INTRODUCTION

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The slums are a very ugly but realistic aspect of urban areas. They punctuate almost every city of the world. The last few decades have seen them proliferating tremendously, although they have been in existence since historical times. With industrialisation, migration and the concomitant urbanisation process the rate of growth of slums has also increased. Though there are striking variations in the world, but slums are as typical of the developed capitalistic world as of the socialistic realm and developing countries. Harlem of New York and Black-Belt of Chicago are synonymous with slums. The other first world countries such as Germany, France, United Kingdom have their own share of 'slums', 'bas-quartiers' and 'hinter-houses', respectively. Though the requisite data for the socialistic countries are not available, slums do exist in the second world as well (Tretten, 1970). Neither is Russia without Trushuba or Pakhloyopka nor China devoid of Bhi Min Khi.

The situation in the third world is indeed depressing. 'Chawls' of Mumbai, Barang-Barang of Manila and Mashroom houses of Ankara are among slum localities in these cities. The proportion of slum dwellers ranges from about 25 percent to 90 percent in the cities of developing countries (Linn, 1983). In India, slums are a serious problem in every city. In 1991, an estimated 55 million people lived in slums. They accounted for about one-fourth of the urban population. Slums are of course, more typical of the bigger, industrial and faster growing cities. Though the broad patterns of slum life are universal, these differ in origin and character in the developed and developing countries. A slum locality in a developed country may be a good living area as per the standards in developing countries, and practically the whole city in a developing country may strike as a vast slum to a western eye.
Slums have attracted due attention of researchers, planners, administrators and above all, social activists. They feel concerned with these localities from the academic, professional or altruistic perspectives. One can, of course, distinguish between the nature of interest as shown by the scholars in the developed and developing countries as also by the international agencies. In the developed countries, the primary interest in this theme has been in the form of the question of social justice, or rather injustice, in the cities. This is represented by the work of geographers like Harvey (1973), Smith (1973), Peet (1977). At the same time, the planners and administrators have felt concerned with the problems, policies and procedures of urban renewal or redevelopment. Urban renewal is a continuous process of housing and neighbourhood improvement and consists of three types of corrective action in the form of conservation, rehabilitation and redevelopment (Modak, 1971).

On the other hand, the focus of study in the developing countries is on urban housing, urban poverty and rural-urban migration (Dwyer, 1975; Payne, 1977; D’Souza, 1978). A far more serious concern is felt by the administrators and planners who found the process of slum formation intractable. They have resigned themselves to the fact that slums are inevitable. It is impractical to clear or relocate these. The only thing they can do is to improve or upgrade these localities.

The international agencies, such as the UNICEF, International Labour Organisations and the World Bank, have played a crucial role in highlighting the slum problem in general, and in stressing the need for formulating feasible strategies for resolving it, in particular (United Nations, 1980). The General Assembly of the United Nations had declared 1987 as the International year of
shelter for homeless. The Indian catalogue has, by now, considerable literature on slums. Diverse contributions have been made by social scientists, research institutions, planning organisations, the Census of India, social activists and free-lance journalists. A variety of perceptions on the theme are available. Among the social scientists Sociologists, Economists and Geographers have been in the forefront of such studies. Sociologists (D'Souza, 1968; Van Katarayappa, 1971; Desai and Pillai, 1972; Wiebe, 1975) mainly focussed on social conditions of slum dwellers and made attempts to classify them in different categories. Economists (Bose, 1974; Fonseca, Sinclair, 1978) showed a greater interest in matters relating to the formal and informal sector of urban economy, land prices and urban poverty. Geographers (Khatu, 1981; Krishan, 1985; Singh, 1986) in the spirit of their discipline have felt concerned with the locational pattern or morphological structure of the slum localities.

The National Institute of Urban Affairs, New Delhi, has conducted a number of studies relating to situational analysis of slums, evaluation of slum improvement programmes and patterns of urban poverty (1988, 1991). The Town and Country Planning Organisation, not only collected detailed data on slums in Indian cities but also carried out a review of slum strategies as adopted, from time to time (1985). The Centre for Science and Environment has underlined the ecological implications of urban slums (1986).

The National Commission on Urbanisation was the first ever team constituted by the Government of India (1988) to take a comprehensive view of the urban problems facing the country. It took a special note of the problem of urban slums. It was recommended that 'besides providing civic amenities and
basic environmental services in slums, it is important to eliminate the fear of eviction amongst the slum dwellers. The basic security would motivate them to invest resources and energy in improving their shelter and environment.

The Census of India, in addition to its main task of collection and presentation of population data, carries out a number of research studies. Its urban studies wing is quite strong. As a part of its activities, slum studies, on comprehensive basis, have been conducted for some selected cities of India for example: Delhi, Calcutta, Chennai, Bangalore, Ahmedabad, Ludhiana, Vishakapatnam etc. Social activists and free-lance journalists (Hendre, 1976; Sarin, 1982; Bapat, 1983) have tried to project the radical dimension of the slums. They espouse for a sympathetic view of slums on the part of the government. Equally they try to mobilise the slum dwellers to fight for their rights. Turner (1976) believes that slum problem can be solved only through schemes aiming at 'housing by the people' rather than for the people.

Notably, slums found a place of detailed description in literature also. The Hindi literature of seventies voiced slum-vad (slumism), among other things. Amrit Lal Nagar, Raj Kamal Chaudhary and Jagdamba Prasad Dikshit, depict the sensitivity of the slum life in their novels. Film producers too did not lag behind. Movies like 'Chakra' and 'Salaam Bombay' are graphic representations of slum life. Hence literature on slums has flowed in from diverse directions. The present study in the form of a doctoral thesis, is an effort in this direction.

Research Problem

The emergence of slum is essentially the product of three forces: demographic dynamism of a city, its incapacity to meet the rising demand for
housing, and existing urban land policies which prohibit the access of the poor to the urban land market. The poor are left with no choice but to make or take shelter illegally on any available piece of land. Sometimes a slum is the consequence of blight in the old parts of the city. At times, a slum is inherited in the form of an old or a haphazardly growing locality within the extended territorial limits of a town. The first situation, wherein poor migrants squat and settle on any public or private land, is much more typical.

At the heart of the whole problem is the issue of housing or the provision of shelter to the poor. The situation is worsening with the passage of time because neither the government nor the poor have adequate resources for the poor. Many of those who come in search of jobs do not get very high wages nor are they housing conscious. Low income and low priority of housing leads them to accept low standard of living. They end up with building small huts. People of low socio-economic levels are not civic minded. They are not concerned if slum conditions are created even in otherwise decent localities, nor do they feel about improving the conditions.

In India in 1960, 20 percent to 30 percent population of metropolitan cities were slum dwellers. Today this figure has shot up to 50 percent in some cases. Hence this problem requires much more detailed comprehension as it deals with a vast number of population. Not only this but the spatial allocation of amenities and infrastructure is uneven within our cities, with appalling conditions of living in some, contrasted with luxury and high living in yet others. The misery of slums does not deter the rural poor from converging towards them. Paradox is that, to rich the city’s landscape is filthy and ugly needing urgent urban surgery while to the poor the city is still full of urban
vitality and variety, and is highly liveable, of course, as compared to the dull and static atmosphere of rural areas. Several measures were taken to solve the problem in past but failed. Slum clearance, as a strategy, proved counter productive.

In the present work the problem of slums is examined taking 'The Municipal Corporation of Faridabad' (henceforth Faridabad City) as a case study. Faridabad falls in the Delhi Metropolitan Area (other than Delhi) of the National Capital Region (Fig.1). According to 1981 census records, in 1979, it had 28 notified slums. There were 103 notified slums in 8 class I towns of Haryana. On an average the proportion of slum population in class I towns of Haryana was 12.64 percent. Faridabad city with a slum population of 62229 had 18.81 percent population residing in slums. Since then its population which was 3,30,864 in 1981 was estimated to grow to 4.57 lakhs and the slum population 0.91 lakhs, stipulating 20 percent as share of slum population in urban areas (Town and Country Planning Organisation, 1985).

The total population of the city, 6,17,717, according to 1991 census is much higher than the estimated population of 1991, which was 4.57 lakhs. It is expected that the slum population would have increased in a similar manner. By the same analogy the population of notified slums in Faridabad city would have become 1,23,543 by 1991. Field survey reveals that the number of slums had grown to 67, in 1998 which includes both notified and unnotified slums. It is expected from the trends that the population of slums should have increased substantially by now. Therefore the selection of Faridabad as a case study does not require any further justification. The proliferation of slums and the deteriorating urban landscape situation, raises certain questions:
Research Questions

1. Are slums an inevitable part of city growth? Why do they manifest themselves?

2. Which distortions in the economic, social and political system lead to the formation and spread of slums?

3. Do they exhibit any pattern in their location within a city?

4. How do slums differ within a city and amongst themselves?

5. Which strategies have been adopted to solve slum problem? What is their outcome? What is the role of N.G.O’s (Non Governmental Organisations) in this context?

Objectives and Hypotheses

The specific objectives of this study are:-

(i) an inquiry into the evolutionary process of slum proliferation.

(ii) an understanding of distortions in the prevailing economic, social and political system which lead to slum formation and diffusion.

(iii) an analysis of locational attributes of the Faridabad slums in their time-space context.

(iv) an analysis and discussion of their socio-economic conditions, service levels and rural-urban relations.

(v) an elaboration of the slum strategies in terms of their relative degree of success.

To achieve these objectives a scientific research design was prepared. Accordingly the following hypotheses have been formulated for testing:

(i) industrial dynamism is the main factor behind slum proliferation.
(ii) the problem of slums is acquiring larger magnitude with the passage of time.

(iii) slums are located on the marginal land available on the periphery of the city.

(iv) slums are inhabited by immigrants and are dominated by low caste and low income groups.

(v) slums occupy government land.

(vi) efforts of the government at solving the slum problem have not been a success.

The proposed research exercise called for an appropriate research methodology to arrive at precise conclusions, meaningful suggestions and effective recommendations. A systematic research design was framed towards that goal.

The study covered all the slums identified and notified by the Faridabad Complex Administration and unnotified ones. Information about slum population, civic amenities and the upgradation schemes for the former was noted from the available records.

To collect necessary additional information field work was conducted. All slums were visited to trace their origin, to find out their specific nature and to understand their specific problems.

Questionnaire based interview method and observation was mainly adopted for the purpose. To examine the variation within and amongst the slums, a survey was prepared to represent the information collected.
Organisation of Study

Keeping in view the basic issues raised and main objectives stated, the subject matter of study is presented in three sections, further divided into ten chapters.

The first section provides a background to the slums. It includes three chapters: one on the conceptual framework, second on slum identification procedure and methodology, and the third on an overview of slum at different spatial scales — global, national, regional and city levels.

The second section is devoted to a detailed examination of the Faridabad slum. It is divided into four successive chapters: the evolution and growth of the city, origin and evolution of its slums, classification of city slums, analysis and discussion of sample slums with reference to the socio-economic attributes, demography, economy, housing and living conditions and rural-urban linkages of the slum dwellers. The final section is composed of a single chapter. It takes a view of the slum strategies adopted at the national and local levels. The ‘Summary of Conclusions’ forms the concluding part of the thesis.