

**Ministry of Social Justice & Empowerment  
Government of India**



सत्यमेव जयते

**Evaluation Study  
Self-Employment Scheme for Rehabilitation of  
Manual Scavengers (SRMS)**

**TRUAGRICO**

Evaluation Study

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# **EVALUATION REPORT**

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**TRUAGRICO**

**TransRural Agri Consulting Services Pvt. Ltd.**

# 1. Executive Summary

The Department of Social Justice and Empowerment is implementing a Central Sector Scheme, Self-Employment Scheme for Rehabilitation of Manual Scavengers' (SRMS). SRMS was launched in 2013 to rehabilitate the manual scavengers who could not be provided rehabilitation under the earlier scheme.

"Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013 (MS Act, 2013)" was enacted in September 2013 which came into force with effect from 06.12.2013. This Act provides inter-alia survey of manual scavengers and their rehabilitation. Under Section 13 of the "Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013" (MS Act, 2013) the identified manual scavengers are to be provided rehabilitation benefits which include one-time cash assistance, skill development training with stipend and loans with a subsidy for undertaking alternative occupations. Accordingly, SRMS was revised in November 2013 to provide the above rehabilitation benefits with the approval of Cabinet with implementation schedule 2013-14 to 2015-16. The scheme has been extended with the approval of SFC for a further period of up to 2020-21.

To assess the outcomes of the intervention and to improve the efficiencies and effectiveness of the programmes, the Ministry of Social Justice and Empowerment organises evaluation and impact assessment studies of its schemes. Also, the ministry treats evaluation of its policies, programmes, schemes, projects and interventions as an instrument of accountability. Considering the size and scope of the programme implementation, the policymakers and implementers must know the benefits and impacts of such development intervention. Further, issues and challenges limiting the effective implementation of the programme at the grass-root level can be diagnosed through a detailed micro-level data analysis and corrective measures can be outlined, accordingly.

**1. Objectives of the Evaluation Study:** The overall objective of the current study is to diagnose and aim to identify the factors contributing to success/ or failure of various interventions under the scheme and deriving lessons for improving the performance through mid-course corrections and better design of future programs.

The present study focuses on the specific objectives such as

- (i) Whether the liberated manual scavenger and their family members have completely given up manual scavenging after receiving One Time Cash Assistance (OTCA),
- (ii) The time taken for rehabilitation of the manual scavengers in getting alternative sustainable occupation after receiving One Time Cash Assistance (OTCA).
- (iii) To assess the impact of rehabilitation on the social status of liberated manual scavengers and their family,
- (iv) To study the effectiveness of assistance received under SRMS for self-employment and increase in monthly/annual income of the family,
- (v) Problems if any, faced by the liberated manual scavengers/dependents after liberation from the traditional occupation of manual scavenging,
- (vi) To study the educational level of the family members of the liberated manual scavenger.
- (vii) Scholarship received by the school going children of the liberated manual scavenger.
- (viii) Expectations of the liberated manual scavenger for complete rehabilitation.
- (ix) Social exclusion of children of identified manual scavengers in schools.
- (x) Health issues faced by identified manual scavengers.

- (xi) To assess the responsibility of railways to make the organization free of manual scavenging.
- (xii) To map the problems in scheme design if any.
- (xiii) To provide recommendations/suggestions for improvement of the scheme.
- (xiv) To assess the outcomes of the programme.

**2. Methodology:** The entire scope of the study has been divided into two categories; viz. studying the status of the scheme performance on key intended outputs and outcomes and to qualitatively and quantitatively map the actual contribution against the intended contribution of the scheme to National Development Priorities and SDGs.

All data collected through questionnaire were tabulated in response excel sheets electronically. A web-based survey was done through google forms which helped in the real-time tabulation of data collected in most of the states. Simple excel based statistical tools (Average, Frequency, Percentage Analysis etc.) were used along with the graphical presentation of data for proper visualization of the results.

**3. Major Observations:** These observations are based on a survey of Manual Scavenger who received One Time Cash Assistance (OTCA) across the selected states.

**3.1 Status of Budgetary Provisions:** It has emerged during the discussion with officials that the actual expenditure on the scheme depends upon the level of participation of states in the identification of Manual Scavengers. NSKFDC which is the implementing agency for the scheme on rehabilitation of manual scavengers has an adequate corpus fund.

**3.2 Socio-Economic Profile:** Interestingly, female participation was found considerable as compared to the male counterpart. The similar picture has also emerged from the primary verification. Also, it is found that around 74.7 percent of the beneficiaries are under the age of 45 years followed by 21.4 of the total sampled beneficiaries who have reported their age between 45 years and 60 years. The proportion of beneficiaries above the age of 60 years is limited i.e. about 3.9 percent. The average family size of the beneficiaries was about 5 members that are comparable with national figures.

**3.3 Release and Use of OTCA:** The study finds that about 94 percent of the beneficiaries have received the OTCA while 6 percent of them are still waiting. The main purpose of OTCA is to support the MSs during the period of rehabilitation. In 19.1 percent cases, it was found that OTCA money has been used for establishing small enterprises which is an interesting phenomenon.

**3.4 Income Classification:** While the actual change in income of the beneficiaries will be realized mainly after completion of training and employment in alternative occupation, yet there is a considerable shift in the income classification before and after the disbursement of OTCA among the beneficiaries. It is noted that the increase in the family income of most of the beneficiaries is because OTCA has supported them in switching to more remunerative employment opportunities.

**3.5 Child Education:** Most of the children i.e. 82 percent of the identified manual scavengers are studying in a government school and 17 percent are studying in private schools. There are only one percent students studying in NGO/ Trust run schools and private schools. All school-going children

have reported that they are receiving scholarships under state sponsored schemes with an average amount of Rs. 200/ month.

**3.6 Access to Loan:** Very limited proportion of the beneficiaries i.e. 9.8 percent had shown interest in availing loan facilities. Among those who applied for a loan, about 17 percent households reported that their loan is still pending while 6 percent have stated that their loan application was rejected mainly due to lack of proper and required documents. Irrespective of the purpose for which loan was taken, the beneficiaries have utilized the loan amount for their personal/ consumptive purpose in a larger extent i.e. 73 percent. Only 24 percent respondents have used the loan for starting a business.

A large proportion of respondents (90.2%) did not show interest in availing a loan. The major reasons behind such reluctance were lack of confidence of getting a loan (45.7% cases) followed by lack of interest (23.4%) and lack of awareness (13.2%). Around 1.8 percent respondents did not apply for a loan due to lack of confidence of getting a loan and 3.7 percent did not approach bank as they had defaulted previously.

**3.7 Health Issues:** The study pointed out that manual scavengers are facing several health-related issues. Around 59.8 percent of the respondents are reportedly facing severe health problems. It was found that Limbs Infection and Respiratory problems were the two major diseases in 28 percent and 27 percent beneficiaries respectively. The other common problems faced by the beneficiaries were eye infection followed by, Gastro-intestinal problems and skin diseases. It may be noted that to address the health problems of manual scavengers, organizing free medical check-ups was included in the Scheme from 2018-19 onwards. NSKFDC has been organizing health camps to provide free medical check-up.

**3.8 Willingness to switch to alternative occupations:** While most of the beneficiaries have shown their interest in switching to some alternative job but there are 19 percent of the respondents who are of the view that doing the sanitary and cleaning related works with proper machine and equipment will be easier for them than switching to alternative occupation. It has been found that most of the beneficiaries i.e. 64 are aware of the MS Act 2013 which prohibits the manual scavenging. However, their awareness about the observance of safety measures as per the act is very meagre i.e. around 47 percent.

**3.9 Status of Insurance subscription:** The insurance not only support the concerned worker but also their family. An attempt has been made to understand the status of insurance facility among the beneficiaries. It has been found that on an average about 18.27 percent of the beneficiaries have availed insurance facilities. The respondents in Maharashtra and Madhya Pradesh have availed this facility in a larger extent with the proportion of about 54.1 and 46.71 percent respectively and followed by 34.66 percent in Karnataka. While in Punjab and Gujarat, there is no beneficiary with an insurance policy. The proportion of beneficiaries with an insurance policy in remaining states ranged from 2.85 percent in Uttar Pradesh to 31.6 percent in Kerala.

#### **4. Recommendations**

**4.1** It may be noted that the beneficiaries are not receptive to avail loans due to lack of entrepreneurial skills. The financial institutions as well as NSKFDC through their frequent interaction in awareness camps attempt to motivate the beneficiaries to avail loans, but usually beneficiaries or their dependent are not opting for it. However, it is expected that once majority of the beneficiaries are equipped with skill training, their entrepreneurial skills will be enhanced and demand for loan may arise. Hence, the NSKFDC may expedite the implementation of skill training component of the scheme.

**4.2** Keeping in view low education and awareness levels of manual scavengers and their hesitation in availing loan for self-employment projects, it is recommended that arrangements should be made for adequate handholding of the manual scavengers so that they can avail loans for self-employment and also run their projects efficiently.

**4.3** As many of the manual scavengers are not willing to shift to occupations other than sanitation related works, they should be assisted for availing sanitation related projects. Robust system of handholding, right from availing loan to employment of sanitation related vehicles/ machines, for making the projects profitable, should be put in place by roping in capable organisations.

**4.4** At present majority of manual scavengers are not willing to apply for loan due to their inhibition that the banks do not extend desired cooperation. Therefore, agreements should be made with major banks for extending loan to manual scavengers.

**4.5** Main reason for backwardness of the manual scavengers is their low level of education. Special drive should be started for enrolment of out of school children of school going age by involving social service organisations.

**4.6** It has been observed that manual scavengers are not willing to participate in Skill training and not to shift from their bastis to get other gainful employment. Therefore, possibilities may be explored to provide them skilling and gainful employment near their place of residence.

**4.7** There is limited coverage of individuals under social security program like an insurance scheme. Keeping in view this, a special program is needed to bring them under insurance policies. In a recently concluded Evaluation Study of "Social Security Scheme of Sheep Breeders sponsored by Central Wool Development Board (under Ministry of Textiles)" the team of TRUAGRICO found the scheme highly effective and widely accepted. Subsidised insurance facility for rehabilitated Manual Scavengers in association with LIC can be introduced under the SRMS scheme as well.



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