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**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2007-2008)**

FOURTEENTH LOK SABHA

MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

INTEGRATED LOW COST SANITATION SCHEME

[Action Taken by the Government on the Recommendations contained in
the Twenty Fifth Report of the Standing Committee on Urban Development
(Fourteenth Lok Sabha)]

THIRTIETH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

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URBAN DEVELOPMENT
(2007-08)**

(FOURTEENTH LOK SABHA)

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INTEGRATED LOW COST SANITATION SCHEME**

[Action Taken by the Government on the Recommendations contained in the Twenty
Fifth Report of the Standing Committee on Urban Development]
(Fourteenth Lok Sabha)

Presented to Lok Sabha on 17.4.2008
Laid in Rajya Sabha on 20.3.2008



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 2008/Phalguna, 1929 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2007-2008)**

Mohd. Salim - Chairman

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LOK SABHA

2. Shri Avtar Singh Bhadana
3. Smt. Botcha Jhansi Lakshmi
4. Shri Sharanjit Singh Dhillon
5. Shri Surendra Prakash Goyal
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RAJYA SABHA

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30. Shri Varinder Singh Bajwa
31. Shri Manohar Joshi

SECRETARIAT

- | | | | |
|----|----------------------------------|---|-----------------------------|
| 1. | Shri S.K. Sharma | - | Additional Secretary |
| 2. | Shri. S. Bal Shekar | - | Joint Secretary |
| 3. | Shri R. K. Saxena | - | Director |
| 4. | Smt. Anita B. Panda | - | Deputy Secretary |
| 5. | Shri Kulmohan Singh Arora | - | Committee Officer |

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2007-2008) having been authorized by the Committee to submit the Report on their behalf, present the Thirtieth Report on the Action Taken by the Government on the recommendations contained in the Twenty Fifth Report (14th Lok Sabha) of the Standing Committee on Urban Development on the subject “Integrated Low Cost Sanitation Scheme” of the Ministry of Housing and Urban Poverty Alleviation.

2. The Twenty Fifth Report was presented to Lok Sabha on 22nd November, 2007. The replies of the Government to 13 recommendations contained in the Report were received on 15th February, 2008.

3. The Replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 11th March, 2008.

4. An analysis of the action taken by the Government on the recommendations contained in the Twenty Fifth Report (Fourteenth Lok Sabha) of the Committee (2007-2008) is given in Appendix II.

New Delhi;
March, 2008
Phalguna, 1929 (Saka)

MOHD. SALIM,
Chairman,
Standing Committee on Urban
Development.

CHAPTER-I

REPORT

This Report of the Standing Committee on Urban Development (2007-2008) deals with the action taken by the Government on the recommendations contained in the Twenty Fifth Report of the Committee on the subject “Integrated Low Cost Sanitation Scheme (ILCS)” of the Ministry of Housing and Urban Poverty Alleviation which was presented to the Lok Sabha on 22nd November, 2007.

2. Action Taken Notes have been received from the Government in respect of all the 13 recommendations contained in the Report. These have been categorized as follows:-

- (i) Recommendations which have been accepted by the Government:
Para Nos. 4.1, 4.2, 4.4, 4.5, 4.6 and 4.10
- (ii) Recommendations which the Committee do not desire to pursue in view of Government’s replies:
Para Nos. 4.7, 4.8, 4.11, 4.12 and 4.13
- (iii) Recommendations in respect of which replies of the Government have not been accepted by the Committee
Para No. 4.3
- (iv) Recommendations in respect of which final replies of the Government are still awaited.
Para No. 4.9

3. **The Committee desire that final Action Taken Notes in respect of the recommendation contained in Chapter-V of the Report may be furnished to the Committee at the earliest.**

4. The Committee will now deal with action taken by the Government on some of these recommendations in the succeeding paragraphs.

Revision of Guidelines of ILCS

Recommendation (Para No. 4.2)

5. The Committee had recommended as below:-

The Committee note that out of 1,38,464 scavengers to be liberated only 52829 scavengers have been liberated till date. As per the guidelines of the Scheme 1538 towns were to be covered under it, out of which only 654 towns have so far been declared scavengers free. The Committee note that on the advice of the Planning Commission an evaluation of the ILCS scheme has now been entrusted to the Agricultural Finance Corporation. The Study team of Agricultural Finance Corporation was likely to submit its report by the end of July, 2007. The Committee expect that the Report of Study Team is now under the examination of Ministry of Housing and Urban Poverty Alleviation following which the Ministry would finalize the Cabinet note regarding the evaluation/revision of ILCS scheme. The Committee desire that as the eradication of the practice of manual scavenging by the year 2007 was declared by the Prime Minister as one of the priorities of the Government, the Ministry should finalize the draft Cabinet note on revision of guidelines of ILCS scheme well in time taking into account all the inputs/suggestions from the State Governments/UTs, the Planning Commission, the Agricultural Finance Corporation and other

stakeholders in the Scheme. The Committee only hope that with the revised guidelines, the ILCS will be able to make some difference in the lives of the manual scavengers in a reasonable timeframe.

6. The Government have replied as follows:

“The number of scavengers to be liberated is the reported number of scavengers informed by the State agency while proposing the ILCS Scheme to HUDCO for sanction. The successful implementation of proposed conversion of dry units into 2 pit pour flush units on town-wise basis at household level under the Government action plan programmes helps to achieve liberation of scavengers and results in the town being declared scavenger free. This Ministry has already released Rs. 35 crore of subsidy for implementing this Scheme in the State of Assam, Bihar, Jammu & Kashmir and Uttar Pradesh during 2007-08.

The Agricultural Finance Corporation Limited was entrusted with the evaluation /impact assessment of the ILCS Scheme in the month of February, 2007 and study team has submitted its draft interim report in the month of August 2007. The critical findings of the AFC report, suggestions/ comments of the various Ministries/Departments/State Governments, etc. has been incorporated while finalizing the Revised guidelines of the scheme. The guidelines of the existing scheme have been revised. It is expected that with the implementation of the revised guidelines, the scheme will become more attractive and implementable.”

7. The revision of the Integrated Low Cost Sanitation Scheme was a long pending issue. As the eradication of the practice of manual scavenging by the year 2007 was declared by the Prime Minister as one of the priorities of the Government, the Committee, in their earlier recommendation, had desired the said guidelines to be revised well in time

taking into account all the inputs / suggestions from the concerned stakeholders in the scheme. The Ministry, in their action taken reply, have now stated that the Agricultural Finance Corporation Limited, which was entrusted with the evaluation / impact assessment of ILCS Scheme, has submitted its draft interim report in the month of August, 2007. On the basis of critical findings of AFC report and suggestions / comments of various Ministries / Departments / States, the guidelines of existing scheme have been revised. The Committee recall that the AFC report was scheduled to be submitted in July, 2007. However AFC, according to the Ministry, has submitted 'a draft interim report' in August, 2007. The Committee wonder as to whether on the basis of an interim report, revising the guidelines of the ILCS scheme was the right thing to do. They are of the view that the guidelines revised on the basis of a Report, which in all probability is not yet final, may not serve the intended purpose. Therefore, the Committee desire to be apprised about the date when AFC would submit their final report as well as about the difficulties, due to which the AFC could not submit in final Report by the target date i.e. end of July, 2007. Moreover, as the Ministry have not furnished the revised guidelines to the Committee, they are unable to reach at any plausible conclusion about their efficacy at this stage.

Overall Implementation of ILCS

Recommendation (Para No. 4.3)

8. The Committee had noted as below:-

The Committee are disappointed that the implementation of ILCS has been very dismal as according to State Governments, lakhs of dry latrines are yet to be converted into water seal toilets. The conversion of dry latrines is the key to removing the practice of manual scavenging. However, the physical progress upto 31.5.07 given by Ministry of HUPA shows that around 6 lakh dry latrines are yet to be converted. The Committee have also been made to understand that this data has been reported by the State Governments and covers towns only upto 5 lakh population as per the Census of 1991. The Committee feel that the data provided is, in all probability, outdated, and thus, are of the view that with the continuous rise in population, the situation could be worse in the present scenario. The Committee also find that according to most of the States, the number of dry latrines yet to be converted is 'NIL'. The Committee are not convinced by this declaration as it has been a matter of common knowledge/widely reported in the media that in States like Uttar Pradesh, Bihar, Tamil Nadu & Gujarat, the use of dry latrines is very much prevalent. Further, the Committee find that at present hardly 30% of the beneficiaries are able to utilize the water seal toilets constructed under the scheme due to shortage of water. As the Government is already contemplating to increase the subsidy for toilet units to Rs. 10,000/- the Committee feel that a slight design change can be made by constructing water seal toilet-cum-bathroom with a small water storage tank. Overall the Committee desire that there is need for coordinated and sincere efforts at all levels, be it the Government, ULBs or implementing agencies, for the conversion aspect, along with adequate provision of water for the water seal toilets, which would accelerate the progress of the ILCS Scheme.

9. The Government have replied as follow:-

Around 6 lacs dry units is the total urban problem size informed by the States to this Ministry. It also includes the number of units as per NSSO survey particularly for Bihar, where the State has not provided latest information as per resurvey. Depending on the prevalence of dry latrines in the State of UP, Bihar, Assam, Jammu & Kashmir this Ministry has released Rs. 35 crores during 2007-08 to HUDCO for implementing the Scheme effectively in these States. Tamil Nadu and Gujarat have already been declared as scavenger-free by the State Governments.

The Agricultural Finance Corporation Limited was entrusted with the evaluation/impact assessment of the ILCS Scheme in the month of February, 2007 and study team has submitted its draft interim report in the month of August, 2007. The critical findings of the AFC Report, suggestions / comments of the various Ministries / Departments / State Governments, etc. has been incorporated while finalizing the Cabinet Note and the guidelines have been revised. Innovative technology options conforming to the local conditions and availability will be utilized by the State Governments / Implementing agencies in consultation with the Central Government in the revised guideline. Subsequently, surveys will be conducted in States/ UTs by the Agricultural Finance Corporation which has conducted impact assessment or NGOs selected by the States/UTs to arrive at the exact number of existing dry latrines in the urban areas of the country.

10. The Committee in their original recommendation had felt that conversion of dry latrines into water-seal units was the key to removing the practice of manual scavenging in the country and thus had emphasized upon the need for coordinated and sincere efforts at all levels for the conversion aspect. They had also desired that adequate provision of water

for the water-seal toilets needs to be made and for this, a small water storage tank could be infused into the design of the unit which would go a long way in making such units more functional. The Ministry, in their action taken reply, which fails to address all the aspects of the Committee's recommendation, have merely stated that based on the critical findings of the AFC, the guidelines of ILCS Scheme have been revised and innovative technology options conforming to the local conditions and availability would be utilized by the State Governments / Implementing Agencies in consultations with the Central Government in the revised guidelines. It has been stated that subsequently, surveys would be conducted in States/UTs by the Agricultural Finance Corporation or NGOs to arrive at the exact number of existing dry latrines in the Urban areas of the country. As the Committee have been given no clue about the changes / revisions brought about in the ILCS Scheme guidelines, they are not sure as to whether their concerns have been suitably addressed. Nonetheless, the Committee are of the view that the proper survey to know the exact number of existing dry latrines in the country is an essential pre-requisite for knowing the magnitude of the problem of manual scavenging in the country. Therefore, the Committee feel that since now the guidelines of ILCS have been reportedly revised, the surveys of dry latrines in the country should be conducted in a time bound manner and in right earnest. They would like the Central Government to impress upon the State Governments to set a target for conversion of dry units into water-seal ones. The Ministry should monitor the progress to ensure that the target is met. As regards the

functionality of water-seal units, the Committee are well aware of several instances where such water-seal units become redundant due to non-availability of water. In view of the shortage of water, the Committee, while reiterating their earlier recommendation, would suggest that it must be ensured that treated water from water treatment plants/ such other sources, as per local conditions, is supplied to such units. They urge the Government to sensitize ULBs on this particular aspect. The Committee desire the Ministry to furnish their specific Action Taken reply on this issue in due course.

Creation of Awareness about ILCS Scheme

Recommendation (Para No. 4.9)

11. The Committee had noted as below:-

The Committee feel that creating awareness among the masses to discourage use of dry latrines is fundamental to popularize the concept of pour-flush latrine. The Committee have been given to understand that once the revised guidelines of ILCS scheme are approved by the Cabinet, a campaign will be launched by the Ministry through print and electronic media to sensitize the people about the urgency of proper implementation of the Scheme. The Committee desire that wide publicity to the ILCS scheme and the legal position relating to the dry latrines and manual scavenging, the alternative forms of sanitation and assistance available to the BPL households should be arranged through electronic and print media. The Government should also involve elected

Corporators, Mayors, MLAs and MPs in this campaign. The Committee feel that this will draw the attention of the general public towards bringing an end to manual scavenging which is a blot on the civil society. The Committee also desire that adequate funds for publicity purposes should be allocated in the budgetary allocation of ILCS scheme every year.

12. The Government have replied as follow:-

To make the scheme attractive and implementable, the existing guidelines have been revised with the approval of the Cabinet. In the revised guidelines provision is made for IEC (Information, Education, Communication) component which could be utilized for creation of awareness amongst the public with reference to the advantages of using sanitary latrines. The Ministry will develop an IT enabled MIS and Monitoring system and similar systems will be created at the State & ULB levels under the revised scheme.

13. With regard to their suggestion for popularizing the concept of pour flush latrines, the Committee have been made to understand by the Ministry that in the revised guidelines of ILCS, provision is made for IEC (Information, Education, Communication) component, which could be utilized for creation of awareness amongst the public with reference to the advantages of using sanitary latrines. The Ministry, however, have not indicated as to whether the revised guidelines have received approval by the Cabinet, following which the States and ULBs could be advised on launching special drives/campaigns for the same. The Committee further

note from the Action Taken Reply that the Ministry has a proposal to develop an IT enabled MIS and Monitoring system and that similar systems will be created at the State & ULBs levels under the revised scheme. Again, the Ministry have not furnished details, which could throw more light as to how such a system would effectively monitor the IEC activities in States. The Committee are of the opinion that this should have been done, since according to the Ministry, the Scheme stands revised now. Moreover, the Ministry have not addressed the Committee's suggestion on involvement of elected Corporators, Mayors, MLAs and MPs in the awareness campaign of ILCS scheme. The Committee, therefore, cannot but reiterate their earlier recommendation and hope that the Ministry would be more forthcoming with regard to creation of awareness among people to popularize the use of pour-flush latrines and prevent them from using dry latrines cleaned by manual scavengers.

APPENDIX II

[Vide Para 4 of the Introduction]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTY FIFTH REPORT OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT (FOURTEENTH LOK SABHA)

I.	Total number of recommendations	13
II.	Recommendations which have been accepted by the Government	06
	Para Nos. 4.1, 4.2, 4.4, 4.5, 4.6 and 4.10	
	Percentage of total recommendations	(46.16%)
III.	Recommendations which the Committee do not Desire to pursue in view of the Government's Replies	
	Para No. 4.7, 4.8, 4.11, 4.12 and 4.13	05
	Percentage to total recommendations	(38.46%)
IV	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Para No. 4.3	01
	Percentage to total recommendations	(7.69%)
V	Recommendations in respect of which final Replies of the Government are still awaited:	
	Para No. 4.9	01
	Percentage to total recommendations	(7.69%)