
Chapter - II : The ILCS Programme - A Country Review

CHAPTER - II

THE ILCS PROGRAMME – A COUNTRY REVIEW

2.1 GENESIS OF THE PROGRAMME

Even after 47 years of independence a large number of people is employed in the degrading occupation of manually removing night soil. This is despite the introduction of the Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993 enacted by the Parliament on 5th June 1993. Manual scavengers are found in most parts of the country.

Manual Scavengers belong to different sub-castes of Scheduled Castes. These include Bhangi, Balmiki, Dhanuk, Mehtar, Paki, Thotti, Masiga, Mira, Lalbegi and Sikkaur in different regional and language groups in India. They are placed at the very bottom of the caste hierarchy and even in the hierarchy of Dalits (disadvantaged groups). The social stigma of untouchability continues to haunt them because of the unclean nature of their occupation.

The actual number of manual scavengers reported from time to time varies. For instance Ministry of Social Justice and Empowerment (the Nodal Ministry for the National Scheme for Liberation & Rehabilitation of Scavenger) in the Ninth Five Year Plan proposal submitted to the Planning Commission in 1996-97 reported 7.87 lakh manual scavengers. As per the audit of the National Scheme for Liberation & Rehabilitation of scavengers for the period 1992-2002 by the Comptroller & Auditor General (CAG) of India, Ministry of Social Justice and Empowerment reported 801839 scavengers. As per press release of the Union Ministry of Social Justice and Empowerment on July 22, 2005. The total number of manual scavengers in the country was 6.87 lakh. The largest number of scavengers was in Uttar Pradesh (1.49 lakhs), followed by Madhya Pradesh (80,000) and Gujarat (64,000).

As per revised survey reports submitted by states to National Safai Karamchari Finance Development Corporation (NSKFDC), there are 7.70 lakh scavengers (as on December, 2006).

Working and service condition of scavengers had received the attention of the Nation immediately after independence. Various programmes and committees were appointed by the Government to tackle problems of scavengers, their liberation and rehabilitation in a fixed time frame.

Committees for Rehabilitation of Scavengers

- *The Scavenger living condition enquiry Committee (Barve Committee) 1949.*
- *The Scavenging conditions enquiry Committee (Malkani Committee) 1957*
- *The Committee on Customary Rights to Scavenging (Prof. N R Malkani Committee) 1965*
- *The Committee to study the working and service conditions of sweepers and scavengers (National Commission on Labour) 1968.*

In 1949, the then Government of Bombay appointed the Scavengers Living Conditions Inquiry Committee, under the Chairmanship of Shri V N Barve. The report of the Committee was published in 1952. It touched upon the problem of abolition of Gharaki or Customary rights to scavenging in Gujarat. Subsequently, a more detailed study of the problem was made by the Scavenging Conditions Enquiry Committee set up by the Central Advisory Board for Harijan Welfare on 12th October 1957 under the Chairmanship of Professor N R Malkani. The report was submitted in 1960. One of the major recommendations related to the Government of India was giving grants for the purchase of equipments which would help eradicating the practice of carrying night soil on head load. Subsequent to this, a Centrally Sponsored Scheme, “improvement of working and living conditions of persons engaged in unclean occupations” was introduced during the Third Plan (Rs 1.44 crore) and continued during the Fourth Five Year Plan (Rs 300 crore). The scheme could not lead to elimination or substantial decreases in this obnoxious practice due to many reasons ranging from Jagirdari system (Customary rights for Scavenging) in various cities, inadequate organizational and financial resources of urban local bodies and failure of the State Governments to get the action programme adopted by all the local bodies.

In 1980-81, the Ministry of Home Affairs took up the Centrally Sponsored Scheme for liberation of scavengers by way of conversion of existing dry latrines into low cost pour flush latrines and providing alternative employment to the unemployed scavengers in pursuance of Section 15 (A) of the Protection of Civil Rights (PCR) Act, 1955, on 50: 50 sharing basis. The main aim of the scheme was the removal of un-touchability and providing financial assistance in selected towns on “Whole Town Basis”.

2.2 THE TASK FORCE RECOMMENDATIONS

The Report on Task Force for Tackling the Problems of Scavengers¹ (1990-91) recommended that a sum of Rs. 23.00 crore be provided in the budget of Ministry of Social Welfare and Rs. 20.00 crore in the budget of Urban Development. Some of the major recommendations provided by the Committee are given below:

- **Introduction of Suitable Bankable Schemes:** For rehabilitating displaced scavengers, suitable bankable schemes will have to be formulated with the components of bank loans, margin money loan and/or subsidy; the subsidy may vary from trade to trade².
- **Legislative measures:** The practice of carrying night soil as head load or its manual handling should be banned by suitable legislation. The legislation enacted should prevent construction of new dry latrines in existing or future buildings. Provisions may be made in the legislation and/or the by-laws of local bodies that no dry latrines will be cleaned by scavengers and the households would have to convert dry latrines within a reasonable period from a given date, failing which prescribed penalties will be imposed and the dry latrines will be forcibly converted into water borne latrines or where necessary, it will be demolished by the Municipality at house owner's cost³. The procedures to implement the strategy should provide for issuing a notification making it compulsory to convert the dry latrines into pour flush latrines within the period specified in the notification. Concurrently, the local bodies should offer financial and technical support to facilitate the conversion of dry latrines. The services of municipal scavengers should be withdrawn and private scavenging prohibited.
- **Survey on Dry Latrines:** The Task Force also stressed on systematic collection of information regarding the number of dry latrines/community latrines in the country including rural areas and the number of scavengers engaged in them systematically. NSSO in their rounds should invariably include this as an item⁴.

The Task Force recommendations formed the basis for subsequent legislative measures.

¹ Planning Commission, Government of India - Report of the Task Force (1990-91)

² Para 4.7 of the Task Force Report

³ Para 4.7 of the Task Force Report

⁴ Para 4.28 of the Task Force Report

2.3 LEGISLATIVE MEASURES

2.3.1 The Law on Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993

The Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993 was enacted by the Parliament on 5th June, 1993. The Act provides, among other things, that no person shall engage in, or be employed for manually carrying human excreta, construct or maintain a dry latrine.

The State Govt. shall not issue a notification under Sub Section (1) unless :

- It has, by notification given not less than ninety days notice of its intension to do so ;
- Adequate facilities for the use of water seal latrines in that area exist; and
- It is necessary or expedient to do so for the protection and improvement of the environment or public health in that area.

The contravention of any of the provisions of the Act be punishable with imprisonment for a term which may extend to one year or with fine upto one hundred rupees per day.

Explaining the importance of such an Act, the Ministry of Social Justice & Empowerment stated in a note which is as under:

“As per entry no. 6 of the seventh schedule of the Constitution, sanitation is a State subject. The State Governments are responsible for enforcing the various provisions of the Act. Section 23 of the said Act also empowers the State Governments to make rules for carrying out the provisions of this Act.”

On 24th January, 1997 Justice M N Venkatachalliah, Chairperson, National Human Rights Commission (NHRC) sent a communication (D.O. No. 11/1/99-PRP 7 P) to Chief Ministers of all the States to implement the provisions of this Act.

It took another decade for some States to adopt the Act. Only 17 States viz; Andhra Pradesh, Goa, Karnataka, Maharashtra, Tripura, West Bengal, Orissa, Punjab, Assam, Haryana, Bihar, Jharkhand, Chhattisgarh, Madhya Pradesh, Tamil Nadu, Uttar Pradesh

and Gujarat and some Union Territories have adopted this legislation. However, the Act is yet to be enforced strictly in these States. Ministry of Social Justice and Empowerment have also stated that North Eastern States and Kerala do not have the problem of manual scavenging; and that the States of Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Kerala, Manipur, Meghalaya, Mizoram, Nagaland, Rajasthan, Sikkim and Uttaranchal are yet to adopt the Act. With regard to enactment of the State Act, the matter is stated to be under legislative processing in Rajasthan and in case of Delhi it is pending cabinet approval.

2.3.2 Schemes for Low Cost Sanitation & Liberation of Scavengers taken by other Agencies

(a) Department of Drinking Water Supply, Ministry of Rural Development, Government of India – Total Sanitation Campaign

The Central Rural Sanitation Programme (CRSP) was restructured making it demand driven and people centered and renamed as Total Sanitation Campaign (TSC) . This restructured programme was launched by the Rajiv Gandhi National Drinking Water Mission, Department of Drinking Water Supply, Ministry of Rural Development, Government of India in 1999. It is a comprehensive programme to ensure sanitation facilities in rural areas with the broader goal of eradicating the practice of open defecation. The programme, as a part of reform principles, is being implemented in 557 districts of the country.

TSC seeks to improve the quality of life in rural areas with objectives of (i) bringing about improvement in the general quality of life in the rural areas (ii) generating demand for sanitation facilities through awareness generation and health education (iii) accelerating sanitation coverage in rural areas (iv) eliminating open defecation to minimize risk of contamination of drinking water sources (v) converting dry latrines into pour flush latrines; and (vi) eliminating manual scavenging practice, wherever in existence, in rural areas.

Since inception of the scheme, a total number of 11.4 crore toilet units (IHHL-BPL + IHHL-APL) were approved. The progress against the target as on 15th May, 2007 is 3.2 crore (28 %). Besides construction of Individual Households Latrines (IHHL), latrines were also constructed in schools and Balwadies. Prior to launching of TSC, under CRSP, 94.80 lakh IHHLs were constructed in the rural areas.

(b) National Scheme for Liberation and Rehabilitation of Scavengers and their Dependents – Ministry of Social Justice & Empowerment

The National Scheme for Liberation and Rehabilitation of Scavengers and their dependents was introduced by the Ministry of Welfare, Govt. of India on 22nd March, 1992. In May, 1999, the Ministry of Welfare was renamed as Ministry of Social Justice & Empowerment. The main components of the scheme are as follows:

- Formulation of a time bound programme for identification of scavengers and their dependents and their rehabilitation in alternative trades, based on aptitudes identified through a survey ;
- Provision of training in the identified trades for scavengers and their dependents at the nearest local training institutes of various departments of State Governments, Central Government and other semi-Government and Non Government Organizations.
- Rehabilitation of scavengers in various trades and occupations by providing subsidy, margin money loan and bank loan.

(c) New Self Employment scheme for Rehabilitation of Manual Scavengers (SRMS)

The manual Scavengers, who are yet to be assisted, will get assistance for rehabilitation in a time bound manner by March 2009. To achieve the target the Government of India has decided to introduce a new central sector “*Self-employment scheme for Rehabilitation of Manual Scavengers (SRMS)*” during 2006 as a national priority. Under the scheme, the identified scavengers will be provided training, loan and subsidy. Credit is to be provided by the banks, which will charge interest from the beneficiaries at the rate prescribed under the scheme.

As per revised survey reports from states, there are 7,70,338 scavengers and their dependents in India taking into account manual scavengers numbering 4,27,870 already assisted under National scheme for liberation and Rehabilitation of scavengers (NSLRS) and the remaining 342468 number of manual scavengers are yet to be rehabilitated. State wise details of scavengers and the rehabilitation status are given in the following page.

Table 2.1: State-wise population of Scavengers, Scavengers rehabilitated and remaining to be rehabilitated

Sl. No.	Name of the State	Population of Scavengers	Addition (Resurvey)	Total	Total scavengers rehabilitated and ineligible	Remaining scavengers to be rehabilitated
1	2	3	4	5	6	7
1	Andhra Pradesh	30921	14901	45822	45822	0
2	Assam	40413	-	40413	1594	38819
3	Bihar	12226	-	12226	285	11941
4	Delhi	17420	-	17420	2941	14479
5	Gujarat	64195	-	64195	11653	52542
6	Haryana	36362	-	36362	15558	20804
7	Himachal Pradesh	4757	-	4757	2023	2734
8	Jammu & Kashmir	4150	-	4150	211	3939
9	Karnataka	14555	-	14555	12597	1958
10	Kerala	1339	-	1339	141	1198
11	Madhya Pradesh	80072	1235	81307	77512	3795
12	Maharashtra	64785	-	64785	19086	45699
13	Meghalaya	607	-	607	0	607
14	Nagaland	1800	-	1800	0	1800
15	Orissa	35049	-	35049	10681	24368
16	Pondicherry	476	-	476	129	347
17	Punjab	531	2457	2988	2988	0
18	Rajasthan	57736	-	57736	14169	43567
19	Tamil Nadu	35561	-	35561	23687	11874
20	Uttar Pradesh	149202	64773	213975	180719	33256
21	West Bengal	23852	-	23852	2338	21514
22	Chhattisgarh	-	3243	3243	3243	0
23	Jharkhand	-	5750	5750	0	5750
24	Uttaranchal	-	1970	1970	493	1477
	Total	676009	94329	770338	427870	342468

Source: NSKFDC, 2006

Implementing agencies for SRMS

At the National level, the National Scheduled Castes Finance and Development Corporation (NSCFDC), the National Handicapped Development and Finance Corporation (NHDFC) and the National Safai Karamchari Finance and Development Corporation (NSKFDC) have been vested with the responsibility of implementing SRMS through their state canalizing agencies.

(d) *National Safai Karamchari Finance Development Corporation (NSFKDC)*

NSKFDC, a government of India undertaking under the Ministry of Social Justice and Empowerment, was incorporated under section 25 of the Companies act, 1956, on 24th Jan. 1997. The main objectives of the organization is to promote socio-economic empowerment of Scavengers/ Safai Karamcharis by providing them financial assistance at concessional rate of interest for income generating activities, and also to provide them professional and technical education .The main features of the various schemes and programmes of NSKFDC are as follows:-

(i) Term loan for Income Generating Activities (IGAs)

Term loan for taking up any income generation activity (as per beneficiary choice) is provided for projects costing up to Rs. 5.00 Lakh at the interest rate of 6% per annum.

(ii) Micro Credit Finance (MCF)

MCF up to the extent of Rs. 25,000 per borrower is available at 4% for women borrowers.

(iii) Education Loan

Term loan is available to students for technical and professional courses of graduation and higher levels up to the extent of Rs. 3.00 lakh per student or Rs. 75,000/- per year at the interest rate of 6% per annum.

(iv) **Sanitation related programme**

Term loan to the extent of Rs. 10.00 lakh is available for starting sanitation related income generation activities. The activities may include a mechanized garbage disposal work, mechanized soak pit cleaning work, pay and use toilet facilities etc. so that there is no direct contact with garbage and unhygienic substances.

(v) **Training Programme**

Due to their depressed social conditions, most persons from this community are devoid of any skill other than scavenging and sweeping work. In most of the cases, they would be first generation entrepreneurs and therefore they invariably require training. They may take up training in trades and skill up-gradation. Cost of training including cost of fees, training materials, tools and boarding charges if it is a residential course. The assistance is provided by NSKFDC as a grant to the state channelizing agencies (SCA's) up to Rs. 1.00 lakh per project.

It may be noted that the assistance of NSKFDC is available in both urban and rural areas.

(e) ***The National Commission for Safai Karamcharis***

To play the role of a catalyst in the elimination/ rehabilitation of scavengers, a National Commission for Safai Karamcharis was setup in pursuance of the National Commission for Safai Karamcharis Act, 1993. The National Commission for Safai Karamcharis continued to evaluate the schemes for the welfare and development of the scavengers and recommend specific measures for eliminating inequalities in status, facilities and opportunities besides investigating specific grievances of Safai Karamcharis & providing necessary guidelines for mitigating their hardship.

2.4 PREVALENCE OF DRY LATRINES

As per census (1991 & 2001) data, at the national level, 76 percent of the households did not have toilet facilities in 1991; however the figures redeemed to 64 per cent in 2001. Within one decade there is an increase of 12 per cent in the proportion of people having toilets in their homesteads.

Table - 2.2 : Availability of Latrine for Households in India- 1991 and 2001

(% of households)

Name of the State	1991			2001			No Latrine	
	Total	Rural	Urban	Total	Rural	Urban	1991	2001
Andhra Pradesh	18.40	6.62	54.60	32.99	18.15	78.07	81.60	67.01
Assam	37.43	30.53	86.06	64.64	59.57	91.60	62.57	35.36
Bihar	11.75	4.96	56.54	19.19	13.91	69.69	88.25	80.81
Chhattisgarh	-	-	-	14.20	5.18	52.59	NE	85.80
Delhi	63.38	29.60	66.64	77.96	62.89	79.03	36.62	22.04
Gujarat	30.69	11.16	65.71	44.60	21.65	80.55	69.31	55.40
Haryana	22.45	6.53	64.25	44.50	28.66	80.66	37.55	55.50
Jharkhand	-	-	-	19.67	6.57	66.68	NE	80.33
Karnataka	24.13	6.85	62.52	37.50	17.40	75.23	75.87	62.50
Kerala	51.28	44.07	72.66	84.01	81.33	92.02	48.72	15.99
Madhya Pradesh	15.07	3.64	53.00	23.99	8.94	67.74	84.93	76.01
Maharashtra	29.56	6.64	64.45	35.09	18.21	58.08	70.44	64.91
Orissa	9.81	3.58	49.27	14.89	7.71	59.69	90.19	85.11
Punjab	33.18	15.79	73.23	56.84	40.91	86.52	66.82	43.16
Rajasthan	19.57	6.65	62.27	29.00	14.61	76.11	80.43	71.00
Tamil Nadu	23.13	7.17	57.47	35.16	14.36	64.33	76.87	64.84
Uttar Pradesh	18.02	6.44	66.54	31.43	19.23	80.01	81.98	68.57
Uttaranchal	-	-	-	45.20	31.60	86.88	NE	54.80
West Bengal	31.51	12.31	78.75	43.71	26.93	84.85	68.49	56.29
India	23.70	9.48	63.85	36.41	21.92	73.72	76.30	63.59

Note: No Latrine – This category covers houses where no latrine of any kind is available to the household within the house. If the Household is using Sulabh Shauchalay or community latrine then it is construed that no latrine is available to the household within the house. However, in the case of multi-household houses, if they are sharing a common latrine, latrine is considered as available to all the households occupying the house.

The above Table excludes institutional households for which information was not collected. In 1991⁵, Chhattisgarh was part of the state of Madhya Pradesh, Jharkhand was in Bihar and Uttaranchal was in Uttar Pradesh.

The percentage of households having toilets in rural areas increased from 9.5 per cent in 1991 to 22 per cent in 2001 (Increase of 12.5 percentage points). In urban areas the proportion increased from 64 per cent to 74 per cent (an increase of 10 percentage

⁵ Census of India 2001: Series 1, Tables on Houses Amenities and Assets.
Census of India 1991, Series 1 Part VII, Tables on Houses and Household Amenities.

points). Undoubtedly, the increase has been due to the massive sanitation drive launched by the government. Still, the fact that 64 per cent of the households survive without the sanitary latrines is a sad fact.

The Census also provides information regarding the type of latrines used both in rural and urban areas. Three categories of latrines have been taken into account in the Census 2001, which includes pit latrine, water closet latrine and other latrine including service latrines. From the census figure it can be summarized that nearly 20 per cent of the households having toilets depended on dry latrines in 2001.

Service latrines are dry types of latrines from where human excreta are removed by scavengers. The census figures are alarming with respect to the number of service latrines which continue to contribute to the hazards of open defecation and transmission of disease. The more alarming realization is that despite launching of various sanitation programmes for preventing the dehumanizing practice of removing night soil by manual scavenging in states like Uttar Pradesh, Delhi, Haryana, Punjab and Uttaranchal, the usage of service latrine is quite prevalent.

Pit Latrines are attached to the pit that is dug into the ground for the reception of night soil are reckoned as pit latrine. Water closet latrine: The sanitary water flush latrines that have water closets fitted with flushing cistern. Such latrines that may be connected to a septic tank or an underground sewerage system will also be recorded as water closet latrines. The faecal matter from these types of latrines is removed without the need for scavenging. Other latrine: Service latrines are dry types of latrines from where a human excreta is removed by scavengers. But, in a few areas, due to some conceptual problems at enumerator's/ respondent's level during census, some other type of latrines which do not fall under the typical definition of service latrines, were also found to have been included in this type. Therefore, the data for this type are shown as 'other Latrine'. Thus, this category includes service latrines; latrines serviced by animals such as pigs, etc. and all latrines other than the pit and the water closet types of latrines.

Table 2.3: Percentage of households by Type of Latrines

(Figures in %)

Name of the State	Total				Rural				Urban			
	Pit Latrine	Water closet	Dry and other Latrines	Total	Pit Latrine	Water closet	Dry and other Latrines	Total	Pit Latrine	Water closet	Dry and other Latrines	Total
Andhra Pradesh	8.55	18.12	6.32	32.99	6.39	8.62	3.14	18.15	15.10	46.97	16.00	78.07
Assam	43.94	15.90	4.81	64.65	46.91	8.61	4.04	59.56	26.39	58.88	9.33	94.60
Bihar	6.48	7.87	4.84	19.19	5.97	4.16	3.79	13.92	11.37	43.45	14.88	69.70
Chhattisgarh	2.42	8.87	2.92	14.21	1.78	1.83	1.57	5.18	5.15	38.82	8.62	52.59
Delhi	16.36	45.47	16.13	77.96	32.90	19.03	10.96	62.89	15.18	47.36	16.49	79.03
Gujarat	8.73	31.09	4.78	44.60	8.09	11.28	2.29	21.66	9.75	62.11	8.69	80.55
Haryana	22.29	10.91	11.30	44.50	20.46	2.11	6.09	28.66	26.48	30.99	23.19	80.66
Jharkhand	3.27	10.73	5.67	19.67	2.12	2.23	2.22	6.57	7.41	41.24	18.03	66.68
Karnataka	13.38	18.64	5.48	37.50	9.48	4.67	3.25	17.40	20.70	44.86	9.67	75.23
Kerala	12.36	65.19	6.46	84.01	12.78	61.99	6.56	81.33	11.11	74.76	6.16	92.03
M. P.	5.93	12.47	5.58	23.98	3.88	2.62	2.43	8.93	11.89	41.10	14.74	67.74
Maharashtra	8.89	21.85	4.34	35.08	10.23	5.33	2.66	18.22	7.08	44.37	6.63	58.08
Orissa	3.97	8.79	2.14	14.90	3.09	3.29	1.33	7.71	9.48	43.05	7.15	59.68
Punjab	24.33	20.40	12.11	56.84	26.36	6.39	8.16	40.91	20.53	46.52	19.48	86.53
Rajasthan	10.47	11.93	6.60	29.00	8.10	3.18	3.33	14.61	18.21	40.58	17.33	76.12
Tamil Nadu	7.30	23.22	4.63	35.15	4.56	7.36	2.44	14.36	11.16	45.47	7.71	64.34
Uttar Pradesh	10.29	7.98	13.16	31.43	8.34	1.95	8.94	19.23	18.07	31.98	29.96	80.01
Uttaranchal	18.71	15.45	11.04	45.20	16.10	7.17	8.33	31.60	26.72	40.82	19.35	86.89
West Bengal	17.53	20.95	5.23	43.71	15.35	6.97	4.61	26.93	22.89	55.20	6.76	84.85
India	11.50	18.02	6.88	36.40	10.30	7.11	4.51	21.92	14.60	46.12	13.00	73.72

Source : www.cag.nic.in/activity/2002-03/chapter2

2.5 PROGRESS OF ILCS SCHEME

To assess the magnitude of the overall need for low cost sanitation, it is necessary to review the progress made so far by MoUHPA through HUDCO which is implementing the integrated low cost sanitation programme in the country. In this context review of scheme as of 31st December 2006 has been done on the basis of data available with the nodal agency. The cumulative status of the ILCS scheme is given below.

2.5.1 Coverage of the Scheme under the Programme

HUDCO, the nodal implementing Agency, as on December 2006, has sanctioned a total number of 871 ILCS schemes covering 1534 towns across the country. The details of State wise number of schemes and number of towns covered is given below:

Table 2.4 : Details of State wise number of scheme and towns covered under ILCS
(As on 31-12-2006)

Sl. No.	State	No. of ILCS scheme sanctioned	No. of towns covered
1	Andaman & Nicobar Islands	1	1
2	Andhra Pradesh	81	115
3	Assam	27	27
4	Bihar	3	15
5	Chhattisgarh	7	72
6	Goa	3	1
7	Haryana	85	76
8	J & K	8	37
9	Jharkhand	1	7
10	Karnataka	67	52
11	Kerala	2	15
12	M P	34	289
13	Maharashtra	58	181
14	Manipur	6	8
15	Meghalaya	3	2
16	Orissa	63	63
17	Punjab	76	73
18	Rajasthan	159	159
19	Tamil Nadu	87	89
20	Tripura	1	12
21	Uttar Pradesh	69	74
22	Uttaranchal	8	52
23	W B	22	114
	Total	871	1534

Source: Ministry of Urban Housing & Poverty Alleviation, Govt. of India, Dec.2006

The maximum number of schemes sanctioned are in the state of Rajasthan followed by Tamil Nadu, Haryana & Andhra Pradesh, whereas maximum number of towns have been covered in Madhya Pradesh followed by Maharashtra, Rajasthan and Andhra Pradesh.

2.5.2 State-wise Progress

As far as physical progress is concerned, against 48.91 lakh units sanctioned for conversion and construction, only 21.86 lakh units (47%) have been completed as on December, 2006.

The total conversion of dry latrines is around 60 % of the sanctioned units. In the States of Kerala, Goa and Jammu & Kashmir, conversion of dry latrines was not undertaken, though new latrines were constructed.

The States which have achieved more than 80 % achievement in case of conversions of dry latrines are Chhattisgarh, followed by Madhya Pradesh, Maharashtra, Punjab, Uttarakhand and Rajasthan. No data is available with regard to progress under conversion in Bihar and Jharkhand. The overall achievement at All India level in case of construction of new latrines was around 36 percent against the envisaged target. In States of Kerala, Manipur, Punjab and Goa, the percentage of achievement exceeded 70 % in case of construction of new latrines.

Table 2.5: State wise Percentage of Units completed against sanction

(As on 31.12.2006)

Sl. No.	State	Conversion Unit			Constructed Units		
		Sanctioned (No)	Completed (No)	% completed	Sanctioned (No)	Completed (No)	% completed
1	Andhra Pradesh	53706	36387	67.75	1740107	530518	30.49
2	Haryana	91648	48373	52.78	108576	25217	23.23
3	J & K	0	0	0.00	24082	4437	18.42
4	A & N I lands	1302	125	9.60	0	0	0.00
5	Assam	82334	3964	4.81	2385	807	33.84
6	Bihar	4165	0	0.00	0	0	0.00n
7	Chhattisgarh	26266	25291	96.29	18675	5148	27.57
8	Jharkhand	779	0	0.00	0	0	0.00
9	Karnataka	30652	11293	36.84	147037	57542	39.13
10	Kerala	0	0	0.00	14540	13325	91.64
11	M P	272957	253212	92.77	0	0	0.00

(Table-2.5 Contd.....)

Sl. No.	State	Conversion Unit			Constructed Units		
		Sanctioned (No)	Completed (No)	% completed	Sanctioned (No)	Completed (No)	% completed
12	Maharashtra	75133	71724	95.46	124298	29952	24.10
13	Meghalaya	5290	1671	31.59	0	0	0.00
14	Manipur	8636	6316	73.14	3664	2791	76.17
15	Orissa	11788	8271	70.16	39809	14570	36.60
16	Punjab	149350	121636	81.44	72772	55012	75.60
17	Rajasthan	166580	148170	88.95	259702	164994	63.53
18	Tamil Nadu	72850	48262	66.25	82711	47790	57.78
19	Tripura	18788	9254	49.25	0	0	0.00
20	Uttar Pradesh	491042	126793	25.82	284071	49785	17.53
21	Uttaranchal	19106	16309	85.36	15514	7826	50.44
22	W B	222731	140225	62.96	102704	52081	50.71
23	Goa	0	0	0.00	45500	32500	71.43
	Total	1805103	1077276	59.68	3086147	1094295	35.46

Source: Ministry of Urban Housing & Poverty Alleviation, Govt. of India, Dec.2006

2.5.3 State-wise Subsidy Status under ILCS Scheme

The total project cost sanctioned for construction/conversion of 48.91 lakh units was Rs. 1924.31 crores far. The cost includes a component of Rs. 410.74 crore as the central subsidy and Rs. 672.25 crore as HUDCO loan. The state wise details of subsidy are given below in table:

Table 2.6: State wise details of Subsidy released against Sanction for ILCS Scheme

(As on December, 2006)

Sl No.	State	Subsidy sanctioned by HUDCO (Rs in Lakhs)	Subsidy released by HUDCO (Rs. In Lakhs)	%released
1	Andhra Pradesh	9693.94	8436.65	87.03
2	Andman & Nicobar Islands	33.01	14.09 *	42.68
3	Assam	1284.51	418.56	32.59
4	Bihar	106.75	106.75	100.00
5	Chhatisgarh	602.49	471.85	78.32
6	Haryana	2034.94	1126.09	55.34
7	J&K	343.73	215.98	62.83
8	Karnataka	1119.98	741.34 **	66.19
9	Kerala	69.93	69.08	98.78
10	Madhya Pradesh	3142.78	3169.7	100.86
11	Maharashtra	2204.73	1127.69 ***	51.15
12	Orissa	471.48	315.07	66.83

(Table-2.6 Contd.....)

SI No.	State	Subsidy sanctioned by HUDCO (Rs in Lakhs)	Subsidy released by HUDCO (Rs. In Lakhs)	%released
13	Punjab	2241.27	2055.94	91.73
14	Rajasthan	4937.32	2535.72	51.36
15	Tamilnadu	1713.51	756.34	44.14
16	Manipur	235.43	137.72	58.50
17	Meghalaya	66.67	32.63	48.94
18	Tripura	235.14	235.14	100.00
19	Uttar Pradesh	4866.81	4866.81	100.00
20	Uttaranchal	589.4	537.47	91.19
21	West Bengal	5060.28	3700.44	73.13
22	Jharkhand	19.98	19.98	100.00
23	Goa	0	0	0.00
	Total	41074.08	31091.04	75.70

Source: Ministry of Urban Housing & Poverty Alleviation, Govt. of India, Dec.2006

**In Andaman & Nicobar Islands scheme curtailed and physical progress for subsidy availed has been submitted. It was also claimed by the Agency that rest of the subsidy amount was refunded.*

*** No ILCS scheme sanctioned in the State after 1992 for subsidy.*

**** Utilisation certificate pending for Rs.306.35 lakhs for subsidy released.*

The total subsidy released is 76% against the sanctioned amount. The states where total sanctioned amount of subsidy is released include Bihar, Madhya Pradesh, Tripura, Uttar Pradesh & Jharkhand. **It is a matter of concern that Bihar, which has availed hundred percent subsidy amount, has not submitted any progress report on the utilization of the amount and nor submitted fresh proposal.**

States where percentage of subsidy release is more than the National average include Kerala, Uttaranchal, Chhattisgarh & Punjab. In rest of the States, the percentage of release is less than the national average. Goa has not availed any subsidy component.

2.5.4 State Wise loan status under ILCS schemes

Against the total sanctioned amount of loan, the percentage of loan released is 74% at national level. Assam, Madhya Pradesh, Meghalaya, Uttaranchal, Rajasthan and Goa are those states wherein the total sanctioned amount of loan was released. The state wise details of loan are given in the following table :

Table 2.7: Percentage of loan amount released against sanction*(As on 31st Dec, 06)*

Sl. No.	State	Loan (Rs in Lakhs)		% of loan released
		Sanctioned	Released	
1	Andhra Pradesh	40494.98	28488.83	70.35
2	Haryana	2357.41	930.40	39.47
3	J & K	0.00	0.00	0.00
4	A & N Islands	99.48	12.44	12.51
5	Assam	199.23	199.23	100.00
6	Bihar	0.00	0.00	0.00
7	Chhattisgarh	508.55	505.16	99.33
8	Jharkhand	0.00	0.00	0.00
9	Karnataka	5693.70	3158.00	55.46
10	Kerala	213.45	165.19	77.39
11	M P	722.91	722.91	100.00
12	Maharashtra	1852.09	1163.18	62.80
13	Meghalaya	71.57	71.57	100.00
14	Manipur	0.00	0.00	0.00
15	Orissa	299.79	282.93	94.38
16	Punjab	2830.30	2639.60	93.26
17	Rajasthan	14.22	14.22	100.00
18	Tamil Nadu	2512.16	2463.78	98.07
19	Tripura	0.00	0.00	0.00
20	Uttar Pradesh	2944.94	2922.12	99.23
21	Uttaranchal	592.90	592.90	100.00
22	W B	3768.32	3394.15	90.07
23	Goa	2050.00	2050.00	100.00
	Total	67226.00	49776.61	74.04

Source: Ministry of Urban Housing & Poverty Alleviation, Govt. of India, Dec.2006

The States where loan component has not at all been availed are J&K, Bihar, Jharkhand, Manipur and Tripura. Performance with regard to percentage of loan released was to below national average (less than 50%) in case of Haryana and Andaman & Nicobar.

It is interesting to note that nearly 60% of the total loan sanctioned was for the state of Andhra Pradesh alone where around 68% conversion of dry units and 31% of new units were completed.

2.5.5 Scavenger Free Towns

As per reports available with the HUDCO and Ministry of Urban Housing and Poverty Alleviation as on December, 2006, among the 1534 towns covered under the programme, **650 towns (42%) have become scavenger free**. The details are given below in **Table 2.8** :

Table 2.8: Percentage of Towns declared scavenger free

(Status as on December, 2006)

Sl. No.	State	Towns covered (Nos)	Scavenger free towns	
			No	%
1	Andhra Pradesh	115	12	10.43
2	Andman & Nicobar	1	0	0.00
3	Assam	27	0	0.00
4	Bihar	15	0	0.00
5	Chhattisgarh	72	68	94.44
6	Haryana	76	3	3.95
7	J&K	37	0	0.00
8	Karnataka	52	0	0.00
9	Kerala	15	15	100.00
10	Madhya Pradesh	289	214	74.05
11	Maharashtra	181	140	77.35
12	Orissa	63	0	0.00
13	Punjab	73	32	43.84
14	Rajasthan	159	68	42.77
15	Tamilnadu	89	83	93.26
16	Manipur	8	0	0.00
17	Meghalaya	2	0	0.00
18	Tripura	12	0	0.00
19	Uttar Pradesh	74	0	0.00
20	Uttaranchal	52	0	0.00
21	West Bengal	114	15	13.16
22	Jharkhand	7	0	0.00
23	Goa	1	0	0.00
Total		1534	650	42.37

Source: Ministry of Urban Housing & Poverty Alleviation, Govt. of India, Dec.2006

According to this information none of the towns in Andaman & Nicobar islands, Assam, Bihar, Jammu & Kashmir, Karnataka, Orissa, Manipur, Meghalaya, Tripura, Uttarakhand is scavenger free. Only 10 per cent in Andhra Pradesh, 4 per cent in Haryana, 44 per cent in Punjab, 43 per cent in Rajasthan and 13 per cent in West Bengal are scavenger free.

The State of Kerala is declared cent percent scavenger free. More than 90.0 percent towns have become scavenger free in the states of Tamilnadu and Chhattisgarh. Maximum number of towns (289) has been covered in the State of Madhya Pradesh, of which 74.0 percent have become scavenger free.

In a meeting of National Human Right Commission on 18th March, 2007, representative of Orissa government stated that all the manual scavenger in the state have been liberated. Rajasthan representative also reported that there is no scavenger in the State. Jammu & Kashmir representative told that the number of manual scavenger is decreasing. Meghalya reported that there are no manual scavengers, however a fresh survey is being conducted and report is awaited. Uttar Pradesh reported that conversion process is under progress and would be completed by the end of 2007.

2.6 SUMMING UP

- The employment of scavengers in the demeaning task of manually removing night soil and construction/continuation of dry latrines was banned by an Act of the Parliament in 1993. This legislation followed the recommendations of four committees and commissions appointed at different time periods between 1949 and 1968. 17 States have already adopted the Act, sanitation being a State subject.
- The Ministry of Social Justice and Empowerment has the overall responsibility for rehabilitation of scavengers, whereas the Ministry of Urban Housing & Poverty Alleviation has the responsibility for removal of dry latrines and provision of sanitation facilities at household and community levels in urban areas. In rural areas, the Ministry of Rural Development, Government of India is assigned this responsibility.
- The flagship programme of MoRD is the Total Sanitation Programme, a restructured version of the Central Rural Sanitation Programme.
- The flagship programme of MoUHPA is the Integrated Low Cost Sanitation Programme.
- According to the data provided by Ministry of Social Justice & Empowerment (2006) there are 7.76 lakhs manual scavengers in the country. Of these 4.28 lakhs were rehabilitated under the National Scheme for liberation and rehabilitation of scavengers and their dependent. The latter was restructured into a comprehensive package as the “New Self Employment Scheme for Rehabilitation of Manual scavengers with the target of rehabilitating the entire population of scavengers by March 2009. The Prime Minister himself has taken a keen interest in the programme. While approving the programme the cabinet directed that “a viable framework for training and capacity building must be designed, with the

approval of the Prime Minister, incorporating the required technical inputs and institutional linkages with business and industrial establishments and NGOs with vocational strength. Accordingly a training framework has been prepared, which is to be launched soon. The responsibility for managing the training has been assigned to NSFDC, NSKFDC and NBCFDC, national apex organizations under MSJE and their state level channelizing agencies.

- Census of India, 1991 revealed that 76 percent of the households in India did not have toilet facilities. The proportion of toilet less houses decreased to 64 percent in 2001. The percentage of increase in houses having toilets was higher in rural areas than in urban area.
- The census figures also revealed that 20 percent of the households having toilets depended on “Service latrines” in which scavengers are needed to physically remove night soil.
- ILCS has been implemented in 1534 towns have been covered through 871 projects sanctioned by HUDCO. (Towns with a population of 5 lakh or less were selected).
- The total number of dry latrines that had to be dismantled and reconstructed in 1534 towns was 18.05 lakh, against which 10.77 lakh have been dismantled and reconstructed (indicating an achievement of about 60 percent).
- A total of 30.86 lakh new units were to be constructed for those households which did not have any latrines. Against this the achievement was 10.94 lakh (35%).
- Thus the total physical target was 48.91 lakh, against which the achievement was 45 percent only.
- 650 towns out of 1534 have been declared scavengers free.
- Data shows that ILCS is yet to make a dent in Assam, Bihar, J&K, Karnataka, Orissa, Manipur, Jharkhand, Meghalaya, Tripura, Uttar Pradesh, Uttaranchal and Goa where none of the towns have become scavenger free.
- As per information available from Ministry of Social Justice and Empowerment, the states of Haryana, Punjab and Chhattisgarh are scavenger free. As per data available with Kerala State Schedule Caste Development & Finance Corporation (KSSCDFC) and National Schedule Caste Finance Development Corporation (NSCFDC), there are 1198 scavengers yet to be rehabilitated.