APPENDIX E

SLUM TYPOLOGY*

The traditional city slums mostly existed outside the central city area from which the poor came into the city in the early morning to serve the needs of the elites, upper stratum and the middle class and went back in the evening. In modern urban centres slums have come into existence in the central business district, residential areas, industrial areas and even at the outskirts of the city. In each one of these areas the origin of slums, characteristics of the dwellers and the degree of community organisation within the slum differ considerably.

Central City Slum:

In central city areas wholesale trade is concentrated in most of the cities. Hand carts, lorries and triwheelers are mostly used to transport goods in the central business districts. Skilled and semi-skilled workers are employed in the loading and unloading activities as well as in lifting and transporting of industrial and commercial goods. Depending upon the seasons and intensity of activities in the central city area, the services of these workers, many of them casual, may be needed at out of hours. Sometimes they may have to work round the clock for a few days. Many a times they may go without any work at all. Under such irregular working conditions they have to reside very close to the central business area of the city, to be able to get employment. As land value is very high relatively cheap

accommodation is not available. Many of them prefer to reside on the roadsides, near public offices and by the sides of important transport centres in the central city area. Some times old and discarded buildings, incomplete buildings and even graveyards and other places of non-residential nature are encroached by the poor people. In some cities a plot of public place, low lying area or some disputed site may be available in which such people pitch their tents. In due course, influx of similar people and concentration within the limited space create slumliness.

In keeping with the high fluctuation and unsteadiness of income among the workers in central business district the social life and activities within the slum also changes. Lavish spending on eatables, intoxicating drinks, and on friends when there is money and semi starvation, stealing or even begging where there is no work is the pattern in these areas. Women folk assist the men folk in their work. Some of them are engaged in cleaning and packing commercial goods. Some enterprising women run petty shops, cheap eating places for the lower stratum of society or are regularly employed by shop keepers to clean the front portion of the shops. Anti-social elements like the criminals low status prostitutes, bootleggers, gangsters, etc., are also having permanent foothold in these slums.

Residential Area Slums:

When residential housing areas are planned adequate
provisions were not made for the accommodation of the poor people - the men, women and children who work in the houses and shops of the middle and upper strata. The petty traders, hawkers and other service persons like the washerman, barber and milman, who serve the daily needs of the residents have not been provided adequate accommodation (in many cases no accommodation at all) in the housing programme. Once when people start settling in new housing areas developed by the town planning agencies or Slum Clearance Board along with them these poor people also come to settle either in vacant plots, space allotted for tanks, play fields, schools or other common functions. Sometimes, they even put up their huts on the space allotted for roads and bus sheds. As the nature of their work in the residential localities require their presence from early morning to late evening they are forced to find their accommodation. At times, when they are confronted by the local enforcement authorities they organise and put up a sorrowful picture and attract political attention.

Many of the households as in these slum areas the casual labourers, domestic servants, hawkers and petty traders. By and large they get a regular and steady income, though the income level is very low. They are well organised and have community social activities and interactions. By and large both men and women work and give some attention to their children. In the absence of many basic amenities, these areas have many characteristics of slums. However, people are conscious of this and make their own efforts to improve.
Industrial Area Slums:

With industrialisation initiated in the cities, large number of people have migrated to cities for gainful employment. In the initial stages, nothing was done by industries to meet the housing needs of the labourers. Workers wanted to live near their work places. Most of the industries came up in the fringe areas of the central cities on agricultural lands acquired and allotted by the Government. The tanks, canals and other common facilities of the agriculturists became government property. Government agencies did not have ready plans for these common lands to be immediately implemented. Hence, there were very little resistance from any quarter and the poorer sections erected their temporary huts as their dwellings. In course of time more and more people came to erect their huts. These poor people did not have sufficient money to erect big huts or construct good houses. In the industrial regions of many cities space occupied by tanks, canals, and other common agricultural facilities have become slum areas. The city disowned the responsibility for these haphazard growth of hutments. No particular buildings regulations were imposed. Above all no provision was made to house these people. These slums have developed on sites wholly unfit for human habitation.

Social life in these industrial slums are characterised by the conflict between the cultural orientation of the migrant industrial worker who has not yet adjusted to the urban pattern.
of life and the alert and cunning urban service agencies like the owners of huts, petty shop keepers, hawkers, brokers, etc. Some times to exploit the plight of the workers who could not bring their wife and children due to inadequacy of income or want of proper accommodation, a few prostitutes also force their way to these slums and reside. Depending upon the degree of adjustment between the rural values and the industrial urban culture, a new pattern of interpersonal interaction and relations develop.

Squatter Settlements:

All these years housing programmes of the government have concentrated on the upper middle class and the middle class families. Employees in organised sections have some housing facilities either organised by employees or sponsored by agencies. The bulk of the lower middle class in the unorganised section and a considerable percentage of lower middle class in the organised section were left to themselves. They were forced to live at the mercy of the private rental house owners. The existing rent control regulations and tenancy rules are not attractive to encourage private investors to invest in private rental house construction. The real estate dealers find big plots for the rich and upper middle class more profitable than small plots suitable for the lower middle class because of the town planning regulation and requirements. Government sponsored sites suitable for this economic group is not available. In certain cases where the plots were made available, the cost of
plots were beyond the reach of most of the people in lower middle class. Thus, the non-availability of reasonable rental accommodation, lack of adequate housing schemes from the government, total disregard of the private and public real estate agencies towards the needs of the lower middle class have driven these people in urban centres to the plight of a peculiar way out in the form of squatter settlements.

Some of the initiators of these groups watch out for public land in the outskirts of the city which is vacant. They try to ascertain the titles of these lands to make sure that private individuals may not come with ownership titles later. They contact some political leaders and get assured of informal support and work out a reasonable cost for each plot towards the expenses of silencing the official machinery for a period of time, to provide barest minimum water, light and other amenities, to seek political and moral support from organised political parties. Then they sound a number of their friends, relatives and neighbours who are at similar plight. They prepare silently layout plans, plot outlines and identification for each and every plot. On the appointed day they collect the money from each one who has agreed to pay the cost of the expenses and allot plots. Immediately all households rush to the plots and put up temporary thatched roof with coconut leaves and start erecting mud walls. Side by side the families move into the area and the place becomes full of activities. These squatter settlements see constant improvement every day according to the
resourcefulness of the occupants. They organise and wait endlessly for the title on the basis of which the government may extend some of the amenities.

These settlements, look like slums because of the absence of basic amenities of urban life. The community is a well organised one with very good interpersonal interactions and co-operation. Though many socio-cultural institutions and associations are absent in the initial stages, in due course people organise associations and institutions take shape with firm roots in the community. These settlements closely resemble the squatter settlement reported by Mangin (1965) at Lima.