



Instructions Manual
Concept, Definitions and Procedures
For
Survey on Manual Scavengers
in
Statutory Towns

Government of India
Ministry of Social Justice and Empowerment
Department of Social Justice & Empowerment

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CHAPTER-I

INTRODUCTION:

The obnoxious practice of manual scavenging, i.e. carrying, cleaning and disposing of human excreta by human beings still persists in the country. House listing data on Census 2011 conducted by Registrar General of India (RGI) revealed that there were 5,86,067 households in rural areas and 2,08,323 households in urban areas with insanitary latrines in which night soil is removed by humans. Similarly there were 3,72,009 households in rural areas and 9,42,643 households in urban areas where the night soil is disposed into open drains.

The National Advisory Council (NAC) in its resolution dated 23rd Oct.2010 has urged the Central Govt. to fully abolish the practice of manual scavenging by the end of 11th Plan period. The resolution, inter alia, recommended conducting a fresh survey in every State and UT with wide public involvement to find out remaining dry latrines and manual scavengers.

Finally a committee under the Chairmanship of Secretary, Ministry of Statistics & Programme Implementation and the Secretary M/o Social Justice & Empowerment as its Co-Chairman constituted on 4th April'2012 to recommend the modalities for conducting a survey on manual scavengers and their dependents in light of Census, 2011 and socio-economic caste census under process. The Committee submitted its

report on 19.6.2012 which has been accepted by the Ministry. Based on recommendation of the Committee the survey on manual scavengers and their dependents would be conducted **straightway in the statutory towns**. The scope of the survey would be limited to (4041-495= 3546) statutory cities/towns where the Census, 2011 has pointed out the existence of insanitary latrines.

AWARENESS CAMPAIGN:

Publicity: For seeking necessary co-operation from the public in general and the manual scavengers in particular, there is a need for giving wide publicity about the survey for identification of manual scavengers through pamphlets, posters, hoardings at public places such as Municipal office, railway station, bus stands, hospitals/dispensaries, news papers, television, radio etc. Wide publicity about the survey should be made especially in wards/bastis/pockets/mohallas of 3546 cities/towns where there is an incidence of insanitary latrines/habitation of manual scavengers.

The awareness campaign would basically invite manual scavengers to declare themselves at designated places at specified date and time to have their details recorded by Data Entry Operators and Enumerators appointed for the purpose. A Toll-free helpline would also be established to address the queries of manual scavengers.

CHAPTER-II

Geographical Scope and Objectives of the survey

Geographical Scope of the Survey:

The Survey would be conducted in the 3546 statutory cities/towns of 34 States/UTs of the country where the Census 2011 has pointed out the existence of insanitary latrines. The survey will not be conducted in Lakshadweep as there is no insanitary latrine reported by Census, 2011.

Categorization of Statutory Cities/Towns according to No. of Insanitary Latrines is given below :-

S. No.	Number of Households having insanitary latrines	Number of Cities/Towns
1	0	495
2	1-999	3351
3	1000-9999	184
4	> = 10000	11
	Total	4041

Procuring the list of Wards/Maps having insanitary latrines:

(a) The State Govts./UT Administrations/Local Authorities would procure the list and the maps of wards/pockets of Cities and

Towns having insanitary latrines from the Regional Office of Registrar General of India. The list and the maps of such wards/pockets assigned to the enumerators should be given to them to conduct the survey.

(b) The data entry operators, enumerators and supervisors may be provided the following kit items by local Authorities during their training programme.

(i) Bag for carrying all the items,

(ii) Ball pen of good quality for writing,

(iii) Writing pads to note down necessary information relating to survey work.

(iv) Ink pad for thumb impression of the manual scavengers,

(v) Blank survey forms in adequate number,

(vi) One copy of Instructions Manual.

(vii) list of S.Cs./S.Ts./O.B.Cs. in a State/UT.

(c) In case the Ward/Enumeration Block (E.B.) wise data pertaining to insanitary latrines is not procured from the Regional Office of R.G.I. then Municipality/Town Level Survey Committee will prepare a list of Bastis/pocket/ward etc. where there is a concentration of insanitary latrines/habitation of manual scavengers with the help of N. G. Os. working for scavengers/Safai Karmcharis or any other knowledgeable persons and provide the same to enumerator for conducting the survey.

Objectives of the Survey:

To identify the persons who are still engaged in manual scavenging, which, would include:

- (a) Those covered under scheme for Rehabilitation of manual scavengers (SRMS) but who have not yet actually given up manual scavenging, and
- (b) Those not covered under SRMS;
- (c) To ensure that all genuine manual scavengers are identified, and at the same time, possibility of inclusion of non-genuine scavengers is minimized, if not eliminated.
- (d) To ascertain the social, economic, educational, health and skill status of the identified manual scavengers and their willingness for taking up alternative self-employment ventures.
- (e) To ascertain details of the insanitary latrines, open drains, etc., cleaned by the manual scavengers, identified as above.

CHAPTER-III

Guidelines for Field Staff to conduct the Survey

About The Enumerators' Manual

The success of every survey rests on the shoulder of field staff who is responsible to undertake the field work. Field staff is required to work with utmost care, sincerity and dedication. The field work of the survey on manual scavengers and their dependents is to be conducted by data entry operators/enumerators. Their work will be supervised by the Supervisors. To elicit the authentic information from the informants, following guidelines are prescribed for Enumerators and Supervisors.

This instructions manual is a broad guidelines for filling up the survey form pertaining to manual scavengers.

Survey form: Although every attempt has been made to cover all the issues which may generally be encountered in filling up the survey forms, there may be rare occurrences when there is some ambiguity. You are requested to check with the supervisors or Nodal Officers of the state/city/town for clarifications. You may also contact the Cell at Ministry of Social Justice & Empowerment, R. K. Puram, New Delhi. Please read this manual carefully before you start the data entry/enumeration work.

It is advisable that you carry a copy of this manual with you during the survey. The main duties of an Enumerator before, during and after conduct of the Survey are detailed below:

Before you begin collecting data for the Manual

Scavengers:

- Attend the training classes, study the survey form and manual carefully and understand all the instructions thoroughly. If any part of the instructions is not clear, ask your trainer or supervisor for clarifications.
- Obtain all the material needed for the Survey which also includes the List of the wards, maps containing the details of insanitary latrines.
- Ensure that you have been issued an Appointment Letter in the prescribed format and duly signed by the competent authority.
- Ensure that you have been issued an Identity Card in the prescribed format and duly signed by the competent authority.
- You should always carry your Appointment Letter and display your identity card whenever at the designated center for self declaration or whenever you go for survey work.

- In order to ensure complete coverage of all the scavengers please keep with you the details of wards/maps and number of insanitary latrines.
- Before undertaking the survey work, please establish proper rapport with the people of your assigned wards where manual scavengers reside by contacting elderly and prominent persons and explaining to them the purpose of the survey/your visit.

During the collection of information for manual scavengers:

Self-Declaration by Manual Scavengers:

- Pursuant to the awareness campaign, manual scavengers would be expected to file declarations/claims of being manual scavengers at designated place(s) during the specified period. Designated places should as far as possible be close to the wards/bastis/areas where manual scavengers reside.
- Chief Executive Officer of Municipalities will designate officers for recording information of manual scavengers in a personal computer available at the designated places. The Local Authority (Municipality/Cantonment Board) would notify designated places, dates and time for recording information from manual scavengers by Data Entry Operators/Enumerator(s). It would also be ensured that at least one enumerator and one data entry operator will be

available at designated places. A copy of the form filled in would be instantly given to the respondent for his/her information and record.

- In addition to self-declaration by manual scavengers at designated places as above, the Local Authority may also, in appropriate cases, direct house-to-house visit in the bastis of manual scavengers by enumerators to record their declarations.

If no manual scavengers come forward to self declare themselves and none could also be found in the house- to - house visit by enumerators, the Local Authorities may also, in appropriate cases, direct the identification of household with insanitary latrines and the names and addresses of the manual scavengers engaged in cleaning such latrines would be obtained from the households. The enumerator would thereafter visit the households of such manual scavengers and record his/her information in the prescribed form.

The information in respect of manual scavenger would also be obtained from NGOs working locally. Any list of manual scavengers provided by NGOs directly to the State Government or sent to the State Government by Central Government would also be verified during the survey by the enumerator. If on verification such persons are found to be engaged in manual scavenging, the details in this regard would also be recorded by the enumerators and a record thereof would be maintained in the office of Local Authority.

Verification by Enumerators:

- 100% verification of all self declaration forms will be done by the enumerator by paying a personal visit to houses of manual scavengers.
- He/she will be carrying a hard copy of filled in survey form to verify the information recorded therein at time of self declaration by manual scavengers.
- When you visit any family of scavenger, never rush through the questionnaire.
- Always approach the respondent with a smile and proper salutation.
- Introductory dialogue for the enumerator:

"Good morning. I am <enumerator name>.

I am here to solicit your participation in helping us verify/ collect¹ data for the manual scavengers, details of location of insanitary latrines/open drains. The information you give will be compiled to help the government to formulate policies/schemes for rehabilitation of manual scavengers and their dependents.

¹ Verification of the data where the data has been captured at the camp during self declaration by manual scavenger. Collection of data in those cases where the enumerator is capturing data afresh such as door to door survey in bastis of manual scavengers or based on information given by NGOs or owners of insanitary latrines.

The information we collect will be displayed at various places in the Municipal corporation/council office and can be verified at the ward offices subsequently."

- Explain briefly the objectives of your visit and then proceed with your brief introduction.
- Please show your identity card to the respondent before you begin the verification of survey form.
- Your friendly appearance, courtesy and a few well chosen words can put the respondent at ease and in a right state of mind to answer all your questions willingly and correctly. This will also make your job easier, interesting and useful.
- Do not collect information from a non-household member or through a group of persons.
- Be polite (especially do not get into a confrontation with the respondent; never force the respondent).
- He/she should be well conversant with local language and traditions of the area under survey.
- He/she should see that minimum possible time is taken to complete survey form, so that the informant may not become hostile.
- While visiting personally the house of informants/owners of insanitary latrines, his/her convenience may be kept in mind.

- Please do not discuss or reveal the information given by one person to other person/family.
- Do not assume any information on your own. Ask the respondent and note down only the information that she/he provides.
- Do not prompt the respondent or ask leading or suggestive questions. However, probe properly to get the responses as per the concepts and definitions given at chapter-IV.
- The respondent may not know the answers to all the questions. In such cases, the respondent may be encouraged to consult with other knowledgeable members of the family.
- The grievances of the informant may be listened patiently. Care must be taken to explain your own position into the matter amicably.
- Be honest (especially don't promise benefits or make false promises)
- Visit each and every house of the manual scavengers and the owners of insanitary latrines/open drains.
- Ensure that no house of the manual scavengers is omitted.
- In case you are not able to contact a particular informant after repeated visits, the Supervisor must be informed with the name of head of household and reason for unavailability of informant.

- Always ask about the well being of informant and his/her dependants before proceeding to conduct the survey. In case some sad incident is reported, be kind and sympathetic toward respondents.
- He/she should rely on the information furnished by the informant. There is no need to ask for any documentary proof for the correctness of the information. However sincere efforts may be made to get authentic information from the informant.
- Be sensitive while asking questions to verify the survey form of the female informants.

After the completion of the survey by enumerators:

- All the verified survey forms must be submitted by enumerators to their respective supervisors for their sample check.
 - The supervisors will follow the following guidelines for sample check of survey forms.
 - Sample checks of the work done by the enumerators would be carried out by Supervisors designated by the local authority for the purpose, on the basis of random selection, to the extent shown below : -
- (a) 100% check will be done by the Supervisors in 3351 cities/towns, having less than 1000 households with insanitary latrines,

(b) 50% of the declarations verified by each enumerator will be checked by the Supervisors in 184 cities/towns having 1000 to 9999 households with insanitary latrines as follow:

(b) (i) All the survey forms verified by the Enumerator may be arranged alphabetically on the basis of names of the respondents, i.e. the name of the respondent starting from 'A' will be followed by the names of the respondents starting from 'B', 'C', 'D'.....etc. Then all these forms will be given running serial numbers, i.e. 1 to n where n is the last serial number of survey forms. Now in case of 50% sample check, the survey forms assigned the serial number 1, 3, 5, 7, 9.....etc. will be checked.

(c) 33% of the declaration verified by each enumerator will be checked by the Supervisors in 11 Cities/Towns having 10,000 or more households as follow:

(c) (i) In case of the survey forms where the 33% checking is to be done by the Supervisor, similar procedure as prescribed at (b)(i) to assign the running Sl. Nos. will be followed. Then , the survey forms containing Sl.No. 1, 4, 7, 10, 13,.....etc. will be checked by the Supervisor.

(d) In case of categories listed at (ii) & (iii) above, if sample check of the work of any enumerator reveals an error of >10%, a 100% check of his work will be carried out by the Supervisor.

Sample checks by Supervisors:

- The Supervisor will carry the verified survey forms to check the correctness of information contained therein.
- The supervisor should carry invariably the copy of the Instructions Manual.
- He/she should see that minimum possible time is taken to check survey form, so that the informant may not become hostile.
- The Supervisor will personally visit the house of respondents /owners of insanitary latrines along with the survey forms verified by the Enumerator to check correctness of the information.
- While visiting personally to the house of informant to check the furnished data, his/her convenience may be kept in mind.
- Manual scavengers and their dependents may be explained about the necessity of his/her personal visit to verify the correctness of the information furnished by the respondents and verified by the Enumerators.
- He/she should be fully trained before drafting them to the field for sample check of the survey work. The local body under the guidance of Collector/District Magistrate will organize one day training for Supervisors.

- The Supervisors should be well conversant with the concept and definitions as given at **Chapter-IV**.
- In case the Supervisor faces any serious problem in conducting sample check of the survey forms, he should immediately contact his seniors to seek their guidance.
- The items and blocks of the survey form are self explanatory. Some of the terms have already been defined in Chapter-IV. Information should be checked as per the concept and definitions provided in Chapter-IV of the instructions manual.
- The data captured by the DEO earlier, would be updated with respect to the verification of the enumerators and supervisors.

CHAPTER-IV

Concepts and definitions

Definition of Manual Scavenger:

Manual Scavenger means a person engaged or employed on regular or frequent basis by an individual or a local authority or a public or private agency, for manually cleaning, carrying, disposing of, or otherwise handling in any manner, human excreta in an insanitary latrine or in an open drain or pit into which human excreta from insanitary latrines is disposed of, or on a railway track, before the excreta fully decomposes, and the expression “manual scavenging” shall be interpreted accordingly.

Explanation:-

(i) For the purpose of this definition, being “engaged or employed” means being engaged or employed on a regular or frequent basis.

(ii) A person engaged or employed to clean excreta with the help of appropriate devices (like high pressure water jet etc.) and using proper protective gear, will not be deemed to be a ‘manual scavenger’.

“insanitary latrine” means a latrine which requires human excreta to be cleaned or otherwise handled manually, either in situ, or in an open drain or pit into which the excreta is

discharged or flushed out, before the excreta fully decomposes:

Provided that a water flush latrine in a railway passenger coach, when cleaned by an employee with the help of appropriate devices (like high pressure water jet etc.) and using proper protective gear will not be deemed to be an insanitary latrine.

There may be the cases where a person is engaged or employed to clean human excreta with the help of high pressure water jet and using protective gear. Such type of persons will not be considered as manual scavengers for the purpose of survey.

Manual Scavengers are usually self employed or contract employees. "Self employed" means a person who scavenges a group of households" dry latrines or drains etc. in a particular ward, for payment in cash and/or in kind, by the house-owners. Contract employees would normally be those who are hired through contractors, by a municipal body or any other organization or a group of house-owners, to scavenge individual or community dry latrines and open drains where night soil is disposed.

Safai Karamcharis:

Safai Karamcharis normally include persons engaged as 'sweepers' or 'sanitation/cleaning workers' in municipalities, government and private offices. They may be direct employees of these bodies (municipalities, government/private sector organizations) or may be contract employees who happen to be working for these organizations. However, Safai karamcharis, per se, are not manual scavengers. All manual scavengers are safai karmcharis but all safai karmcharis are not manual scavengers.

Concept and definitions:**Insanitary latrine:**

Following insanitary latrines shall be covered for the purpose of the survey where:-

- (i) Night soil is removed by human.
- (ii) Night soil disposed into Open drains.

Open drain:

Open drain is one, wherein the human excreta is discharged or flushed out before the excreta is fully disposed. However, water flush in railway passenger coaches etc. where human excreta flushed with the help of appropriate high pressure water jet etc. will not be considered as insanitary/dry latrine.

Income in food grains/ or any other kind:

The imputed value of food grains and other goods received in kind are to be evaluated at current market price of the locality.

Literate :

A person aged 7 years and above who can read and write in any language with understanding is literate. It is not necessary for a person to have received any formal education or passed any minimum educational standard. The blind people who could read in Braille are to be treated as literate.

Not literate:

A person is illiterate, who can neither read nor write or can merely read but cannot write in any language. All children of age 6 years or less should be treated as illiterate even if the child is going to a school and may have picked up reading and writing.

'Unclean' Occupation:

'Unclean' Occupation for the purpose of pre metric Scholarship are categorised (1)Manual scavenging pursued upto or after 1.1.1997 or the date of "The Employment of manual scavenger and constructions of dry latrines (prohibition) Act 1993" came into force in the States/UTs, (2) Tanning and (3) Flaying.

CHAPTER-V

Publication of list of manual scavenger

Filing up claims and objections to the draft list –

All the verified forms will be submitted by the supervisors in the Office of Local Authority who will prepare a list of manual scavengers in the town/city and publish it in local newspapers and displayed in its own office and at the offices of the local Tehsildar and the Sub-Divisional Officer (also, the Collectorate in case of district headquarter). Local Authority would call upon members of the public to file claims and objections vis-à-vis, the list, within a period of two weeks, in prescribed form. Form for filing claims & objections would be made available to the applicants free of charge on demand at the designated place(s), as also through the website of District/Local Authority. A claimant or objector may support his/her claim with documentary evidence. The District Collector would notify officers not below the rank of Tahsildar/Block Development Officer for enquiring into claims and objections received and giving their findings. Summary hearings would be conducted by such officers. They may also order free verification by a suitable functionary, if necessary. After summary hearing and such further verification (if ordered), the officer would pass an appropriate order, accepting or rejecting the claim/objection,

as the case may be. A copy of the order would be given to the persons concerned.

Publication of Final List of Manual Scavengers

After settlement of claims & objections by the Competent authority, the local authority would carry out necessary corrections in the draft list and transmit it to the Town-Level Survey Committee for its consideration. Once the Town Level Survey Committee is satisfied with the survey work carried out and the final list prepared on its basis, it would transmit it to the District Level Survey Committee for its approval. After the approval of the list by the District Level Survey Committee, it would be duly published at the offices of the municipality, tehsil, sub-divisional and district offices concerned, and local news papers, etc. The final list would also be uploaded on the website of the District and the State Government.

Compilation of Final Lists of Manual Scavengers at District, State and National levels.

The Town Level Survey Committee would submit finally published list of identified manual scavengers to the District Level Survey Committee. The District Level Survey Committee would cause compilation of lists of manual scavengers received from each Town and prepare a list of manual scavengers for the district which the District Collector will forward to the State nodal Department for the Survey. The State nodal Department would have the lists of manual

scavengers received from various districts, compiled and prepare a consolidated State list of Manual Scavengers for the consideration and approval of the State Survey Committee. After this approval, the State nodal Department would send the State List to the Ministry of SJ&E, which would compile the National level list of manual scavengers and publish it after approval of the National-level Survey Committee.

Preparation of Analytical Reports at the Town, District, State and National Level

After finalization of Lists of Manual Scavengers at town, District State & National levels, the Local Body, Collector, State Government/UT Administration and the Ministry of SJ&E would also prepare and publish in due course, suitable reports analyzing the respective Lists from various angles e.g. gender, geographical distribution, socio-economic, educational & skill status, aspirations of manual scavengers in regard to alternative vocation etc.
