in the street ?
- 29 (1) What type of receptacle is used in the private latrines in your area basket, tin-box, bucket or pan ?
- (2) (a) Have you fixed any standard size and make for the receptacle, to which the house-owner must conform ? or
- (b) Is the owner free to supply any receptacle of his own choice and of any make, or none at all ?
- 30 (1) Are there any latrines where no sort of receptacle is provided for the night-soil and where the night-soil drops and collects on the floor of the latrine ?
- (2) What is the total number of such latrines and seats within your area ?
- (3) Are they allowed under your rules ?
- 31 (1) Are there any pit privies within your area ?
- (2) What are their dimensions ?
- (3) Are they allowable under your rules ?
- 32 Are there any public or private latrines, which have no back-doors and where pigs or cattle have access to the night-soil ?
- 33 (1) Does your Body supply the sweepers with brooms and baskets or have they to supply these things to themselves at their own cost ?
- (2) What is the price of the brooms and baskets required by one sweeper in a whole year ?
- (3) Are the brooms so made that a sweeper may do his work while standing or so made that a sweeper has to bend down for doing the work ?
- 34 Do you supply any (a) uniforms, (b) towels, and soaps, and (c) any foot wear, to the members of the conservancy staff ? If so, please give particulars.
- 35 (1) Are there any trench latrines for the public within your area, for men or for women or for both ?
- (2) How are they constructed ?
- (3) Are they being fully utilised ?
- (4) Do you get any compost manure from the same ?

QUESTION.

REPLY.

- 36 (1) Whether there are pigs moving about in your area and whether they are owned by the scavengers and sweepers of your place ?
- (2) Do you contemplate to undertake any measure for the purpose of ending the nuisance ?
- 37 (1) How are urine and wash water in ordinary (non-flush) private latrines disposed off ?
- (2) Whether there are cesspools to hold it or whether it is allowed to flow into open drains or into underground drains ?
- (3) (a) Whether the sewage water of the town or city is allowed to flow into the sea or a river or a nalla, or
- (b) Whether it is taken to sewage tanks and used for irrigation purposes ?
- 38 Have you devised any special public or private latrines for the use of children ? If so, please give the details of their construction.
- 39 Are the public and the private latrines so constructed that urine and wash water mix with night-soil ?
- 40 (1) Are there any 'Jatras' or 'Fairs' annually held within your area ?
- (2) (a) Do you provide for trench latrines for the use of the pilgrims ?
- (b) Are they permanent or temporary ?
- (c) Please give details of construction.
- (3) Have you got to import extra scavengers or sweepers at the time of the Jatras or Fairs ? How many ? Wherefrom do you import them ?
- 41 Whether public and private latrines are regularly washed and disinfected ? If so, how many times in a week or in a month ?
- 42 Whether night-soil and sullage or cesspool water carts and lorries are regularly washed, scrubbed and disinfected ? If so, how many time in a week or in a month ?
- 43 Have you in your view any scheme for introduction of the flush system latrines within your area ?

Removal of night-soil.

- 44 (1) After taking out the receptacle of night-soil, in what carrier does the scavenger empty the same in a bigger basket, bucket, pail or cylinder ?
- (2) How does he carry it to the night-soil cart or lorry, on the head or by hand ?

QUESTION.

REPLY.

- (3) What is the approximate weight of the carrier with full load ?
- (4) What is the average distance between the latrines and the place where the night-soil cart is kept waiting ?
- 45 . Have you devised any hand-cart or a small bullock cart for carrying night-soil pails or buckets from latrines to the night-soil carts or lorries ?
- 46 What type of night-soil bullock carts or lorries have you ? Please give particulars.

Final disposal.

- 47 How do you dispose off the night-soil, the refuse and the sewage water from the town ?
- 48 (1) Have you provided for trenches in which the night-soil and Katchra or refuse from the town are mixed in layers for preparation of compost manure ?
- (2) Since when did you commence the preparation of compost ?
- 49 How far from the limits of the town are the trenches for night-soil and dumping ground for refuse, located ?
- 50 Are the trenching ground and the trenches sufficient for the requirements of your area ?
- 51 (1) What is the average size of trenches for night-soil compost ?
- (2) Have you made paved roads near rows of trenches ?
- 52 (1) How many workmen are employed at the dumping ground and the night-soil trenches ?
- (2) Do they permanently reside near these places or come from the towns for work ?
- (3) What provision have you made for protection from the sun and rain, for drinking water and wash water for these workmen, when on duty at these places ?

Conditions of service.

- 53 (1) Who is the officer in your Body, who does the work of employing sweepers and scavengers, when vacancies occur ?
- (2) Is there any list of waiting persons kept ?

QUESTION.

REPLY.

- 54 Who is authorised to dismiss sweepers and scavengers, and to take disciplinary action against the defaulters in work ?
- 55 Who is authorised to hear their appeals against dismissals, fines, reduction of pay, etc. ?
- 56 For how many hours, is a scavenger, a sweeper, a drain cleaner, a cart driver or lorry driver required to work, during the day and what are the hours of duty ?
- 57 (1) Have you made any rules about making full-time employees of the conservancy department permanent in service ? If so, please send two copies of the same.
- (2) How many of the conservancy staff of each category have been made permanent in service ?
- 58 Who is the person authorised to actually pass the pay money to scavengers, sweepers, etc. according to the pay-sheet ?
- 59 In the case of short payment due to absence for some days in the month, or to fines inflicted, is the matter explained to the sweeper ?
- 60 (1) Is any reduction for money-lenders' dues made from the pay by the pay-clerk ?
- (2) Is any money-lender allowed to be present in the Municipal Office or compound at the time of payment ?
- 61 (1) What was the pay which you paid to full-time scavengers, sweepers and cartmen, male as well as female, in 1937 ?
- (2) Had you any time-scale then ? If so, what was it ?
- 62 (1) What is the pay and dearness allowance which you now pay to full-time scavengers, sweepers and cartmen ?
- (2) Have you any time-scale now ? If so, what ?
- 63 (1) Have you applied the Pay Commission's scale to these employees ? If not, what is the difference between that scale and yours ?
- (2) Do you pay a city allowance to the members of the conservancy staff ? If so, at what rate ?
- 64 Have you any different rate and time-scale of pay and dearness allowance for women and youngsters among scavengers and sweepers ?

QUESTION.

REPLY.

- 65 (1) Are there any part-time scavengers or sweepers in your employ ?
- (2) If so, how many and what is their pay and dearness allowance ?
- (3) For how many hours have they to work ?
- 66 Do you maintain any regular service registers for the scavengers, sweepers and cartmen, etc., showing the date of appointment, the date of being made permanent, pay, promotion and leave ?
- 67 How many of the scavengers and sweepers under your employ, have been in your service more than 20 years ?
- 68 Is there any age limit for compulsory retirement ?
- 69 Have you made any provision by rule, for payment of any pension, gratuity or provident fund to scavengers or sweepers ? If so, please send two copies of the said rules.
- 70 Have you made any provision for payment of compensation to persons engaged in working underground drains, in respect of any injuries incidental to the work or, in case of death, to the family of the deceased workman ?
- 71 Have you any instances of scavengers and sweepers giving up the job and taking to another kind of work ?
- 72 Is there any subsidiary occupation or cottage industry, in which scavengers or sweepers, men or women, engage themselves ?

Economic condition.

- 73 (1) How many of the scavengers and sweepers in your employ have their own houses on their own lands ? or
- (2) Their own houses on Municipal or Government land ?
- (3) Are they pucca houses ?
- (4) Have any of them any agricultural lands ?
- 74 How many of the scavengers and sweepers are free from indebtedness ?

QUESTION.

REPLY.

- 75 (1) Is there a Co-operative Credit Society for Municipal Employees which the scavengers or sweepers or cartmen may join ?
- (2) If so, are any of them, members of the same ?
- (3) What is the rate of interest charged by the Society ?
- (4) In how many instalments is the recovery of the Society's loan made ?
- (5) Are instalments regularly deducted from the monthly pay ?
- 76 (1) Do the scavengers or sweepers even now i.e. after the passing of the Money Lenders Act, borrow from money lenders such as Pathans, Marwadis, etc. ?
- (2) What is the usual rate of interest now charged by them ?
- 77 (1) Are there any money lenders among the scavengers and sweepers ?
- (2) What rate of interest do they charge ?
- 78 Please state the average cost of living of an average scavenger or sweeper family, giving estimates of income and expenditure as per *Appendix I* and state whether the wage rates (i.e. pay and dearness allowance) are in your opinion adequate as compared to the cost of living?
- 79 (1) What is the minimum wage (i.e. pay and dearness allowance) which you would recommend for full-time permanent scavengers and sweepers, male or female ?
- (2) What is the minimum wage for peons in your employ ?
- (3) Would you like to pay a higher rate of wages to scavengers than to sweepers ? If so, how much ?

Off-day Holidays and Leave (with pay).

- 80 Is any day in a week observed as an off-day, whole, or half, in the case of Conservancy Staff ? If so, give particulars.
- 81 Are any days in the year allowed as holidays or half-holidays (such as Dasara, Diwali, Mohuram etc.) in the case of Conservancy Staff ? If so, please give particulars.
- 82 How do you adjust conservancy work on off-days and holidays ?

QUESTION.

REPLY.

- 83 (1) Have you made any rules regarding casual leave, privilege or earned leave, sick leave and maternity leave, etc. ? If so, please supply two copies of the same.
- (2) Are the rules in full operation ?

Housing accommodation.

- 84 What is the total number of families of scavengers and sweepers in your employ ?
- 85 (1) Have you constructed any houses or chawls for scavengers or sweepers ?
- (2) If so, how many families are thus provided with housing accommodation, at the cost of your Body ?
- 86 (1) Whether the tenements provided by you, are single room tenements or two room tenements ? Is there any veranda at the frontside or the backside ?
- (2) What is the total area under roof in the possession of each tenant ?
- 87 What rent do you charge for the single room tenement or the two-room tenement ?
- 88 (1) What are the arrangements made for lighting, drinking water, wash water, bath-room, drains, urinals and latrines, etc. for the tenements, which your Body has constructed ?
- (2) Is arrangement made for regular sweeping of the streets in scavengers' and sweepers' quarters and localities and for cleaning the latrines meant for them ?
- (3) Have you provided any other amenities for these quarters, such as,
 (a) a place for meeting or prayers,
 (b) a reading room or library,
 (c) a gymnasium,
 (d) a creche for infants, and
 (e) a Bal mandir for children of pre-school age ?
- 89 Are the tenements built by your Body in the vicinity (say within 100 yards) of any public latrines or any place where the night-soil carts are kept or any place where the refuse from the town is heaped ?
- 90 (1) How are the remaining families of scavengers and sweepers housed ?
- (2) How many reside in owned houses ?
- (3) How many in rented houses ?
- (4) Do you give any house rent allowance to those who live in rented houses ? If so, how much ?

QUESTION.

REPLY.

- 91 Have you provided amenities such as lighting, drinking water, etc. in the locality where the scavengers or sweepers live in their own houses?
- 92 Have these people a place for meeting, recreation or prayers, etc. of their own or provided by your Body?

Mukadams etc.

- 93 (1) How many Mukadams or Supervisors for conservancy works are in your employ?
- (2) How many of them belong to the community of scavengers or sweepers?
- 94 What is the pay and dearness allowance for Mukadams? Is there any scale of increment? Have you prescribed any qualification, such as holding the P. S. L. C. examination for the post of a Mukadam?
- 95 Have you in your employ any peon or clerk from the community of scavengers or sweepers?

Education among scavengers.

- 96 What is the total number of boys and girls (separately) of scavengers in your employ,—
- (a) Who attend primary schools? (Stds. I to IV).
- (b) Who attend secondary schools? (Stds. V to XI).
- (c) Who attend colleges?
- 97 (1) Whether there are any adult education classes held in the locality of scavengers?
- (2) How many of the scavengers and sweepers in your employ, male and female, are literate?

Union and Strikes.

- 98 (1) Is there any Union (or Unions) or association among scavengers or sweepers in your employ?
- (2) Is the Union or association registered?
- (3) Is the Union or association recognised by your Body?
- (4) Does it send to your Body any complaints in individual cases?
- 99 Does the Union (or Unions) or association do any constructive work, such as—
- (a) spread of literacy,
- (b) inculcation of thrift habit,

QUESTION.

REPLY.

(c) conducting reading rooms or libraries, and
(d) propaganda for giving up gambling and
drink or drug habit, prevention of child
marriages and for other social reforms ?

- 100 (1) Was there any strike (or strikes) among the scavengers and sweepers in your employ, within the last 5 years ?
- (2) Was legal notice given before the strike ?
- (3) What was the duration of the strikes ?
- (4) What were the demands and how were they met ?
- (5) What was the result of the strikes ?
- (6) Was there any conciliation, arbitration or decision by an industrial court ?
- 101 (1) What was the reaction of the strikes among the inhabitants of the town ?
- (2) Was there any organised voluntary effort during the strike period, for removing night-soil and refuse in your area ?
- (3) To what extent was the work voluntarily done ? Did the superior staff and the members of your Body co-operate with the voluntary effort ?
- 102 (1) Were any scavengers or sweepers specially brought from outside in order to meet the strike situation ?
- (2) If so, how many and from where ?

Welfare work.

- 103 (1) Do you maintain any welfare centres in the locality of scavengers and sweepers, where innocent recreation and games are provided for, simple medicines and first-aid are given and instruction in tailoring or other handicrafts imparted ?
- (2) Do you maintain any special staff for organising the welfare work ?
- 104 Do you maintain any creches in order to take care of infants and young children of women scavengers and sweepers, during the working hours ? If so, give details.

Miscellaneous.

- 105 What is the total annual income of your Body ? Out of it how much income is derived from sanitary cesses and how much is derived from night-soil compost and rain water compost manure and sewage water supplied for irrigation ?

QUESTION.

REPLY.

106 What is the total annual expenditure of your Body on the Conservancy staff of all categories ?

107 (1) What is the annual amount recovered from the Conservancy Staff for fines and penalties due to default in work ? (Give the figures for the last three years).

(2) How do you spend the amount so recovered from them ?

108 (1) Does your Body think that the powers given to local authorities by the Municipal and allied Acts are adequate for the purpose of requiring house owners to construct new latrines according to a prescribed type, to effect prescribed alterations in existing latrines and to introduce night-soil receptacles of a standard size and make etc. ? Or would you like the said acts to be amended in order to have such powers ?

(2) Will you make definite suggestions in that matter ?

SECTION II.

Special Questions for Unions and Associations of Scavengers and Sweepers in the Province.

QUESTION.

REPLY.

- 109 What is the name of the Union or Association ?
- 110 (1) When was it started ?
 (2) What is the area of its work ?
 (3) Is it a registered and recognised Body ? If so, under what Act ?
 (4) Please send two copies of the constitution and rules of the Union or Association and annual reports of its work, if any.
- 111 Are all categories of conservancy staff, such as scavengers, sweepers, drain cleaners and cartmen members of the Union or Association ?
- 112 What is the membership of each category of workmen in it ?
- 113 (1) Did the Union or Association organise (or were there) any strikes among scavengers, sweepers or drain cleaners, within the last 5 years ?
 (2) Was there any conciliation, arbitration or decision of an industrial court ?
 (3) What was the result of the strikes ?
- 114 Does your Union or Association carry out any constructive work among the scavengers and sweepers, such as spread of literacy, inculcation of the thrift and saving habit, promotion of education of children, propaganda for giving up gambling and the drink or drug habit, prevention of child marriage, etc. ? If so, please give particulars.
- 115 Have you to make any suggestions in respect of the following matters, viz :—
- (1) Conditions of work and of service of scavengers and sweepers ;
 - (2) Their minimum wages, provident fund, gratuity and leave rules ;
 - (3) Housing accommodation and other amenities ;
 - (4) The registration of Unions or Associations of Scavengers and Sweepers ;
 - (5) Any other matter pertaining to the welfare of these workmen ; and
 - (6) Any amendment of the Municipal and allied Acts or rules thereunder, which you consider necessary ?

If so, please send two typed copies of your definite suggestions in the matter.

SECTION III.

Questions for public workers and institutions interested in the problem of scavengers and sweepers [including (1) Municipalities and other Local Bodies. (2) Unions and Associations of Scavengers and Sweepers and (3) Public Health Authorities.]

QUESTION.

REPLY.

- 116 Do you generally agree with the objectives set before itself by the Committee in carrying out its work ?
- 117 Do you agree that between the scavengers and other conservancy workers, the lot of the scavengers is more unhappy, as most of the work of removing night-soil and its disposal is being done at present in a very crude and dirty manner and the scavenger is looked down upon as the lowest of human beings ?
- 118 (1) Do you think that the problem of scavengers and scavenging work should, therefore, be studied with greater care and Sympathy than other aspects of conservancy work and that special efforts should be made to raise their status and culture ?
- (2) Do you think that any preferential treatment should be accorded to the scavengers by Local Bodies, Railway Authorities and other Government Departments, in respect of wages, leave, housing accommodation and other amenities ?
- 119 (a) Do you agree that the quality of Scavenging work will not improve unless the monopoly of particular castes doing the scavenging work is ended ?
- (b) What measures would you suggest for breaking the monopoly ?
- 120 What measures would you suggest for attracting people of other castes to take part in the work of scavenging and sweeping, etc. ?
- 121 What measures would you suggest in order that the children and youngsters in the Scavengers' community may take to other occupations in an increasing manner ?
- 122 Would you favour the proposal that employment of any person below 14 years of age, for scavenging and sweeping work, should be prohibited and penalised by Law ?
- 123 What measures would you suggest for reducing the employment of professionals for doing the scavenging work, to a minimum ?
- 124 Do you favour the proposal that in all villages and smaller towns, provision of a sufficient number of trench latrines which would not require the services of the professional scavenger and which would help in preparing compost manure from night-soil in a clean manner, should be encouraged by Government by means of subsidies and guidance in their construction and working ?

Note :—Smaller towns will mean towns other than those which have a Municipality or a Notified Area Committee or a Sanitary Committee.

QUESTION.

REPLY.

- 125 Do you think that trench latrines have a scope even in bigger towns? If so, to what extent and under what circumstances?
- 126 Do you favour the proposal that trench latrines for the use of the public, except those meant for occasional pilgrims, should be permanent structures with brick side-walls for each trench and a roof over, to keep off rain?
- 127 Do you favour the proposal that the construction and the use of the 'Gopuri' type of compost latrine (a latrine devised by Sjt. Appasaheb Patwardhan at Gopuri near Kankavli in Ratnagiri District) should be encouraged by Government and the Local Bodies, for use as private latrines, generally in the Ratnagiri District where most houses have large open spaces behind them, and also in all other places where large open spaces and yards are available near houses?

Note.—(Vide Appendix II to the questionnaire for a description of the 'Gopuri' compost latrine).

- 128 Do you favour the proposal that in all thickly populated bigger towns and cities, where due to lack of underground drainage and a copious supply of water, the flush system cannot be introduced, and where it is not feasible to construct the Gopuri type latrine, referred to above, the construction of acqua privies and septic tanks should be encouraged, as far as possible?
- 129 Do you think that the rule laid down by the Public Health Authorities that an acqua privy should be located at the distance of 15 feet from the street, is necessary, in view of the experience of the working of acqua privies constructed at Nasik City in ordinary houses?

Note.—(Vide Appendix III regarding the construction of acqua privies and the experience of their working at Nasik).

- 130 What improvements do you suggest in the present construction of ordinary latrines in private houses (usually called bucket or basket latrines) in regard to the seat, the receptacle for night-soil, the chamber for receptacle, the ante-chamber, the method of carrying night-soil from the latrine to the night-soil cart or lorry and the final disposal of night-soil and sewage water?
- 131 Please consider the suggestions given in Appendix IV about the improvements with respect to the aforesaid matters and give your opinion thereon.
- 132 Do you think that the Government and the Local Bodies should have greater powers in order to get certain improvements effected in the construction of latrines and the adoption of uniform receptacles of a standard size and make?

QUESTION.

REPLY.

- 133 (1) Do you think that it should be made compulsory for house owners to use and pay for receptacles of a standard size and make, which will be supplied by the Local Body concerned ?
 (2) If yes, please suggest the standard size and make.
- 134 Do you agree that the use of an ordinary latrine without any receptacle should be prohibited and made a penal offence ?
- 135 Do you think that a scavenger should be paid a salary and dearness allowance at a rate and scale which will not be less than those applicable to peons in Government Departments ?
- 136 Do you agree that the scavengers should be paid a salary and dearness allowance at a rate and scale not less than those laid down by the Pay Commission ?
- 137 Do you think that special propaganda will be necessary to educate public opinion in order that people should adopt better methods of sanitation, even at some cost to themselves ? What suggestions have you to make in this behalf ?
- 138 Do you think that it will be necessary for Government to supply building materials at concessional rates to people of moderate means who would go in for constructing improved types of latrine and altering the old ones for effecting improvements ?
- 139 Do you think that the Public Health Department should require the District Health Officers to advise people as to the construction of trench latrines, Gopuri latrines, aqua privies and ordinary non-flush latrines and that they may be given special assistants for the work, if necessary ?
- 140 What measures do you suggest for raising the efficiency of conservancy workmen ?
- 141 Do you favour the proposal that—
 (a) it should be made compulsory for all Municipalities and other Local Bodies employing more than 100 persons for scavenging work to maintain a Welfare Centre for them, and that ;
 (b) it should be compulsory for such bodies who employ more than 50 women scavengers, to maintain a creche for their infants during their working hours ?
- 142 Do you think that the Mukadams (i.e. persons employed to supervise the work of scavengers, sweepers and other conservancy workmen) should have some qualifications and special training for the work ?
- 143 Do you think that special encouragement should be given to members of the community, from which scavengers and sweepers are drawn, to qualify themselves for the posts of Mukadams ?

QUESTION.

REPLY.

- 144 Have you got any personal knowledge about arrangements for conservancy work in foreign countries such as England, France, Germany, America, China or Japan ? Have you to recommend any particular methods, implements or devices, which will be useful and suitable to conditions in the Bombay Province ?
- 145 Have you to make any other suggestion pertaining to the subject under enquiry, which is not covered by the foregoing questions ? If so, please give the same in brief.

APPENDIX I.

1. Average number of persons in the family with age—

(a) Men..... (b) Women..... (c) Children (under 14).....

2. Average monthly earnings of the family.

—	Earning members.	Occupation.	Wage.	Additional earnings (if any) with source.	Total income.
			Rs.	Rs.	Rs.
(a) Men—					
(1)					
(2)					
(b) Women—					
(1)					
(2)					
(c) Children—					
(1)					
(2)					

Total family income ...

Rs.

3. Expenditure on—

Food

Fuel and Lighting ...

House Rent ...

Clothing and shoes ...

Bedding and household effects.

Miscellaneous—

 Medical expenses ...

 Amusements ...

 Tea and tobacco ...

 Repayment of debt etc.

Total ...

APPENDIX II.

Acqua Privies in Nasik City.

The acqua privy is a small septic tank with two or preferably three chambers which are filled with water to begin with, in which the night-soil is decomposed and consumed by bacteria and only the effluent water passes out of the last chamber. When the acqua privy is located on an open piece of land the effluent is allowed to soak in the earth, but that is not possible when the acqua privy is constructed in an ordinary house. The Public Health Authorities have made model rules for the construction of acqua privies which are adopted by the Municipalities. They provide that the acqua privy must be at the distance of 15 feet from the street.

During the last 10 years, more than a hundred acqua privies have been constructed in Nasik City in ordinary houses and the rule of constructing it at the distance of 15' from the road has not been observed in practice. A question was recently raised on account of the rule. But it was pointed out to the Public Health Authorities that the effluent water was connected by a pipe to an underground drain and gave no sort of trouble. A pipe takes up the gases inside the chamber and the privy can be kept very clean. The effluent water is non-injurious and contains no solids.

It is understood that after examining the construction of the acqua privies which have been working satisfactorily for a number of years; the objection is not being pressed. Really, if the effluent is not injurious, it is not clear why it should not be allowed to run into pucca open gutters also. It is difficult to have the acqua privies constructed 15' inside from the road in ordinary houses and therefore, the experience or experiment of the acqua privies at Nasik City which are constructed near the road like ordinary latrines, is interesting. Ordinary latrines are allowed near streets, but they are very dirty. And, therefore, it is suggested that the construction of acqua privies near the road side should be expressly allowed by the rule, the condition being that they should be constructed according to the proper principles under the supervision of the Health Officer of the Municipality and approved by him before user commences.

The whole question requires to be carefully studied.

APPENDIX III.

The Gopuri type of compost latrine.

Shri Sitaram Purushottam *alias* Appasaheb Patwardhan, who has now made his home at Gopuri Ashram, near Kankavli, in Ratnagiri District, is a veteran worker, who has deeply studied the problem of scavenging. He devised a latrine originally for use in the Backward Class Boys' Hostel at Kankavli and then in the premises of the Gopuri, Ashram, which is the Sarvodaya Scheme Centre (Compact Area Scheme) of the Ratnagiri District:—

The Gopuri Latrine has been designed to serve two purposes, viz:—

- (1) to obviate the necessity of employing a professional scavenger to remove the night-soil and
- (2) to prepare compost manure from the night-soil and urine.

The latrine consists of two pucca built cisterns of brick and mortar close to each other and plastered from inside with cement. Each cistern is 3'-6" in length, breadth and height from inside. Each cistern has a small exit on one side of it, near the ground, through which the compost manure can be taken out when ready. The cisterns are constructed above the level of the ground nearby. A pucca roof above and side walls of thatch or wooden planks or of brick are put up for privacy and a door frame is provided to serve as an entrance. Only one of the two cisterns is to be used at a time, until it is filled up. The cistern is covered with a top of corrugated iron sheet or some other strong material with a hole in the centre and foot steps on each side of it, with a flap door. Each time it is used a handful of earth or ash or house refuse, of which a small collection is kept at hand in the latrine, is to be dropped on the night-soil so as to cover it. The night-soil and the urine drops into the cistern but there is in front a small water channel for the wash water to pass out.

When one cistern is completely full, it is allowed to rest. The other cistern is then used until that also is filled up. By this time the contents of the first cistern are turned into compost manure and it is taken out for field use.

In this way, this type of latrine serves two purposes mentioned above. The cost of construction is about Rs. 350.

APPENDIX IV.

Improvements in the construction of the ordinary latrines.

The ordinary latrines are non-flush latrine from which the night-soil has to be taken out by hand and carried outside the town. Usually some sort of receptacle such as a pan or a bucket or a basket is kept under the seat to hold the night-soil and so they are called bucket latrines or basket latrines. Often there is no receptacle at all and the work of removing the night-soil in such cases is more difficult and filthy.

The following defects have been observed in the construction of the ordinary latrines:—

- (a) The opening in the latrine between two foot-steps is unnecessarily long and broad; while the receptacle is comparatively of a smaller size and if the person using the latrine is not careful, the night-soil drops outside of the receptacle or on its sides thus dirtying the receptacle as also the chamber below.
- (b) Often, the wash water and urine are allowed to drop in the receptacle which makes the contents liquid, increases the weight and the over-flow dirties the whole chamber below.
- (c) The chamber for the receptacle is unnecessarily large and the receptacle therefore, is not usually kept exactly at the proper place and therefore, the chance of night-soil dirtying both the receptacle and the chamber is all the greater.
- (d) There is no standard size and make for the receptacle. They are supplied by the occupant of the house according to his choice. And often broken pans or trunks or leaking small baskets are used making the work very dirty.
- (e) There is no proper ante-chamber attached to the latrines. Very often there are no ante-chambers or they are very small and the scavenger during the whole of the operation stands in the street and causes great nuisance to passers by.

The following improvements have, therefore, been suggested:—

- (a) The opening in the latrine should be circular with a diameter say, of 7", just as we find in railway latrines. Preferably a suitable mould of cast iron or concrete be placed to cover the top of the chamber below.
- (b) The urine and wash-water should be carried away by a small water channel in front of the opening. If none of the two enters the receptacle, the contents are almost solid and the chamber below or the receptacle is not dirtied.
- (c) & (d) There should be a receptacle of standard size and make and the same should be supplied ready by the Municipality at the owner's cost and the chamber below should be just of a size which will admit the receptacle to be kept and taken out without leaving much space on the sides of the receptacle.
- (e) The ante-chamber should have a full size door on the road-side with proper shutters, Inside, it should be at least 5'.6" high and at least 3' broad and should have a length equal to that of the latrine, so that it will be possible for the scavenger to take out the receptacle and empty it into a basket or pail while standing in the ante-chamber itself. The floor should be well paved with stone or concrete so that it can be washed clean with a bucket.

APPENDIX No II.

THE LIST OF THE PERSONS AND INSTITUTIONS FROM WHOM THE REPLIES TO THE QUESTIONNAIRE ISSUED BY THE COMMITTEE WERE RECEIVED.

(a) Corporations :—

- (1) The Bombay Municipal Corporation.
- (2) The Poona Municipal Corporation.
- (3) The Ahmedabad Municipal Corporation.

(b) Borough Municipalities :—

- (1) Virangam, District Ahmedabad.
- (2) Nadiad, District Kaira.
- (3) Godhra, District Panch Mahals.
- (4) Baroda, District Baroda.
- (5) Broach, District Broach.
- (6) Surat, District Surat.
- (7) Navasari, District Surat.
- (8) Thana, District Thana.
- (9) Kalyan, District Thana.
- (10) Ahmednagar, District Ahmednagar.
- (11) Jalgaon, District East Khandesh.
- (12) Bhusawal, District East Khandesh.
- (13) Amalner, District East Khandesh.
- (14) Chalisgaon, District East Khandesh.
- (15) Dhulia, District West Khandesh.
- (16) Karad, District North Satara.
- (17) Nasik, District Nasik.
- (18) Malegaon, District Nasik.
- (19) Lonavala, District Poona.
- (20) Pandharpur, District Sholapur.
- (21) Sholapur, District Sholapur.
- (22) Barsi, District Sholapur.
- (23) Miraj, District South Satara.
- (24) Ratnagiri, District Ratnagiri.
- (25) Ichalkaranji, District Kolhapur.
- (26) Kolhapur, District Kolhapur.
- (27) Belgaum, District Belgaum.
- (28) Guledgad, District Bijapur.
- (29) Bijapur, District Bijapur.
- (30) Dharwar, District Dharwar.
- (31) Hubli, District Dharwar.
- (32) Gadag Betegiri, District Dharwar.

(c) District Municipalities :—

- (1) Mehsana, District Mehsana.
- (2) Visnagar.
- (3) Kalol.
- (4) Dhinoj.
- (5) Harij.
- (6) Kheralu.
- (7) Vadnagar.
- (8) Vijapur.
- (9) Radhanpur.
- (10) Sidhapur.
- (11) Kadi.
- (12) Patan.
- (13) Amreli, District Amreli.
- (14) Kodinar.
- (15) Dhari.
- (16) Damnager.
- (17) Bet.
- (18) Palanpur, District Banaskantha.
- (19) Abu Road.
- (20) Deesa.
- (21) Abu.

- (22) Himmatnagar, District Sabarkantha.
- (23) Idar.
- (24) Dhandhuka, District Ahmedabad.
- (25) Dholka.
- (26) Sanad.
- (27) Ranpur.
- (28) Dahegam.
- (29) Mahemdabad, District Kaira.
- (30) Kapadvanj.
- (31) Vaso.
- (32) Sojitra.
- (33) Atarsumba.
- (34) Petlad.
- (35) Bijapur.
- (36) Balasinor.
- (37) Dohad.
- (38) Baria.
- (39) Lunawada.
- (40) Baroda, District Baroda.
- (41) Padra.
- (42) Karjan.
- (43) Dabhoi.
- (44) Bahadarpur.
- (45) Sankheda.
- (46) Savli.
- (47) Waghodia.
- (48) Chhota Udepur.
- (49) Jambusar, District Broach.
- (50) Rajpipla.
- (51) Bilimora, District Surat.
- (52) Gandevi.
- (53) Vyara.
- (54) Songadh.
- (55) Rander.
- (56) Variav.
- (57) Bassoin, District Thana.
- (58) Shrirampur, District Ahmednagar.
- (59) Kopargaon.
- (60) Sangamner.
- (61) Raver, District East Khandesh.
- (62) Parola.
- (63) Chopada.
- (64) Erandol.
- (65) Dharangaon, District East Khandesh.
- (66) Yawal.
- (67) Pachora.
- (68) Nandurbar, District West Khandesh.
- (69) Shirpur.
- (70) Taloda.
- (71) Satara Suburban, District North Satara.
- (72) Panchgani.
- (73) Wai.
- (74) Mahableshwar.
- (75) Ashta.
- (76) Vita.
- (77) Phaltan.
- (78) Nandgaon, District Nasik.
- (79) Yeola.
- (80) Trimbak.
- (81) Igatpuri.
- (82) Sinnar.
- (83) Sirur, District Poona.
- (84) Indapur.
- (85) Talegaon Dabhade.
- (86) Bhor town.
- (87) Junnar.
- (88) Jejuri.
- (89) Dhond.
- (90) Baramati.
- (91) Saswad.

- (92) Akalkot, District Sholapur.
- (93) Karmala.
- (94) Dudhani.
- (95) Mangalvedha.
- (96) Maidargi.
- (97) Jangira Murud, District Kolaba.
- (98) Alibag.
- (99) Matheran Hill Station.
- (100) Shrivardhan.
- (101) Panvel.
- (102) Mhasla, District Kolaba.
- (103) Roha Ashtami.
- (104) Uran.
- (105) Sawantwadi, District Ratnagiri.
- (106) Malvan.
- (107) Rajapur.
- (108) Vadgaon, District Kolhapur.
- (109) Kagal.
- (110) Gadhinglaj.
- (111) Malkapur.
- (112) Athni, District Belgaum.
- (113) Shaha pur.
- (114) Bail Hongal.
- (115) Gokak.
- (116) Terdal, District Bijapur.
- (117) Ramdurg.
- (118) Bagalkot City.
- (119) Mahatingpur.
- (120) Savanur, District Dharwar.
- (121) Byadgi, District Karwar.
- (122) Haliyal.
- (123) Honavar.
- (124) Kumta
- (125) Karwar.
- (126) Ulvi.
- (127) Sirsi.

(d) District Local Boards :—

- (1) Panch Mahals, Godhra.
- (2) Kaira, Nadiad
- (3) East Khandesh, Jalgaon.
- (4) Nasik, Nasik.
- (5) Ratnagiri, Ratnagiri.
- (6) Belgaum, Belgaum.
- (7) Kanara, Kanara.
- (8) West Khandesh, Dhulia.

(e) Gram Panchayats :—

- (1) Village Panchayat, Kalol, District Panch Mahals.
- (2) Village Panchayat, Halol, District Panch Mahals.
- (3) Village Panchayat, Dondaiche, District West Khandesh.
- (4) Village Panchayat Nasirabad, District East Khandesh.
- (5) Village Panchayat, Adawad, District East Khandesh.
- (6) Village Panchayat, Varangaon, District East Khandesh.
- (7) Village Panchayat, Puntamba, District Ahmednagar.
- (8) Village Panchayat, Dombivali, District Thana.
- (9) Village Panchayat, Mulund, District Bombay Suburban.
- (10) Village Panchayat, Goregaon, District Bombay Suburban.
- (11) Village Panchayat, Khed, District Poona.
- (12) Village Panchayat, Hangal, District Dharwar.
- (13) Village Panchayat, Ankola, District Karwar.
- (14) Village Panchayat, Bardoli, District Surat.

f) Unions and Associations of Sweepers and Scavengers :—

- (1) Ahmedabad Municipal Kamgar Sangh, Ahmedabad.
- (2) Textile Labour Association, Ahmedabad.
- (3) Kaira District Safai Kamgar Mahajan, Nadiad.

- (4) The Prantij Town Safai Kamgar Mandal and North Gujarat Rushi Harijan Sevak Sangh, Prantij, District Sabarkantha.
- (5) District Harijan Sangh, Palanpur, District Banaskantha.
- (6) The Bombay Municipal Servant's Union, Bombay.
- (7) The Bombay Sweeper's Union, Bombay.
- (8) The Municipal Servants' Union, Chalisgaon, East Khandesh.
- (9) The Bhusawal Nagar Palika Mehatar Panchayat, Bhusawal, East Khandesh.
- (10) The Manmad Municipal Kamgar Sangh, Manmad, District Nasik.
- (11) The Deolali Cantonment Workers' Union, Deolali, District Nasik.
- (12) Rashtriya Municipal Majdur Sangh, Hubli, District Dharwar.
- (13) The Municipal Employeas Association, Gadag-Betegiri, District Dharwar.

(g) Social Workers :—

- (1) Shri Appa Saheb Patwardhan, Gopuri Kankavali, District Ratnagiri.
- (2) Shri Jugatram Dave, Sanchalak Vedchi Ashram and Sarvodaya Centre, Vedchi, District Surat.
- (3) Shri K. G. Mashruwala, Editor "Harijan", Wardha.
- (4) Shri Anna Saheb Dastane, Hon-Provincial Ante-Loprosy, S. B. Bhusawal, East Khandesh.
- (5) Shri Krishnadas Shah, Bombay.
- (6) Shri V. L. Mama Fadake, Godhra.
- (7) Shri Babubhai J. Patel, Parliamentary Secretary, Bombay.
- (8) Shri D. N. Wandrekar, Parliamentary Secretary, Bombay.
- (9) Shri D. V. Nadkarni, Retired Municipal Secretary, Bombay.
- (10) Shri V. N. Upadhye, Secretary, Maharashtra Provincial Harijan Sevak Sangh, Dhulia, West Khandesh.
- (11) Shri Aba Saheb Walawalkar, Secretary, Ratnagiri District, Harijan Sevak Sangh, Kudal.
- (12) Shri Kaka Saheb Garde, Adviser, Shahu Chhatrapati Backward Class Boarding, Nasik.
- (13) Shri Natwarlal Saweri, Kapadvanj.
- (14) Shri Narhar Nagesh Lele, Satara.
- (15) Shri Santilal Patel, Sanand District, Ahmedabad.
- (16) Shri Dhanji Nana Chaudhari, Sanchalak, Sarvodaya Centre, Khirode, East Khandesh.
- (17) Shri J. S. Kaujalg, Bagalkot, District Bijapur.
- (18) Shri C. S. Rajgopalan, Khadaki, District Poona.
- (19) Shri Manilal Dulabhaji Panwala, Secretary, Taluka Harijan Sevak Sangh, Dohad.
- (20) Shri B. D. Lala, Ahmedabad.
- (21) Shri S. R. Salmis, Murud-Janjira, Kolaba.
- (22) Shri N. H. Godbole, Gadag, Dharwar.
- (23) Shri V. G. Chavan, Kolhapur.
- (24) Shri Keshavlal N. Shah, Mansa, Mehsana.
- (25) Shri Vijaykumar M. Trivedi, M.L.A., Mehsana.
- (26) Shri Somabhai Unzakar, Unza, Mehsana.
- (27) Shri Motiram G. Vyas, Palanpur.
- (28) Dr. S. R. Sabnis, Dombivali, District Thana.

(h) Government Officers.

- (1) The Director of Public Health, State of Bombay, Poona.
- (2) The Medical Officer of Health, Health Unit, Shirur, District Poona.
- (3) Assistant Backward Class Officer, Deccan Circle, Sholapur.
- (4) Assistant Backward Class Officer, Konkan Circle, Thana.
- (5) Assistant Backward Class Officer, Karnatak Circle, Dharwar.
- (6) Dr. D. P. Khanapurkar (then) Officer on Special Duty, for Merged and Integrated States.
- (7) Backward Class Welfare Officer, Nasik.
- (8) Do. Karjat.
- (9) Do. Ratnagiri.
- (10) Do. Sholapur.
- (11) Do. Nadiad.
- (12) Do. Idar.
- (13) Do. Bijapur.
- (14) Do. Karwar.

APPENDIX No. III.

THE RULES FOR THE CONSTRUCTIONS OF SEPTIC TANKS AND AQUA PRIVIES SANCTIONED BY THE DIRECTOR OF PUBLIC HEALTH, STATE OF BOMBAY.

Bye-laws for Septic Tanks.

1. No Septic Tank will be allowed to be constructed unless the plans have been approved and permission given by the sanctioning authority.

2. The following conditions must be satisfied before permission for construction is given :—

(A) The provision of water supply to the house shall not be less than 15 gallons per head per day.

(B) The Septic Tank shall be located in the compound at the rear of the building at least 50' away from any well on the plot or any adjoining plot from which water is taken for drinking and domestic purposes.

(C) The capacity of the tank shall be such as to hold all waste water and in no case should be less than 15 gallons per person (including servants) residing on the plot. The Septic Tank shall be constructed in 2 units side by side.

(D) The Septic tank shall have an average depth of 4' with length twice its width.

(E) The Septic tank shall be provided with (a) a grit chamber with an invert slope and having capacity from 15 to 30 minutes stay, (b) baffle walls, (c) inspection manholes for each unit, and (d) vent pipes.

(F) Hume pipe septic tanks should conform to rule (C) above as regards capacity and provision of 2 units.

(G) No storm water channel shall be permitted to be connected with the septic tank.

(H) Disposal of effluent :—

(i) The effluent shall be disposed of by surface irrigation and an area equal to 9 sq. yards per person resident on the plot shall be set part for proper disposal of effluent. Such area shall not be less than 50' from a well or less than 30' of any building or less than 15' of a public street.

(ii) The effluent from a septic tank may be collected into a pucca covered cesspit only if the local authority (municipality) agree to the daily collection and removal through its own agency. Such cesspit shall be so located as to be accessible to municipal carts or lorries and shall not be less than 50' distant from any well from which water is taken for drinking and domestic purposes.

(iii) Where (i) and (ii) above are not possible and where rainfall is not heavy and where soil is mummy or sandy, effluent from septic tank may be disposed of in soakage pit of adequate size. Such soakage pits shall not be less than 50' from a well. It will be the duty of the owner of the plot to see that the soakage pit is functioning at all times. He may be required to re-dig or clean up the soakage pit or to construct a new one if the municipality so directs.

(iv) No part of the effluent shall be permitted to flow into an open road-side channel or drain.

3. The water closets, flushing apparatus, traps, drains and all other parts connected with the water closets and the septic tanks shall be inspected by an officer appointed by the sanctioning authority and approved before permission is given to bring installation into use.

4. In the case of defective working of a septic tank or nuisance arising therefrom, the sanctioning authority may require the owner to have the effluent analysed and if the result of analysis is unsatisfactory the sanctioning authority may further require the owner to make such alterations, repairs, or additions, as may be deemed necessary, or may require the owner to close the septic tank.

5. The Septic tank shall be cleaned once a year or earlier if it is found that silt and sludge deposits have accumulated to over one third the depth of the tank.

6. Should the Municipality or local authority at any future date after the construction of septic tank provide sewers under any road adjoining the plot, the owner will be required to connect the effluent from the septic tank to the sewer at his entire cost.

Conditions regarding construction of Aqua Privies.

1. No Aqua Privy will be allowed to be constructed unless the plans have been approved and permission given by the sanctioning authority.

2. The following conditions must be satisfied before permission for construction is given :—

(1) For every 10 persons there should be one seated aqua privy. The tank below shall have 60 cft. capacity per seat.

- (2) The aqua privy shall be located at the rear of the building at least 50 feet from any well on the plot or any adjoining plot.
- (3) The aqua privy should be built according to the type design approved by the Public Health Engineer to Government of Bombay, Poona (A copy of the type design can be obtained from the Public Health Engineer to Government, Poona.)
3. The digestion chamber, the aerobic chamber, the filter chamber, and the inter connections between the various chambers, shall be inspected by the Municipal or District Health Officers or his representative and approved before permission is given to bring the installation into use.
4. In the case of defective working of the tank or nuisance arising therefrom, the sanctioning authority may require the owner to have the effluent analysed and if the result of the analysis is unsatisfactory, the sanctioning authority may further require the owner to make such alterations, repairs or additions (as they may deem necessary) or may require the owner to close the Aqua Privy.
5. The Aqua Privy shall be cleaned once in 3 years or earlier if it is found that sludge deposits have accumulated to more than 18 inches from bottoms of digestion chamber.
6. The effluent should be utilised for a small patch of garden. This effluent has got excellent manurial value. If this is not possible it may be allowed to dry in a soakage pit which should not be less than 50 feet from a well for disposal a minimum open space of 9, sq. yds. is necessary per seat.
7. Should the Municipality at any future date after the construction of the Aqua Privy provide sewers under any road adjoining the plot, the owner will be required to connect the effluent from the aqua privy to the sewers at his entire cost.

How the Aqua Privy Functions and its details.

In residential areas, where underground gravity sewers are not provided, disposal of night-soil creates difficult problems resulting in bad sanitation and a constant threat to the health of the people in the surrounding areas. Because of this basket privies have come into contempt and people desire better types of latrines with satisfactory arrangement of disposal of night-soil. Septic tanks with flushing lavatory basins if properly constructed of adequate capacity serve the purpose but they require adequate water arrangements for flushing and also arrangement for using the effluent in gardening, etc. They involve higher cost also.

Aqua privy is a modification of a latrine with a septic tank. It provides its own septic tank underneath the seating pan. Water required for use is no more than that required in the use of basket privy and only the quantity of water used by a person comes out as pure effluent which can soak harmlessly in the ground where green shrubs and fruit trees may be planted.

The capacity of tanks in the aqua privy should be sufficient to hold 5 cft. of water for every person using it.

In the aqua privy bacteriological action resulting in oxidation of sewage takes place in the tank below to the seat, where the night-soil is digested and liquified. Further when the liquid travels to the adjacent chamber further bacteriological action takes place and purified odourless effluent comes out at the end.

The construction of an aqua privy consists of a digestion tank below the seat. Connected to this tank is a second tank from which the effluent passes through filtering material and emerges as pure effluent. In the first tank the bacteria digests and liquifies the organic matter and in the second tank bacteria further purifies it and completes the process.

The supply of one lota of water by each user gives necessary dilution most suitable for efficient working. No other water except the minimum required for washing the pan has to be added.

The whole system is filled with water before use upto the level of the bottom of the pipe that allows passage of effluent in the filtering chamber.

Reference to the plan in isometric view will show that the faecal matter enters the first tank through an airtight seat with connecting soil pipe dipping 9" below the water level. In the first tank the compounds are split up into similar elements by bacteria. In this process of putrefaction in the first chamber there is a certain amount of decomposition with liberation of gases. To relieve any pressure and prevent fluid surface being pressed down, a gas out-let pipe is placed well above the water level on the second chamber which has a connecting pipe with the first chamber above the water level, through which excess of gas enters the second tank and eventually passes out through the ventilating shaft. A submerged opening 6 inches in diameter connecting the first

and second chamber is kept 1'-6" above the floor level. This depth of 1'-6" allows for accumulation of sludge. The minerals or solid matter contained in the human excreta being heavy sink at the bottom of tank as sludge while organic matters accumulate at top in the form of scum. It is on these particles of organic matter that Bacteria feed and breed. The compounds after being slowly broken up by bacterial action into liquified products reach the second tank in liquified state.

Further bacterial action takes place in the second chamber. For this action, continuous current of air is allowed to enter the second tank through the inlet pipe with mica flap. The air escapes by a steady draught up the ventilating shaft. It is this circulation of air which accelerates bacterial action and quickens the work of oxidation of sewage. The whole process liquifies and purifies sewage into a clear effluent without any smell. The effluent from the second chamber enters the filter chamber at the bottom so that while rising through the graded hard material it gets further filtered and purified so as to emerge in clean and odourless stage. The effluent then passes through the outlet chamber out on the ground through a connected put let pipe. It is desirable to grow some plants and hedge at the out fall for soakage of the effluent.

The aqua privy has the following advantages:—

- (1) Water flushing is not required and the effluent is very small in quantity clear and free of smell.
- (2) The whole expense of disposal of night soil is eliminated so that scavenging is not necessary.
- (3) The system works automatically with minimum attention.
- (4) There is no access to flies resulting in insanitation.
- (5) It is economical.

To ensure efficient working of aqua privies the following essential precautions should be taken:—

- (1) The capacity of tanks of aqua privy should be designed to prove for holding 3 cft. of water for every person using it.
- (2) The construction of chambers should be absolutely watertight which should be tested by filling water before use.
- (3) Before aqua privy is used the chambers should be filled with water upto the level of effluent pipe in the second chamber.
- (4) Crotans and such farm plants should be grown on the ground where the effluent comes out.

Aqua privy is ideal for small villages and colonies where the water carriage system does not exist and cannot be provided on account of high initial cost.

Badly constructed and leaky chambers are the usual causes of unsatisfactory or inefficient working of failure of an aqua privy.

The cost per seat of aqua privy is Rs. 650 with latrine block of B.B. masonry walls and R.C.C. roof and Rs. 450 in case of latrines block of C.I. sheet walling and roof.

APPENDIX No. IV.

The "Dhanoli" type of pucca trench latrines are devised and recommended for use in villages by a Committee appointed by the Provincial Compost Conference of Madhya Pradesh, consisting of official experts and non-officials including Shri Vallabh Swami, a well-known constructive worker with Shri Vinobhaji Bhawe. They have been given a good trials in a village, named Dhanoli in Wardha Tahsil, and hence for the purpose of easy reference, they are called "Dhanoli type" trench latrines, in the Report. A detailed description of their construction can be had from a pamphlet on the subject, printed by the Government of Madhya Pradesh.

APPENDIX No. V.

THE GOPURI TYPE OF COMPOST LATRINE.

Shri Sitaram Purushottam *alias* Appasaheb Patwardhan, who has now made his home at Gopur Ashram, near Kankavli, in Ratnagiri District is a veteran worker, who has deeply studied the problem of scavenging. He devised a latrine originally for use in the Backward Class Boys' Hostel at Kankavli and then in the premises of the Gopuri, Ashram, which is the Sarvodaya Scheme Centre (Compact Area Scheme) of the Ratnagiri District:—

The Gopuri Latrine has been designed to serve two purposes, viz:—

- (1) to obviate the necessity of employing a professional scavenger to remove the night-soil and
- (2) to prepare compost manure from the night-soil and urine.

The latrine consists of two pucca built cisterns of brick and mortar close to each other and plastered from inside with cement. Each cistern is 3'-6" in length, breadth and height from inside. Each cistern has a small exit on one side of it, near the ground, through which the compost manure can be taken out when ready. The cisterns are constructed above the level of the ground nearby. A pucca roof above and side walls of thatch or wooden planks or of brick are put up for privacy and a door frame is provided to serve as an entrance. Only one of the two cisterns is to be used at a time, until it is filled up. The cistern is covered with a top of corrugated iron sheet or some other strong material with a hole in the centre and foot steps on each side of it, with a flap door. Each time it is used a handful of earth or ash or house refuse, of which a small collection is kept at hand in the latrine, is to be dropped on the night-soil so as to cover it. The night-soil and the urine drops into the cistern but there is in front a small water channel for the wash water to pass out.

When one cistern is completely full, it is allowed to rest. The other cistern is then used until that also is filled up. By this time the contents of the first cistern are turned into compost manure and it is taken out for field use.

In this way, this type of latrine serve two purposes mentioned above. The cost of construction is about Rs. 350.

APPENDIX NO. VI.

HOUSING IMPROVEMENT.

(Extra from Privileges Provided by Government for the Backward Classes, Page 35, para 82.)

Government have approved a Post-War Reconstruction Scheme (No. 219) for the improvement of the housing conditions of the Backward Classes. The scheme is in two parts, viz (1) relating to the formation and development of co-operative housing societies among the Backward Classes, (2) relating to facilities to be made available to individual backward classes for housing improvements in those areas where the formation of housing societies is not feasible owing to the inadequate population of the Backward Classes. Under this scheme, housing societies (or individuals as the case may be) are eligible to receive an interest free loan upto 75 per cent. of the cost of construction limited to Rs. 1,500 in backward areas and Rs. 2,000 in other areas. The loan is repayable in instalments spread over twenty years. The balance of 25 per cent. of the cost is the contribution payable in cash or goods and services by members of the Back Classes and their families. In addition, housing societies formed under this scheme are eligible for the supply of timber at scheduled rates by the Forest Department (G.R., A. & F. D., No. 3574, dated the 16th July 1948).

In addition to the finances and materials, an important question is the provision of a site for building purposes. Government have ordered in the same scheme that normally 3 gunthas of land should be provided for Backward Class family engaged in agriculture, and 1 1/2 gunthas (whereof 1/2 guntha should be available for pulling for common purposes) for a family engaged in non-agricultural pursuits. In case the site is Government land, it should be given free, and in case it is non-Government, it is to be acquired and the cost of acquisition including the price of the land is to be borne by Government. The site is to be owned by the society and each member will hold the plot on a long lease of say 99 years on a nominal yearly rent of annas four.

In addition, Government have agreed under the scheme to pay a subsidy for management expenses to the societies, at the rate of rupees 10 per tenement for the first two years and thereafter at the rate of Rs. 5 per tenement till the Government loan is repaid (*vide* G. R., E. & I. D., No. 7719, dated the 26th October 1948, as modified by G. R., E. D., No. 8335, dated the 7th September 1949).

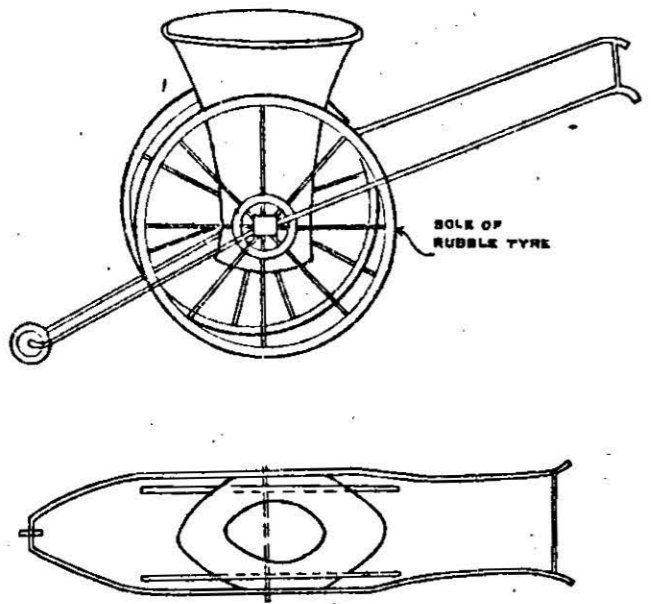
APPENDIX NO. VII.

THE BARDOLI TYPE OF TRENCHI LATRINES.

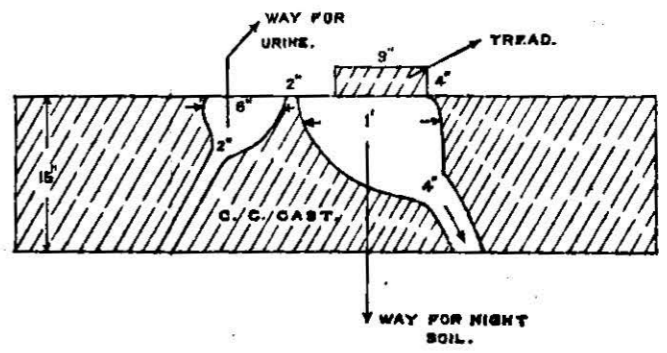
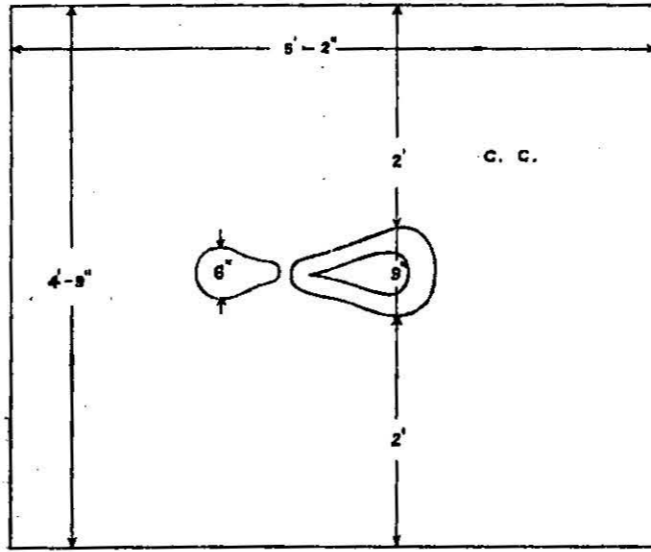
This type is to be seen working in the Bardoli Ashram. It consists of a single pucca trench i.e. a trench having two pucca built sides, about 4 feet deep, 3 feet wide and 12 feet long on which is placed a moveable latrine of wooden frame, with sides and a door of iron sheets, and open from above. It is to be moved on, along the trench, when the part of the trench below is sufficiently filled up. Night-soil is to be covered with dry earth and refuse or litter.

As it is not fly proof, care must be taken to cover the faces properly. It yields good compost manure and is useful where the rainfall is not excessive. A number of such trenches can be constructed according to need.

— PLAN OF —
WHEEL-BARROW



— TYPE PLAN FOR —
C. C. CAST OF LATRINE OF ONE SEAT
 SCALE - 1 = 2 INCH.



A. S. Stone
 EX. ENGINEER
 KOLKAPUR DIVISION.

22-9-51.