

REPORT OF

SUB GROUP

ON

SAFAI KARMACHARIES

SUBMITTED TO

The Chairman

**The Working Group on the “Empowerment
of Scheduled Castes (SCs)” for
the Eleventh Five-Year Plan (2007-2012)**

Names and Addresses of Sub Group on Safai Karmacharies

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<p style="text-align: center;">REPORT OF SUB-GROUP ON SAFAI KARAMCHARIS XI FIVE YEAR PLAN</p>
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Background

We would first like to refer to the most dehumanizing and inhuman face of manual scavenging. Manual scavenging, in this sense, refers to the practice of removing human excreta with hands by people and carrying the load on their heads hips or shoulders. With the help of, usually, a pair of tin scrappers and wicket basket or bucket, the manual scavengers remove and carry human excreta from the latrines to the dumping sites. The carrying of human excreta on the head is the abiding image of a manual scavenger. This is an obnoxious and degrading occupation, which the manual scavengers themselves despise, but feel helpless and trapped into.

The dehumanising practice of *manual scavenging* is closely interlinked with untouchability. It is well known that this work is socially assigned and imposed upon certain untouchable castes of India. Manual scavenging is rooted in caste and with very few exception, all the manual scavengers are from the Scheduled Castes. Manual scavenging is thus a caste based occupation, with a large majority of them being women. The continuance of manual scavenging constitutes a gross violation of human rights and the worth of the human person and flies in the face of the Constitutional guarantee assured, in its very Preamble, of a life with dignity for every individual in the country.

The number of manual scavengers in the country according to the official statistics of the Ministry of Social Justice and Empowerment of the Government of India was 676009 for the year 2002-2003. The highest numbers were in Uttar Pradesh 149202 followed by Madhya Pradesh (80072) and Maharashtra (64785). But independent estimates indicate that there could be about twelve lakh manual scavengers in the country.

Section 7A of the Protection of Civil Rights Act 1955 (added in 1976) provides that whoever compels any person on the ground of untouchability to do any scavenging shall be deemed to have enforced a disability arising out of untouchability and thus punishable with imprisonment. It was only four decades after the commencement of the Constitution that manual scavenging was specifically prohibited under the 'Employment of Manual

Scavengers and Construction of Dry Latrines (Prohibition) Act’ which was passed by Parliament in May 1993 after obtaining resolutions from the State Legislatures of Andhra Pradesh ,Goa, Karnataka, Maharashtra,Tripura and West Bengal under Article 252(1) of the Constitution .While the Act received the assent of the President in June 1993 , it took almost four years for the issue of the notification bringing the Act into force in these six States and all Union Territories in January 1997 . The remaining States were expected to adopt the Act by passing resolutions under Article 252(1); but the legislation is yet to become one of countrywide applicability. Some of the States have not adopted the law on the ground that there were no manual scavengers in the State, despite evidence to the contrary.

The Preamble to the Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act 1993 states;

“Whereas fraternity assuring the dignity of the individual has been enshrined in the Preamble to the Constitution,and whereas the dehumanising practice of manual scavenging of human excreta still continues in many parts of the countryand whereas it is necessary to enact a uniform legislation for the whole of India for abolishing manual scavenging by declaring employment of manual scavengers for removal of human excreta an offence and thereby ban further proliferation of dry latrines in the country “ .

However the content of the Act shows that emphasis has been placed more on sanitation rather than on the human dignity of the manual scavengers. In fact, the Act ignores the issue of human dignity mentioned in its own Preamble.

A brief reference may be made to a Public Interest Litigation (PIL) in the form of a Writ Petition filed in the Supreme Court of India in 2003 by the Safai Karmachari Andolan (a movement for the elimination of manual scavenging) and 14 other organizations and individuals. It was submitted before the Supreme Court that the existence of dry latrines in various parts of the country was entirely illegal and unconstitutional, an affront to human

dignity and was in violation of the fundamental rights enshrined in the Constitution, in particular, Article 14, 17, 21 and 23. The Supreme Court was requested to issue time-bound directions to the Union of India and various States to take effective steps for the elimination of the practice of manual scavenging simultaneously with the formulation and implementation of comprehensive plans for rehabilitation of all persons employed as manual scavengers as well as for the effective implementation of Employment of Manual Scavenging and Construction of Dry Latrines (Prohibition) Act 1993. It took almost three years and strong admonitions from the apex court to secure response from the State Governments and the Central Government in the form of detailed affidavits. Many of the State Governments denied the existence of the practice of manual scavenging. Several affidavits and counter affidavits showing the existence of dry latrines and manual scavenging have been filed before the Court. The issue is still before the Supreme Court for its directions. It is unfortunate that, apart from private households, organizations of the Central Government, especially the defence establishments and Indian Railways as well as the local bodies under the State Governments such as municipal and panchayat institutions are themselves a major employers of manual scavengers even at present.

Setting up of the ‘Sub Group on Safai Karmacharis’ under the Working Group on Empowerment of Scheduled Castes for 11th Five-Year Plan

It is envisioned by all that India will soon join the club of developed countries. But even after 59 years of independence there are several communities of people who are left far behind and are on the margins of development. They live in most deplorable conditions of economic backwardness and social discrimination. The Indian State has the responsibility to liberate and set such communities back on the track of development to bring them to the main stream. **The neediest among these communities are Safai Karamcharis – Manual scavengers, Sewer workers and Sanitation workers.** They and their dependants live helplessly entangled in the vicious circle of extreme poverty, indebtedness and addiction of alcohol. More importantly they suffer the indignities associated with the unclean occupations they are forced into by the caste based social order and custom. The State therefore should pay special attention to these communities and do its utmost to liberate them from their social conditions and improve their economic status.

The Sub Group on Safai Karamcharis constituted by the Working Group on the ‘Empowerment of Scheduled Caste (SCs)’ while acknowledging all the previous attempts of the Indian State to alleviate the conditions of Safai Karamcharis through well meaning legislative measures and schemes, **is of the view that the initiatives still did not achieve their objective and hence the review before the XIth Plan.**

Conceptually the Sub Group recognizes that ‘any person employed or engaged to manually clear, carry or dispose human excreta partially or fully’ come under the purview of the term ‘Safai Karmacharis’¹, and hence people engaged in manual scavenging, sewer works and sanitation works in municipalities and gram panchayats come under its purview. However we recognize the differences in the nature of the, the living and working conditions of people engaged in it and the different focus and interventions necessary for the relief and rehabilitation. The Sub Group has given considered thought to these distinctions and herewith are categorizing our recommendations separately for the three sections mentioned above.

¹ Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993

Summary Recommendations

For the persons engaged in manual scavenging:

- Total eradication of the practice of manual scavenging along with demolition/conversion of all dry toilets, CDLs and IDLs.
- Holistic liberation of persons engaged in manual scavenging with release, immediate relief and alternate and dignified rehabilitation programmes with education, skill up gradation and entrepreneur development taking the family as a unit.
- Integration of the families with civil society without discrimination and exclusion.

For persons engaged in sewer works:

- Strict implementation of all provisions under the various Labour laws in the country
- Additional safety measures risky nature of their occupation
- Effective welfare measures taking the family as a unit, to bring them on par with others, owing to the historical and social deprivation based on caste and descent based occupation
- Technical up gradation and mechanization of the underground drainage system in the country.

For persons engaged in sanitation works:

- Recognize and directly recruit persons as full time sanitation workers implementing all provisions under the various Labour laws in the country.
- Provide them with necessary safety gears and equipments to conduct their work in a dignified manner.
- Effective welfare measures taking the family as a unit to bring them on par with others, owing to the historical and social deprivation based on caste and descent based occupation
- Technical up gradation and mechanization to help the persons carry out the work in a dignified manner.

We herewith take up in detail the concerns under each section of persons – Manual Scavengers, Sewer Workers and Sanitation Workers.

I. Persons engaged in Manual Scavenging

It is indeed a shame for a country like India, who is signatory to Human Rights Convention No. 111 of United Nation to allow the obnoxious practice of manual scavenging to continue in modern India and even after 60 years of independence. Manual scavengers are the most discriminated people experiencing the most atrocious form of untouchability. The spirit of Article 17 of the Indian Constitution has not fully touched their lives as yet. It is true that the previous 10 Five Year Plans had initiated some steps to alleviate their conditions and there are several schemes already in place. But their implementation leaves much to be desired, with the result the manual scavengers are neither released, liberated fully nor rehabilitated in the true sense of the term, they remain as mere initial steps.

It is painful to note that in a country with a billion people, with social welfare measures, planned development programmes, a small group of people involved in an obnoxious tasks, despite legal provisions and planned programmes are yet to be released and rehabilitated. The continuing stranglehold of the social structure, viz caste system and internalization of social exclusion, untouchability and discrimination is evident in this manifestation. What is needed is special focus to liberate our society from the norms of social exclusion and discrimination along with an action plan with 'Implementation' as the 'Buzz' word in the XIth Plan, with full ownership and participation of the persons involved in these occupations. It should be recognized that the basic issue is that of reclaiming human dignity of people engaged in manual scavenging; a dignity assured in the very Preamble to the Indian Constitution

1. Undertake a National level common survey like the census of India to enumerate all the safai karamcharis in the country.

‘Surveys for identification of scavengers and their dependents necessary to locate, specify and particularize the beneficiaries and their needs were often not methodologically sound and results varied widely’.² The enumeration of Safai Karmacharis in 2003 initiated by the M/o. Social Justice and Empowerment in enumerating Safai Karmacharis has reached nowhere. As per the Ministry’s announcement, the total number of Safai Karmacharis in 2003 was 6,76,009. We believe the actual number is above 12,00,000. Such enumerations so far have not been exhaustive leading to the exclusion of as many as half the number of people enumerated. It has also failed to gather sufficient data about Safai Karmacharis and Dry latrines. There is therefore, a need to update information. Such information should include:

From the States:

- No. of persons engaged in manual scavenging
- Family information with data on dependants
- No. of Community Dry Latrines (CDLs)
- No. of Individual Dry Latrines (IDLs)
- No. of employees engaged by other Ministries and other under takings

From the Central Government:

- No. of Employees employed by Indian Railways
- No. of employees engaged by other Ministries and other under takings/Mines
- Household information and details of Dependants.

Additionally we suggest the following points for consideration:

- To issue identity cards for all persons engaged in manual scavenging and their dependants.
- To declare as mandatory for all states to organize proper orientation to the enumerating officers before undertaking surveys.
- To involve Civil society, Human Rights and Dalit organizations in conducting the survey

² Report of the Comptroller and Auditor General of India, Union of India, New Delhi, March 2002

- To instruct the State Governments to give wide publicity even before the survey begins
- To make the compiled data available on the net

Those conducting surveys of Safai Karmacharis can elicit correct information only when they exhibit sensitivity and are knowledgeable about their social conditions. NGO participation in the survey process would help as they are more acceptable and people friendly.

2. Create a Nodal Agency to ensure total eradication

'It is the lack of purpose in aligning the parameters of the scheme and lack of will in implementing that lead to the scheme floundering on its own assumptions'.³ The deadline for total eradication is repeatedly extended, the latest stated deadline being 2007, is an illustration of the lack of commitment and seriousness on the part of the State Governments. The deadline will never be adhered to unless a very high level body oversees the implementation. Towards this:

- We recommend the creation of nodal agencies, an agency at the Centre under the Chairmanship of Prime Minister of India and at the States level under the Chairmanship of CMs in the States.
- One single Ministry should be identified to coordinate the task at the center and states to end the task by the end of the XIth Plan.
- The designated Ministry would take responsibility to co-ordinate with other social and developmental Ministries to achieve its prime objective to bring this segment of population at par with the rest of the population.
- The nodal agency to be staffed by senior Officers and supported by 5-7 members at the center and state.

³ Report of the Comptroller and Auditor General of India, Union of India, New Delhi, March 2002

3. Adopt an Action Plan

Unfortunately, the existing schemes focus on the promotion of low cost sanitation than the liberation of manual scavengers. It is our recommendation that:

- Liberation and rehabilitation of the Persons engaged in manual scavenging and their dependants within the XIth plan period should be the prime focus of the programme.
- Regular and periodic review meetings should be held to assess the situation and the progress should be made available on the net.
- Reviews should involve persons engaged in manual scavenging, Dalit/Human Rights organizations.
- Promotion of low cost sanitation should be de-linked from this programme to be managed by other Ministry/departments like Rural Development or Environmental Development, Water and Sanitation, Urban development etc.

4. Ensure allocated funds are released and deadlines for eradication met

There is a disjunction between intent and actual performance. For e.g. Rs.460/- crores were allocated by the Planning Commission for the 10th Plan period, but only Rs.146.04 crores were released during the Plan period. Additionally, no funds have been allocated in the Annual Plan for 2005-06⁴. Since the inception of National Scheme of liberation and rehabilitation of Scavengers and their dependants (NSLRS) in 1991-92 only Rs.747.11 crores have been released upto 2004-05 and 1,72,681 scavengers have been assisted for training and 4,43,925 for rehabilitation. There are nearly 12 lakhs of manual scavengers still awaiting liberation and rehabilitation.

5. Review the 1993 Act and initiate steps to make appropriate amendments

The government of India has enacted the Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993. This has set in motion a reform process that was long overdue in Indian society. It serves as a primary instrument in the liberation of a broken people enslaved to a life of indignity enforced through ideologies of descent based work and caste. The 1993 Act of its accompanying schemes have transformed the lives of several people. But there are some drawbacks in the Act that need to be rectified to make it fully effective and truly liberative for those hundreds and thousands of people still engaged in manual scavenging. Some of those loopholes are as follows.

⁴ NSLRS Report

(a) **The problem of definition**

According to the 1993 Act manual scavenging involves continuance of community dry latrines/ individual dry latrines only and manual scavengers are those employed/engaged fully or partially to clean the human excreta in such latrines. This definition is very restrictive. It does not cover all those who are employed to clear, carry and dispose human excreta in places other than the dry latrines who clean the sewers, septic tanks, drains where human excreta is washed in railway tracks, rail toilets. Due to lack of civic and sanitation facilities in semi urban centres and cities, slum dwellers and pedestrians tend to use pavements and roads for defecation. In several places, the local governance bodies themselves allot specific plots or lands for open defecation. This is a major problem since the large number of sanitation workers engaged by the local governance bodies are forced to manually clear, carry and dispose human excreta and yet they are not considered as manual scavengers as per the Act.

While the 1993 Act is restrictive in its definition, the NSKFDC a body instituted by the government for the benefit of Safai karmacharis defines scavenging more broadly. According to NSKFDC manual scavengers are those employed/engaged fully or partially to clean the human excreta and filth. This difference in definition calls for clarity and better coordination on the part of government bodies. **Definitions are important as they reflect perspectives and indicate approaches to liberation and rehabilitation.**

(b) **The problem of non-adoption of the Act by some States**

Though the 1993 Act is a central Act, sanitation is the subject of the States. It is therefore not mandatory for the States to adopt any Act related to sanitation. As a consequence, several states took their own time to adopt the 1993 Act. Two States viz. Rajasthan and Bihar have framed their own Acts. Four states viz. West Bengal, Kerala, Jammu and Kashmir and Chhattisgarh refused to adopt the 1993 Act claiming that there was no manual scavenging in their States. These claims have to be verified through an unbiased study.

(c) **The problems related to proper implementation**

The State Governments and ULBs are not playing pro-active role in fulfilling the vision of the Act, which is total eradication of manual scavenging in the country. **The deadlines set for such eradication is repeatedly being extended because of indifference non reliable/availability of data of manual scavengers and their dependants and lack of will on the part of implementing authorities.**

- The Act provides for punitive action against those maintaining dry latrines. But thus far there are no recorded evidences of penalization of the violators either by the statutory or judicial bodies.
- Also the penalty sanctioned by the Act is far too less. It does not compare well with the violation of human dignity and fundamental rights of the individual.

(d) Amendments /Modifications needed in the Act

Section 3 (1) requires the State Governments to issue a notification for an area and with reference to a date. And thereafter, no person shall (a) engage in or employ for or permit to be engaged in or employed for any other person for manually carrying human excreta (b) construct or maintain a dry latrine. Section 3(2) lays down that the State Government shall not issue a notification under subsection (1) unless (i) it has, by notification given not less than ninety days notice of its intention to do so; (ii) adequate facilities for the use of water seal latrines in that area exist and (iii) it is necessary or expedient to do so for the protection and improvement of the environment or public health in that area. It is to be seen that by making the existence of adequate facilities for use of water seal latrines a precondition, Section 3(2) it makes it virtually impossible to abolish manual scavenging. Clause (iii) makes the protection and improvement of environment and public health as the criterion, not the human tragedy of manual scavenger. This entire Section appears misconceived and goes completely contrary to the very objective of abolition of the dehumanising practice of manual scavenging. Further, Section 4 provides for exemptions from the Act, which in effect, means exemption from human dignity guaranteed under the Constitution. In Section 17, the previous sanction of the Executive Authority is needed for prosecution and cognizance of the offence can be taken only on a complaint made by a person authorized by the Executive Authority. It denies the individual to file a complaint

directly. Section 18 places a limitation of three months for making complaints. All these limiting provisions in the law itself serve to make it ineffective.

In the light of the above the Sub Group recommends:

- Amend the 1993 Act to redefine manual scavenging. All persons who are engaged in clearing of human excreta in any place/ form must come under the purview of this Act.
- Ensure adoption of the 1993 Act by all the states.
- Constitute separate drafting committee (along with members from the community and human/ Dalit rights activists) to amend the Act.
- Set the protection of human dignity and self respect as the parameters of the Act. The objective should not be limited to sanitation goals alone.
- Ensure adoption of the 1993 Act by all the States.
- Separate executing authority from enforcing authority.
- Make provisions for individuals or groups to file cases against the violators/perpetuators when human dignity or equity is affected.
- Penalty for violation of Act has to be increased against the offence.

6. Bring the issue of manual scavenging under the purview of Human Rights Laws

Manual scavenging should be seen as violation of Human Rights and Legal provisions should be accordingly modified and action should be taken against the violators *suo-moto*. In India we have several legislations that facilitate communities to access their human rights to lead dignified lives. Similar provisions and systems are there for Safai Karamcharis also.

7.Ensure representation to the SK communities in the SC/ST Commissions

Even though the 95% Safai Karmacharis are Dalits and women, they are not represented in the SC/ST commissions. The SC/ST commission is not pro-actively taking up the issues of Safai Karmacharis.

8.Undertake a Review of Rehabilitation

Government of India has spent Billions of Rupees on rehabilitation. This has not yielded the expected results. It only shows that the model of rehabilitation adopted is inappropriate and does not take into serious consideration the needs, problems and aspirations of the community. Therefore, we suggest the following:

- Undertake a systematic review of all the rehabilitation models and processes to design alternative livelihood programmes/schemes keeping in view community perspectives and conditions.
- Table status reports on the implementation of welfare and development measures meant for Safai Karamcharis' children and review the same.
- So far as the dependents of the safai karamcharis are initiate steps to start immediately special residential schools and make special provisions for scholarships to the children of persons engaged in unclean occupations.

9.Strengthen the National Commission for Safai Karamcharis with necessary powers

The National Commission for Safai Karamcharis Act 1993 which was enacted in September 1993 – under which a National Commission for Safai Karamcharis has been set up. Strangely, the Act laid down in Section 1 (4) that it will *cease* to have effect after 31 March 1997, thus necessitating amending Acts and Resolutions from time to time to extend its validity and term of office of the Commission. Under Section 8 of the Act, the function of the Commission is to recommend to the Central Government specific programmes of action towards elimination of inequalities in status, facilities and opportunities for Safai Karamcharis under a time bound action plan; study and evaluate the implementation of programmes and schemes relating to social and economic rehabilitation of Safai Karamcharis and make recommendations to Central and State governments; investigate specific grievances including non-implementation of law in its application to Safai Karamcharis and take up the matter with the concerned authorities . It has also been provided that the Central Government shall consult the Commission on all major policy matters affecting the Safai Karamcharis and that the Annual Report of the Commission is to be placed before the Parliament. The Act has conferred no powers at all on the Commission except that of calling for information, thus reducing the

Commission to an advisory body bereft of any real authority. In the result, this legislation has had very little impact on the conditions of the manual scavengers in the country. The issue of safai karamcharis is not only related to eradication of manual scavenging, but is of a holistic development of the most marginalized section of our society and therefore needs to be focused for a longer period. Therefore, the NCSK should be given a **permanent status** with judicial and executive powers.

We, therefore recommend the following.

- To grant necessary judicial and executive powers to the Safai Karamcharis Commission.
- To make State Governments accountable for eradication of manual scavenging and provision of alternative livelihood in coordination with NCSK.

10. Financial allocation for complete liberation and sustained rehabilitation of Manual Scavengers

Principles to be adopted for the Scheme 'SWABHIMAN' – Complete Elimination of the practice of Manual Scavenging:

1. This Scheme is proposed for Complete Elimination of the practice of Manual Scavenging, based on the official statistics of the Ministry of SJ&E, 676009 persons.
2. The scheme underscores the need to stop the practice and declare a manual scavenging free India in the time frame of the 11th plan.
3. The scheme makes plans for:
 - a. Immediate relief measures to the family of the manual scavenger on release from the task.
 - b. The sustained rehabilitation of the employed manual scavenger and family.
 - c. Education of children
 - d. Survey, Research and Coordination
 - e. Housing for Safai Karmacharis
4. The financial allocation is made based on present day costs to set up enterprises for a decent livelihood.
5. Owing to the fact that most manual scavengers live in the urban, semi urban and Major Panchayats and are least used to agricultural work, the potential for their rehabilitation is most from self employed enterprises, education and future employment.
6. It is assumed that about 20% of the 6,76,009 persons and their families would be able to take up **viable enterprises** of a higher order, while about 60% will be able to take up smaller **self-employment** schemes and the remaining 20% will need to

be rehabilitated to other non-manual scavenging permanent jobs in the panchayats and municipalities.

7. It is important that all potential young people who can continue higher and professional education needs to be supported over the next five years to undertake studies. Adequate reservation of seats and financial allocation should be made for the same in the 11th plan.
8. Adequate institutional facilities, reservation and budget allocation should be made available in the 11th plan to ensure that all children from 6-18 years complete education upto higher secondary schooling during the plan and subsequently so that the coming generation would not enter the same occupation.

10. a. Costs for survey, research and coordination

1. National Survey

Estimated cost Rs.6.4 crores on notional basis based on the analogy of the survey conducted in the State of Gujarat by TISS @ 17 Lakhs.

An average of Rs.20 lakhs per state and Rs.10 lakh per UT the cost comes to

No. of states 29 X 20 lakhs	=	Rs.5.80 crores
No. of UTs 06 X 10 lakhs	=	<u>Rs.0.60 crores</u>
		<u>Rs.6.40 crores</u>

2. Appointment of Nodal Agency

For monitoring the progress of schemes/activities relating to eradication of manual scavenging, the Ministry/Department selected as nodal agency can do the job with the help of the available staff/infrastructure no extra exchequer except traveling is involved and that too may cost Rs.5 crores per year.

No. of years 5 X Rs.5 crores	=	<u>Rs.25 crores</u>
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3. Strengthening of NCSK

To strengthen NCSK one time infrastructure grant of Rs.2 crores and Rs.10 crores for the additional staff and office automation for whole planned period in addition to the 2 crores per year of the 10th plan i.e. additional requirement of Rs.12 crores

4. Techno Development

Rs.10 crores + funds could be sought on research projects from M/O Science and Technology.

5. Regularization of safai Karmacharis/sanitation workers

State Governments have to arrange for their Urban Local Bodies from their 11th Plan resources. The funds could also be utilized under the SCP for SCs given to each States.

6. Housing

For the 11th plan 5 lakh houses at the average cost of Rs.70,000 will need Rs.3,500 crores each year Rs.700 crores per year.

10. b. Budget allocation for complete liberation & rehabilitation of persons engaged in manual scavenging

1. Entrepreneurship Development – 20% of 6,76,009 persons – 30,680 per year x 5 years @ Rs.2,00,000 each.

2. Self Employment Programmes – 60% of 6,76,009 persons - 81,121 per year x 5 years @ Rs.1,00,000 each

3. Permanent, dignified (non scavenging) employment for 6,76,009 (1 person from each family will be given job in the respective local bodies) @ of Rs. 50,000 per year x 30,680 persons per year x 5 years.

4. Higher and professional education to 6,760 undergraduates/graduates - 1% of 6,76,009 families is assumed to have at least a child with the potential to take up such education @ Rs.100,000/- x 5 years x 6,760 persons

5. Schooling up to higher secondary (it is assumed that at least one child per family should be supported for further schooling up to the higher secondary grade, which may go beyond the 11th plan too). Quality education in residential schools are strongly suggested at the rate of Rs. 12,000 per year x 5 years x 1,33,850 persons. Minimum 100 residential schools have to be initiated in 11th Plan.

6. Immediate Relief to all 6,76,009 families to sustain themselves immediately after moving out of the manual scavenging employment. This will be provided to all families who give up the occupation @ Rs.7500/- x 1,35,202 persons x 5 years.

7. Awareness creation and community mobilising @ Rs.500 per person for 6,76,009 persons.

10 C. Proposed/Additional Monetary Allocation for 'SWABHIMAN' - Complete elimination of the practice of Manual Scavenging - 2007-2012					
No.	Scheme	Amount (Rs.)	Persons	years	Total Cost (in Rs. Crores)
I	Survey, Research and Coordination				
1	National Survey - 29 states	2000000	29	1	5.80
	6 Union Territories	1000000	6	1	0.6
2	Appointment of Nodal Agency	50000000	1	5	25
3	Strengthening of NCSK - office automation, additional staff for 5 yrs				12
4	Techno Development				10
5	Housing for those engaged in SK work @ Rs. 70,000 per year for 5 yrs	70000	100000	5	3,500
II	Programme for Complete liberation and rehabilitation of persons engaged in Manual Scavenging				
6	Entrepreneurship Development - 20% of 6,76,009 persons engaged in MS	200000	30680	5	3,068
7	Self Employment Programmes - 60% of 12,00,000 persons engaged in MS	100000	81121	5	4,056
8	School up to Higher Secondary	12000	133850	5	803
9	Higher and Professional Education - Financial assistance	100000	6760	5	338
10	Immediate Relief- to all MS families engaged in MS and willing to leave the MS work	7,500	13520 2	5	507
11	Awareness Creation-Community Mobilizing	500	676000	1	34
	Total Allocation suggested				12,359

III	Permanent, dignified (non scavenging) employment				
	For 1 person from each family will be given job in the respective local bodies	6,76,009	50,000	5	16,900

II. Sewerage Workers

The Sub Group considered all matters related to the working conditions of Sewerage workers and have come to suggest the following improvements needed. They are:

- i. Developing new technologies
- ii. Develop safety measures
- iii. Develop welfare measures

1. Technological innovations

- Develop technologies that will eliminate the need for workers to enter sewers
- GOI has to form a study group to understand the latest technologies in sanitation systems in vogue in developed countries
- GOI has to set up an autonomous research and development establishment under separate ministry.
- Technological inputs have to be adopted with proper accountability
- Training component has to be incorporated in implementation process.
- Establishment of National Technology mission to implement the appropriate sanitation technologies with due care of the following aspects
 - Use of preventive maintenance of sewer lines using advanced technology.
 - Use of chemical detectors for workplace assessment
 - Use of screeners to prevent entry of solid non degradable matter
 - Use of mechanical supports to replace/prepare bamboo khapchi

2. Safety Measures

- Safety and health audit must be conducted periodically.
- Accident investigation procedures have to be revised.
- Workplace exposure assessment for toxic contaminants must be conducted.
- All workers must be covered by focused medical surveillance before and
Develop technologies that will eliminate the need for workers to enter sewers

III. Sanitation Workers

Sanitation work is necessary for maintaining cleanliness in the country. But employing SCs and STs only as sanitation workers is tantamount to practicing caste system. Perhaps for this reason even advanced technologies have not been applied in civic and sanitation work. The sub Group calls not for displacement but removal exploitative situation in sanitation work.

1. Regularise all Sanitation workers

Sanitation is a perpetual activity under any civilized society. We therefore recommend:

- The regularization of all the civic and sanitation workers who have completed the minimum 280 days of service.
- In places and situations where contract work cannot be removed, we suggest that contracts be given to Sanitation worker cooperative and Self Help Groups.

2. Adopt attractive welfare measures

Sanitation workers should not be engaged to clean or clear human excreta.

After 6 years of service taking into consideration education/skills sanitation workers should be promoted to other dignified jobs.

20 members or more should have group insurance and canteen facilities.

3. Protect Women Sanitation Workers

Some studies have revealed that violence against women by contractors is high. This should be prevented. Women should not be employed on night shifts. Establish Nano Technology mission for developing appropriate sanitation technologies

In order to improve the working conditions of the sanitation workers we suggest the following:

- GOI has to form a study group to understand the latest technologies in sanitation systems in vogue in developed countries.
- GOI has to set up an autonomous research and development establishment under a separate ministry
- Technological inputs have to be adopted with proper accountability
- Training component has to be incorporated in the implementation process.
- Establish a National Technology mission in collaboration with the ministry of science and technology and urban Development ministry to implement the appropriate sanitation technologies with due care on the following aspects
 - Use of preventive maintenance of sewer lines using advanced technology
 - Use of chemical detectors for workplace assessment
 - Use of screeners to prevent entry of solid non degradable matter
 - Use of mechanical supports to replace/prepare bamboo Khapchi

4. To engage sanitation workers at disaster situations (as in Tsunami).

There is need for a national policy on utilizing the services of sanitation workers during disaster situations. Their services should not be restricted only to civic and sanitation work. They should provided with skills or upgrade their skills with proper orientation to address and efficiently manage relief activities. The designation of those adopting the different skills should be changed and they should be given incentives such as extra wages through the rest of their service period. Their pay scales should be upgraded on par with other emergency services such as the fire services and defense services. In all of this caste-based discrimination and untouchability should be punished.

IV. General Recommendations related to Education, Employment and Health Facilities

The Sub Group has the following recommendations to make that are applicable to all the Safai Karamcharis and their dependants. Again our recommendations are classified under the fields of Education, Employment and Health

1. Educational

- Create special quota for SKs in Teacher Training Institutions, Hotel Management colleges/community colleges, Nursing schools and, Air Hostess and Pilot Training Centres and all other professional colleges
- Start Residential Schools for SK children
 - (Navodaya/in the pattern of Ekalavya Schools
 - Scholarships/uniforms/books & stationary/bicycles
 - To encourage 7th passed girls to continue their education along with the above provisions their parents have to be given incentives to prevent them to engage their daughters again in manual scavenging
- Give monthly maintenance amounts/scholarships and for hostels (linked with inflation DA)
- Undertake measures to improve the standards of education through providing special coaching to the children from secondary school.
- Start special coaching centers to teach SK children.
- To provide the Safai Karmachari children to study, every Basti should have reading and study centers. Appoint volunteer teachers drawn from the community. Give salaries to volunteer teachers from the panchayats grants Educational centres for drop outs
- Special remedial measures such as anti discrimination policies should be in place to address discrimination of SK children at schools-
- Sarva Siksha Abhyan should focus on SK s children
- Start Residential and vocational centers for SK youth (Girls and Boys)
- Provide Free education for two generations at all levels

- At least in 300 districts educational institutions should be established with Grant in Aid
- The component of discrimination-free education should be focused in all schools
- Improve vocational skills through training to access Government schemes. Special coaching should be imparted to meet local needs eg. Training in Mid wifery.
- Provide incentives to parents to send children engaged in manual scavenging.
- Give special grants to educational institutions to promote extra curricular activities such as games, Sports and other creative skills

2. Rehabilitation and Employment

- Family must be considered as a Unit for rehabilitation
- SHGs have to be given special focus
- Association with cooperative movement must be established
- EDP should be a priority loaning sector--subsidies and margin money should be according to the need/requirement
- Regular review of the project cost for their economic funding of the ratio of grant and margin money must be conducted and there should be inbuilt mechanism in implementing mechanism to ensure this component.
- Provide more licenses to SKs to set up Fair price depots.
- Government Departments must compulsorily (on a priority basis) buy goods produced by SKS
- Strategies to deal with economic exclusion must be explored.
- Technical/ Vocational trainings
- Promotions to SKs after 6-10 years of service. Educated SKs have to be given priority in career development

3.Liberated sks (who have left manual scavenging work) have to be provided with provisions un till they are given alternative jobs

- Provide shelters to women manual scavengers in case their families are not supportive.
- Details of persons rehabilitated, persons applied for rehabilitation and persons identified for rehabilitation should be available in the concerned departments that implement rehabilitation schemes. The same information should also be available on the net.

NSKFDC is the apex body which designs and promotes and monitors the rehabilitation programme at state level in cooperation with SCDCs. To create backward and forward linkages, market survey/demand survey should be conducted as a matter of policy in each town where rehabilitation is being implemented. For eg. the maximum amount give for buying autos at present is 50,000. Whereas the actual cost is much more.

Entrepreneurship Development programmes (EDPs) should not consider the individual as the unit but the family as the unit. Training portion to be borne by NSDFC. Loan to be repaid in affordable installment not less than 10 years. During the training period attractive stipends should be given.

4.Health

- Regular health camps should be conducted in SK communities
- Free medicines should be given to ms
- For women periodic gynaec tests should be conducted
- De-addiction camps should be organized
- Treat sanitation workers in medical centres as technicians and upgrade scales accordingly
- Sanitation workers are exposed to medical work hence training in nursing and other related vocations should be given to promote them

5.Special programmes for Women Development

- All welfare/ development schemes must have special focus on girl children
- Campaign must be conducted against the brutal violence on women and girl children
- Vocational trainings--special design for girls, keeping in view their needs and situation

6. Recommendation to create awareness in civil society through the electronic and other media

There is a need for cleanliness consciousness and assumption of sanitary self-responsibilities among the general public. Towards achieving this we recommend the initiation of campaign on the lines of 'Pulse Polio' across the country. Such a campaign should address issues of self-esteem and human dignity, highlighting the humanistic and legal aspects.

Conclusion

The subgroup has discussed the concerns of the members who are engaged in traditionally scavenging occupations viz. persons engaged in manual scavenging, sewerage workers and sanitation workers. These occupations carry the stigma of work and descent and we consider it essential that the 11th plan takes adequate measure for the complete eradication of manual scavenging, total relief and sustainable rehabilitation of persons engaged in manual scavenging and effective measures for dignity and development of persons engaged in other sanitation works.

The subgroup has made detailed financial planning for persons engaged in manual scavenging and recommend that adequate and effective measures are taken within the period of the 11th plan for ending the unconstitutional and inhuman practice of manual scavenging.

The subgroup recommends that adequate allocations are made for sewerage and sanitation workers and their families to improve their living and working conditions.

The subgroup has also made general recommendations on education, employment and health facilities.

The recommendations also include financial plans for survey, research and coordination.

We recommend that these measures will be taken up in true spirit so that the concerns are addressed fully during this plan and an evaluation of the measures will be done at the end of the plan period.

The nation should celebrate as a 'manual scavenging free nation' in the 65th Independence Day on 15th August 2012.