3.01. Bustees of Kolkata: An overview

In the city poverty reveals itself through the existence of the slums in the form of bustees, canal bank squatters and rail side squatters. Bustees dot the urban landscape of the metropolis. They have been the most conventional source of housing for the poor working and labour class of Kolkata. Slums, which are registered in the Corporation’s assessment records, are known as Bustees in Kolkata. These grew in response to the demand for housing for the urban poor in dearth of space. Bustees are not unauthorized structures but private properties with poor living conditions paying municipal taxes. From then the city grew into an important trading and commercial city. The poor agricultural labourers from the hinterland of the city continued to migrate to the city attracted by its wealth. Bustees grew as thatched dwellings initially of the local poor - agricultural labourers and artisans, and of the domestic migrants who worked as domestic servants in the service sector. They resided in close proximity to the most affluent enclave of the local wealthy natives in the city.

3.02. Defining 'bustee'

3.02.01. Definition of “bustee”

The term ‘bustee’ is a distortion of the Bengali term ‘basti’ which means a collection of living accommodations. Keeping aside this general definition, the term has a legal definition too which has changed from time to time (Sen, B. K., 1954).

3.02.02. Calcutta Municipal Act 1888

A ‘bustee’ according to the Calcutta Municipal Consolidation (Act II of) 1888 means, “a plot of bustee lands in the assessment book, or a collection of such plots adjacent to one another exceeding in the aggregate one bigha in area” (Nair P.T., 1989).

3.02.03. Calcutta Municipal Act 1923

According to the Calcutta Municipal Act, (Bengal Act, No. III), 1923 a bustee is explained as “an area containing land occupied by, or for the purpose, any collection of huts – standing on a plot of land not less than ten cottahs in area and bearing one number in the assessment book, or standing on two or more plots of land which are adjacent to one another and exceed in the aggregate one bigha in area” (Nair P.T., 1989).
Chapter III: Bustees: The Recognized Slums Of Kolkata

The Calcutta Municipal Corporation Act, 1980, has defined (Section 2 [8]) a bustee as "an area containing land not less than 700 metres in area occupied by or for the purpose of construction of huts or other structures used or intended to be used for human habitation" (Nair P.T., 1989).

3.03. Bustees and slums

3.03.01 Defining slum
According to a classical definition, "The slum is a bleak area of segregation of the sediment of society; an area of extreme poverty, tenements, ramshackle buildings; an area of working mothers and children, of high birth, infant mortality, illegitimacy and death; an area of pawnshops." (Zorbaugh, H.W. in Upadhyay S., 1949). It is a residential area in which the housing is so distorted, so sub-standard or so unwholesome as to be a menace to the health, safety, mortality, or welfare of the occupants (Upadhyay S., 1949).

3.03.02. Difference between 'bustee' and 'slum'
'Bustee' and 'slum' are not synonymous terms. Bustee is a residential area of the poor whereas slum denotes the poor living conditions and the sub-standard way of life. Not every bustee in Kolkata can be denoted as 'slum'.

3.04. Living condition in bustees in 1948-49

3.04.01. Bustee status and infrastructure
Based on a survey of the 11 percent of the bustees of Kolkata by the Statistical Bureau in 1948-49 it was estimated that (Provincial Statistical Bureau; Government Of West Bengal, 1950) —

- The area of bustee ranged from 0.01 acres to more than 6 acres thought the average area of bustee was 0.43 acre.
- Nearly 80 percent of the bustees were less than 0.50 acres.
- A bustee on an average had 6.38 huts with approximately 52 rooms where 35 tenant families and 5 lessee families lived. Number of rooms per hut was 8.
- Only 12 percent of the families in the bustees were lessees and the rest were tenants.
- About 61.7 percent of the huts had no arrangement for water supply.
- Almost 17.3 percent of the huts had no latrine.
- Only 15 percent of the huts had kitchen.

3.04.02. Living accommodation
Almost 84.34 percent of the families were residing in one room, 8.91 percent resided in 2-room and the rest (less than 7 percent) resided in 3-12 rooms (Figure No.3.01 and Table No.3A). On an
average a tenant family occupied 1 room only. Almost 93.3 percent of tenants were one roomed and 6.2 percent of tenants were two roomed. On the other hand a lessee family lived in 3 rooms on an average. 26.4 percent and 28.9 percent of lessee families occupied one and two rooms respectively. Rest of the 45 percent of the lessee families occupied more than 2 rooms (Provincial Statistical Bureau; Government of West Bengal, 1950).

3.04.03. Average residents per bustee
Average number of residents per bustee was 155.33, of whom 32.47 persons belonged to lessee families while the rest 122.66 persons were tenants (Figure No.3.02 and Table No.3B).

3.04.04. Size of bustee family
The average size of a lessee family was 6.74 persons consisting of 3.75 males and 2.99 females. The size of the tenant family was much smaller comprising of 2.21 males and 1.27 females per family (Figure No.3.03 and Table No.3C).

3.04.05. Congestion in bustees
The congestion in the bustees was evident from the number of occupants per room and the average floor space enjoyed per family as well as per head. The room density was 2.47 persons for lessee and 3.16 persons for tenants (Figure No. 3.04 and Table No.3D). The average floor space enjoyed by a family living in bustee worked out to be 184.05 square feet. The average area occupied by a tenant family was 86.4 square feet and 281.7 square feet for a lessee family (Provincial Statistical Bureau; Government of West Bengal, 1950). The per capita floor space enjoyed by a family was 33.28 square feet. For a tenant family it was 41.73 square feet and 24.82 square feet for a lessee family (Figure No.3.05 and Table No.3E).

3.04.06. Ventilation of bustee huts
It was found from the study that 37 percent of the huts were well ventilated, 39 percent moderately ventilated, and 24 percent were badly ventilated (Provincial Statistical Bureau; Government of West Bengal, 1950). About 67.2 percent of
the huts in Ward No. 2 (Kumartuli) were ill ventilated compared to 6.8 percent in Ward No. 15 (Colinga).

3.04.07. Water supply in bustees
Water supply condition was in a deplorable condition. Dwellers who were fortunate in having water supply were served at a rate of 25.65 persons per tap. Proportion of huts with no arrangement of water supply varied from 7.7 percent in Ward No. 11 (Paddapukur) to 98.7 percent in Ward No. 18 (Tangra). About 61.7 percent of the huts had no arrangement of water supply and 54.6 percent of the bustee dwellers lived in such huts (Provincial Statistical Bureau; Government of West Bengal, 1950).

3.04.08. Cooking arrangement in bustee households
Not all the huts were fortunate to have cooking arrangements. Separate kitchen was provided in only 15.5 percent of the huts in the bustees. In 70 percent of the huts cooking was done in some sort of verandah. In 10.4 percent of the huts cooking was done in the bedroom. In 4.1 percent of the huts no cooking was done (Provincial Statistical Bureau; Government of West Bengal, 1950).

3.04.09. Drainage condition in bustees
Nearly 57.6 percent of the huts were provided with good drainage. The variation in percentage of huts with good drainage varied from 98.9 percent in Ward No. 20 (Beniapukur) to 20.8 percent in Ward No. 27 (Tollygunge). The best Wards with regard to drainage were Ward Nos. 20 (Beniapukur--98.9 percent), 13 (Fenwick Bazar--95.6 percent), 15 (Colinga--95.4 percent) and 4 (Sukera Street--92 percent) respectively. Wards with worst drainage condition were Ward Nos. 27 (Tollygunge), 18 (Tangra), 30 (Belgachia) and 29 (Maniktala) having 20.8 percent, 22.6 percent, 34.3 percent and 35.9 percent of huts with inferior drainage condition (Provincial Statistical Bureau; Government of West Bengal, 1950).

3.04.10. Sanitary condition in bustees
Percentage of huts without any latrines varied from 50.7 percent in Ward No. 6 (Jorasanko) to nil in Ward Nos. 7 (Barabazar) and 14 (Taltala). On an average 23 persons used a single latrine and it varied from 11.1 in Ward No. 31 (Satpukur) to 45.2 persons in Ward No. 5 (Jorabagan). In the
bustees 14.7 percent of the huts were without any latrines and 10.1 percent of the bustee dwellers lived in such huts (Provincial Statistical Bureau; Government of West Bengal, 1950).

3.04.11. Taxes paid by bustee-dwellers

In spite of the worst conditions of the bustees as mentioned above the poor bustee dwellers paid huge taxes. The average quarterly tax per bustee was Rs.68.10. The highest amount of taxes paid was over Rs.1500 per quarter and the lowest was below Rs.10 per quarter. The tax paid to the Corporation depended mainly on the area of the bustee and the annual value of the holding. Almost 75 percent of the bustees paid a tax up to Rs. 80 per quarter. Only 0.03 percent of the bustees paid quarterly tax above Rs.500 (Figure No.3.06 and Table No.3F).

3.05. Bustees in 1951

3.05.01. Distribution of bustee area

According to the Report of the Corporation of Kolkata, there were 1,040 bustees each having an area of over 10 kottahs within the jurisdiction of Kolkata Corporation area spread in 32 Wards covering an area of about 14.4 square kilometres (Corporation of Calcutta, 1955). Bustees covered almost 19.62 percent of the total area of the city with an average density of 72 bustees per square kilometres and 594 persons per bustee. The Wards in the fringe areas of the city consisted the highest proportion of bustee area to Ward area. Ward Nos.18 (Tangra), 28 (Beleghata) and 31 (Satpukur) had the highest share of bustee area in the city with more than 40 percent of the Ward area being under bustees (Map No.3.01 and Table No.3G). Compared to the northern part of the city the southern part had comparatively lesser proportion of area under bustees.
Chapter III: Bustees: The Recognized Slums Of Kolkata

Legend

<table>
<thead>
<tr>
<th>Percentage of Bustee Area to Ward Area</th>
</tr>
</thead>
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<tr>
<td>More than 50 (%) (2)</td>
</tr>
<tr>
<td>45 to 50 (%) (2)</td>
</tr>
<tr>
<td>30 to 40 (%) (14)</td>
</tr>
<tr>
<td>15 to 30 (%) (14)</td>
</tr>
<tr>
<td>Less than 15 (%) (11)</td>
</tr>
<tr>
<td>No bustee (%) (3)</td>
</tr>
</tbody>
</table>

N.B. Figures in parenthesis indicate number of wards

Map No. 3.01

DISTRIBUTION OF PERCENTAGE OF BUSTEE AREA, 1951

Data Source: Corporation of Calcutta, 1955
Computation & map generated by author by using MapInfo Professional Version 7.5

DISTRIBUTION OF PERCENTAGE OF BUSTEE POPULATION, 1951

Legend

<table>
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<th>Percentage of Bustee Population to Ward Population</th>
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<tr>
<td>More than 65% (%) (1)</td>
</tr>
<tr>
<td>55 to 65% (%) (2)</td>
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<tr>
<td>45 to 55% (%) (10)</td>
</tr>
<tr>
<td>35 to 45% (%) (16)</td>
</tr>
<tr>
<td>25 to 35% (%) (32)</td>
</tr>
<tr>
<td>Less than 25% (%) (62)</td>
</tr>
</tbody>
</table>

N.B. Figures in parenthesis indicate number of wards

Map No. 3.02

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

3.05.02. Distribution of bustee population
The total number of people living in the bustees was 6,17,500 that worked out to be 24.4 percent of the total population (Corporation of Calcutta, 1955). The bustees were so congested that an average of 4 persons had only 1 square metre space in the bustee. The Ward wise distribution shows that (Map No.3.02 and Table No.3G).

- Out of 32 Wards, 3 Wards (9 percent of the Wards) had no bustee population.
- 16 Wards (50 percent of the Wards) had less than 25 percent of bustee population.
- 10 Wards (31 percent of the Wards) had a share between 25-45 percent of bustee population.
- 2 Wards (6 percent of the Wards) had 45-65 percent of bustee population.
- 1 Ward (3 percent of the Wards), that is, Ward No 18 had more than 65 percent of bustee population. It accounted for the highest share of bustee population.

3.05.03. Average number of persons per bustee
The spatial distribution of the average number of persons per bustee within the city showed that Ward Nos.1 (Shyampukur), 3 (Burtala), 4 (Sukea Street), 9 (Muchipara), 19 (Entally) and 25 (Ekbalpur) had a high concentration of bustee people accounting for almost 1,200 to 1,500 per bustee. However on the contrary the Wards located in the central part of the city had very negligible share of bustee population, which has been a result of slum clearance in the pre-independence period (Corporation of Calcutta, 1955).

3.05.04. Congestion in bustees
The influx to the city had gone on steadily since the war years and intensified after partition in 1947. While city’s population had increased in geometric progression its progress lacked behind. House building did not keep pace with the growing demand for dwellings. In 1951 a little more over 7 lakh living rooms used to home about 26 lakhs of population. The ratio between people and living rooms were 4:1. The picture was sordid. More than 37 percent of families could not even claim one single room for their living. Nearly 40 percent of the families lived in 1-room type dwellings (Figure No. 3.07 and Table No.3H). It was already established that a completely separate and independent home unit was not at all the dominant type of dwelling pattern of Kolkata and this city of palaces had more people living in kutchha and semi-kutchha houses than in brick-built once and also a considerable section living in shops and under the open sky (Corporation of Calcutta, 1955).
3.06. Living condition in bustees in 1956

3.06.01. Bustee population

In 1956-57 the State Statistical Bureau estimated the population of bustees to be 5,31,500 and the number of families to be 1,32,800 (State Statistical Bureau; Government of West Bengal, 1957).

3.06.02. Living accommodation

Majority of the bustee people occupied only one living room. Almost 77.86 percent families lived in one living room. 15.27 percent occupied 2 living rooms (Figure No.3.08 and Table No.3I). Average living space per living room was 96.49 square feet. Average number of living rooms per family worked out to be 1.37. Number of persons per living room was 3.18 persons. Per capita floor space was 30.34 square feet. Average floor space per family varied from 302.84 square feet for an owner family compared to 142.08 square feet for a tenant family. Average open space per family was 81.53 square feet (State Statistical Bureau; Government of West Bengal, 1957).

3.06.03. Status of essential services

- Some of the bustee premises did not have any sanitary and water supply conveniences.
- Almost 3.44 percent of the bustee premises housing 2.82 percent of the total bustee families did not have any privies.
- Nearly 89.55 percent of the families used common privies.
- About 33.21 percent of the premises did not have any water supply facility. Water supply was mostly shared among the bustee people. Almost 63 percent of the families shared water supply service and 30.91 percent of the families had no water supply facility.
- Almost 80.92 percent of the families had no electricity.
- Near about 73.16 percent of the families did not have kitchen.
- About 80.40 percent of the families had no bathroom at all and 15 percent used shared bathroom (State Statistical Bureau; Government of West Bengal, 1957).

3.07. Socio-economic condition in bustees during 1954-55 to 1957-58

According to a survey conducted by S. N. Sen from 1954-55 to 57-58 --

- Almost 25 to 26 percent of the households of the city lived in the bustees constituting 25 percent of the city’s population.
- Only 13 percent of the households possessed electric lights.
• About one-seventh of the bustee households did not have any privies. Less than 1 percent of the households shared a privy with 2 to 9 households. More than 55 percent shared one privy with 10 to 49 other households. 6 percent shared one privy with 100 other households.
• Respect to water supply 44 percent of the households did not have any water tap. 54 percent had to share 1 water tap with other household.
• Almost two-third of the households did not even have more than 30 square feet of space per head and another 12 percent had 31 to 40 square feet of space per head.

3.08. Slum clearance plan in the 5-year plan (1955)

3.08.01. Measures of slum clearance
The Corporation had carried out slum clearance operation in the early twentieth century for urban development in Kolkata with the help of Calcutta Improvement Trust (CIT). Besides the Corporation simultaneously carried out improvement work of the bustees. But the end result was not satisfactory. Hence the Corporation formulated a plan for slum clearance in their 5-year plan in the mid-1950s (Box No.3.01).

<table>
<thead>
<tr>
<th>Box No. 3.01</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Slum Clearance Plan Formulated By The KMC In 1950s</strong></td>
</tr>
<tr>
<td>➤ Slums situated in the core area of the city were to be cleared and the area to be re-developed for housing. This work was to be carried out through the private enterprises.</td>
</tr>
<tr>
<td>➤ Slums situated outside the core area of the city to be cleared and to be re-developed primarily for low-cost housing (3 or 4 storeyed blocks). This work was also to be carried out through private enterprise.</td>
</tr>
<tr>
<td>➤ Slums with open land in the added areas were to be acquired and re-developed by building low-cost housing on the open land to provide housing for the de-busteed population.</td>
</tr>
</tbody>
</table>


3.08.02. Government intervention in bustee improvement
During the late 1950s with the formulation of the Slum Clearance Bill in 1957 a few bustees received eviction threats namely Patwarbagan bustee (near Sealdah in Central Kolkata), Kathmarbagan Bustee (in Bagbazar, north Kolkata), Panchanantala Bustee and Hazra Bustee in South Kolkata (Map No.3.03). Eventually the evictions did not take place. However the protests that grew around them and the continuous insecurity in bustees led to the formation of “All Calcutta Bustee Federation”. With several organized protests the “Slum Clearance” issue was modified with an added component of “Rehabilitation”. With the enactment of the Calcutta Slum Clearance and Rehabilitation Act in 1958, the first ever public intervention of slum improvement was taken up. Clearance of bustees and rehabilitation of bustee dwellers of the target bustee in a better housing in a planned area was the model adopted. This was attempted for several bustees.
by the State Housing Department (KMDA, 1987). But in actual practice neither the bustee dwellers moved onto the new area nor the authority could take possession of the designated bustee areas. The rejection of the model by the bustee dwellers was not only due to the ground of their affordability but also due to their apathy towards the apartment type living and adaptability lag to an urban living style. Also the thika tenants who thrived on the rents from the hutments opposed this model of slum clearance. This changed the approach towards slum improvement in the following decades.
3.09. Living condition in bustees in 1958-59

3.09.01. Bustee holdings
In a survey conducted by the State Statistical Bureau in 1958-59 a complete census of the physical condition of the bustees and economic condition of the bustee-dwellers were conducted in the Old Corporation Area (Ward Nos.1 to 80). There were altogether 3,093 bustee holdings. The average size of a bustee holding was 32.13 kathas.

3.09.02. Distribution of bustee area
The occupied holdings covered an area of 1594 acres, that is 8.45 percent of the total city area. 66.36 percent of the area was built-up area and the rest 33.64 percent was used for ponds, tanks, roads, drain and other purpose. 6 Wards had no bustees, all located in the central part of the city. 6 other Wards had no registered bustees located in the southeast fringe of the city. 4 Wards (Ward Nos. 15, 33, 48 and 74) had more than 25 percent of the area under bustees. 11 Wards had 15 to 25 percent of the area under bustees. 53 Wards had less than 15 percent of the Ward area under bustees (Map No.3.04 and Table No.3J).

3.09.03. Distribution of bustee population
The bustees sheltered 1,89,447 families with a population of 6,68,903 persons. On an average 63.13 families lived within a bustee. The total number of earners was 2,47,419 with an average of 1.3 earners per family (State Statistical Bureau; Government of West Bengal, 1961). The distribution of bustee population is shown in Map No.3.05 and Table No.3J).

3.09.04. Bustee huts
These bustees comprised of 28,578 huts out of which 60.31 percent huts were wholly kutchha. On an average 6.63 families lived within a hut. Very few families claimed the sole and exclusive occupation of a separate hut. The total number of rooms in these huts was 2,23,624 with an average of 7.82 rooms per hut and 74.52 rooms per bustee respectively. (State Statistical Bureau; Government of West Bengal, 1961).

3.09.05. Persons per bustee
In almost 8 Wards there were more than 400 persons per bustee. In 5 Wards the concentration was low being less than 100 persons per bustee. Concentration was higher in the bustees of North Kolkata than South Kolkata except a few in the latter (Map No.3.06 and Table No.3J).

3.09.06. Living accommodation
Occupancy rate is one of the most sensitive measures of
housing conditions and is used to gauge the level of overcrowding. One person per habitable room is accepted as the threshold above which overcrowding exists (Goodall, B., 1987). The average number of persons per room ranged from 3 to 5 persons. In 6 Wards of north-central Kolkata the room density was as high as 5 persons per room. In 52 Wards the room density in bustees was 4 persons per room. In the rest 12 Wards it was 3 persons per room (Map No.3.07 and Table No.3J). Almost 90.38 percent of the families lived in only one living room. Nearly 6.72 percent of the families occupied two rooms. Almost 2 percent occupied three rooms while only 1 percent occupied four rooms and above (Figure No.3.09 and Table No.3K).

3.09.07. Average floor space for bustee dwellers
The average floor space per living room was 118.11 square feet and the per capita floor space of living rooms was 31.52 square feet. The average number of living rooms per family was 1.14 respectively (State Statistical Bureau; Government of West Bengal, 1961).

3.09.08 Access to water source in bustees
In Ward Nos. 59, 61 and 73, the average number of persons per water source was as high as 60 to 75 persons. In 6 Wards it was moderately high ranging from 45 to 60 persons. In many Wards of Central and North-central Kolkata 15 to 30 bustee dwellers were served by one water source (Map No.3.08 and Table No.3J).

3.09.09. Access to sanitation in bustees
In Ward Nos. 9 and 47 almost 50 to 60 persons used one privy. In 6 Wards of Kolkata 40 to 50 persons used a single privy. In 19 Wards it was 30 to 40. 50 percent of the Wards (39 Wards) had one privy used by nearly 20 to 30 persons. In 4 Wards of Kolkata 10 to 20 persons used a single privy. This showed that the status of sanitation was worse in the bustees of Kolkata (Map No.3.09 and Table No.3J).

3.09.10. Bathing enclosures in bustees
Only 0.38 percent of the families had bathing enclosures exclusively. Majority of the families that is, 92.59 percent did not use bathing enclosures at all (State Statistical Bureau; Government of West Bengal, 1961).

3.09.11. Nature of ventilation in bustee huts
Not many of the huts were properly ventilated. Nearly 68 percent of the huts were dark and semi-dark. About 32 percent of the huts were well ventilated (Figure No.3.10 and Table No.3L).
Chapter III: Bustees: The Recognized Slums Of Kolkata

Map No. 3.04

DISTRIBUTION OF BUSTEE AREA, 1958-59
CORPORATION OF KOLKATA

Legend

% Of Bustee Area To Ward Area
- More than 25 (4)
- 15 to 25 (18)
- 5 to 15 (10)
- Less than 5 (23)
- No bustee (12)

Note: Figures within parenthesis indicate number of Wards

Data Source: State Statistical Bureau, Government of West Bengal
Compilation & map generated by author by using Map Info Version 7.5

Map No. 3.05

DISTRIBUTION OF BUSTEE POPULATION, 1958-59
CORPORATION OF KOLKATA

Legend

1 Dot = 500 Bustee Dwellers

Data Source: State Statistical Bureau, Government of West Bengal
Compilation & map generated by author by using Map Info Version 7.5
Chapter III: Bustees: The Recognized Slums Of Kolkata

CONCENTRATION OF POPULATION IN BUSTEES, 1958-59

 Legend

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<th>No. Of Persons Per Bustee</th>
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<td>More than 400 (5)</td>
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<tr>
<td>300 to 400 (8)</td>
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<td>200 to 300 (23)</td>
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<tr>
<td>100 to 200 (29)</td>
</tr>
<tr>
<td>Less than 100 (5)</td>
</tr>
<tr>
<td>No bustee (10)</td>
</tr>
</tbody>
</table>

N.B. Figure within parenthesis indicates number of Wards

Data Source: State Statistical Bureau, Government of West Bengal

Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.06

ROOM DENSITY IN BUSTEES, 1958-59

 Legend

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<thead>
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<th>No. Of Persons Per Room</th>
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<td>5 persons (6)</td>
</tr>
<tr>
<td>4 persons (52)</td>
</tr>
<tr>
<td>3 persons (12)</td>
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<tr>
<td>No bustee (19)</td>
</tr>
</tbody>
</table>

N.B. Figure within parenthesis indicates number of Wards

Data Source: State Statistical Bureau, Government of West Bengal

Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.07

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

70

AVERAGE NUMBER OF PERSONS PER STAND POST IN BUSTEES, 1958-59

CORPORATION OF KOLKATA

Data Source: State Statistical Bureau, Government of West Bengal

Computation & map generated by author by using MapInfo Professional Version 7.5

Legend
No. Of Persons Per Stand Post

□ 60 to 75 (3)
□ 45 to 60 (6)
□ 30 to 45 (27)
□ 15 to 30 (36)
□ No bluster (10)

N.B. Figure within paranthesis indicate number of Wards

Map No. 3.08

AVERAGE NUMBER OF PERSONS PER PRIVY IN BUSTEES, 1958-59

CORPORATION OF KOLKATA

Data Source: State Statistical Bureau, Government of West Bengal

Computation & map generated by author by using MapInfo Professional Version 7.5

Legend
No. Of Persons Per Privy

□ 50 to 60 (2)
□ 40 to 50 (6)
□ 30 to 40 (19)
□ 20 to 30 (39)
□ 10 to 20 (46)
□ No bluster (109)

N.B. Figure within paranthesis indicate number of Wards

Map No. 3.09

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

DISTRIBUTION OF BUSTEE AREA, 1961

CORPORATION OF KOLKATA

Legend

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<th>% Of Bustee Area To Ward Area</th>
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<tr>
<td>Less than 10</td>
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<td>No Bustee</td>
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N.B. Figure in parenthesis indicate number of Wards

Map No. 3.10

DISTRIBUTION OF PERCENTAGE OF BUSTEE POPULATION, 1961

CORPORATION OF KOLKATA

Legend

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<th>% Of Bustee Population To Ward Population</th>
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<td>65 to 60</td>
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</tr>
<tr>
<td>45 to 50</td>
</tr>
<tr>
<td>Less than 5</td>
</tr>
<tr>
<td>No Bustee</td>
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</table>

N.B. Figure in parenthesis indicate number of Wards

Map No. 3.11
3.09.12. Electricity connection in bustee huts
Most of the huts were not supplied with electricity. Nearly 78 percent of the families did not use electricity, while some 19.51 percent used only electric lights and 2.62 percent were privileged of using both electric lights and fans (State Statistical Bureau; Government of West Bengal, 1961).

3.09.13. Water logging in bustees
22.81 percent of the huts got waterlogged during heavy rain and 30.86 percent of the huts remained damp throughout the year (State Statistical Bureau; Government of West Bengal, 1961).

3.10. Bustees during 1960s

3.10.01. Bustee area
The bustees covered 12.25 square kilometre out of city’s area of 95.62 square kilometre (Corporation of Calcutta, 1965). Almost 1,164 bustees were distributed within 12.81 percent of the total city area. Ward No.33 had the highest share of bustee area (64 percent) and Ward No.74 had 50 percent of the total Ward area under bustee. 8 Wards located in eastern and northern part of Kolkata had bustee area between 30 to 50 percent respectively (Map No.3.10 and Table No.30).

3.10.02. Bustee population
During 1951-1961 the proportion of bustee population decreased from 24.4 percent to almost 22.58 percent of the city’s population. Bustee population was recorded the highest in Ward No 16. Ward Nos.1, 15, 36, 48 and 56 had a moderately high share (45-65 percent) of bustee population, all being in the Old Corporation area. Mostly in the southern Wards percent of population residing in bustees were between 5 to 25 percent (Map No.3.11 and Table No.30).

3.10.03. Bustee location according to drainage condition
Almost 6,85,116 population lived in the bustees of
Kolkata and its fringe in 1961 (Corporation of Calcutta, 1965). The bustees could be sub-divided according to its location into (Figure No.3.11 and Table No.3M) –

- centrally sewered,
- fringe sewered and
- unsewered areas.

Somewhat 25 percent of the total bustee population was found to be living in the central, sewered area. Almost 31 percent lived in the fringe sewered areas of the city. Compared to these two areas nearly 44 percent of the bustee population lived in the unsewered areas of the city and its fringe. Almost 59 percent of the bustee area was located in the unsewered areas. Those living in the unsewered areas lived in worst marshy areas which were easily swamped during the rains, dotted with stagnant ponds or tanks and polluted by refuse and sewage. The population density was comparatively high in the centrally sewered area of the city with 23 persons per bigha (Nair,
Chapter III: Bustees: The Recognized Slums Of Kolkata

P.T., 1989). The distribution of bustees during 1961 is shown in Map No.3.12. Rajabazar Bustees (fringe sewer) had a higher density of bustee population while Kalighat (fringe sewer) and Tangra Bustees (unsewered) had the lowest density.

3.10.04. Major bustees in 1961

Among the main bustees in 1961 those in Chetla, Kashipur, Entally, Kalighat, Khidirpur, Rajabazar, Sealdah and Tangra were special mentioned which had been a part of Kolkata from the historical past. Kashipur bustees had developed from the need of cheap housing for the poor artisans in North Kolkata. Bustees in the Entally- Bondel area in the south-east were home of the Oriya palanquin-bearers and other native servants of the English. The bustees of Kalighat originated in the first half of the nineteenth century with the construction of the kali temple in 1809. It grew from the need for cheap housing for the artisans, petty traders, who served the pilgrims visiting the temple. (Nair, P.T., 1989). Among the major 8 bustees Kalighat Bustee occupied a relatively smaller area and had the least population. Nair (1989) designated Khidirpur as a ‘Slum City’. Here the bustees extended for miles with no roads, lights or any amenities. These bustees sprang up with the dockyard in the eighteenth century. Majority of the people of the slums of Khidirpur (included Ekbalpur, Mominpur, Watganj, Garden Reach, Metiabruz, and other localities near the Dock Area) were engaged in criminal activities such as smuggling, pilferage, wagon-breaking, illicit distillation, gambling and prostitution (Nair P.T. 1989). Immigrants from Bihar and Uttar Pradesh inhabited this slum. The bustees in Sealdah portrayed similar characteristics that of Rajabazar Bustee. The Tangra Bustee grew up with the setting up of tanneries there by the Chinese residents of Kolkata (Figure No.3.12 and Table No.3N).

3.10.05. Small scale manufacturing in bustees

Bustees were never used solely for residential purpose. Most contained residential and small-scale manufacturing units, shops as well as traditional artisans. Slowly bustees became identified by the particular activities that was carried out such as tailoring in Metiabruz of West Kolkata, timber and plywood in Ultadanga of North-east Kolkata, paper and binding work in Patwarbagan bustee of Central Kolkata, clay modeling in Kumartuli of North Kolkata, tanning in Tiljala and Tangra of East Kolkata (Unnayan, 1992).

3.10.06. Below poverty line population

During 1966-67 with a poverty line of monthly per capita income level of Rs. 54.54/- the percentage of population lying below poverty line in Kolkata worked out to be 36 percent, and 73 percent among Kolkata bustee dwellers (Dasgupta, S.,1990).

3.10.07. Bustee improvement

A draft report of the Master Plan for Integrated Development of Greater Calcutta (1961-62) by the CMPO revealed the degrading status of the bustees. This resulted in the framing of the Basic Geography Of Urban Poverty In The City Of Kolkata
Development Plan (BDP) during 1966 by the CMPO. Against the existing land-use and social problems of Kolkata the BDP envisaged future targets for housing, health, education and a scheme for future land-use pattern of the city. This action was followed up by the formation of the Calcutta Metropolitan Water and Sanitation Authority (CMWSA) in 1966 and the Calcutta Metropolitan Development Authority (KMDA) in 1970. Several bustee improvement programmes were taken up by the KMDA in the 1970s in selected bustees. But the improvement work could not keep pace with the growth of new slums within the city.

3.11. Bustees in 1970s

<table>
<thead>
<tr>
<th>Zonal Division Of Kolkata</th>
<th>Populous Bustees In Kolkata During 1970s</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>South Kolkata</strong></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Garcha-Panditia Bustee</td>
</tr>
<tr>
<td>2</td>
<td>Monoharpur Road Bustee</td>
</tr>
<tr>
<td>3</td>
<td>Bhawaniupur Bustee</td>
</tr>
<tr>
<td>4</td>
<td>Broad Street-Palm Avenue Bustee</td>
</tr>
<tr>
<td>5</td>
<td>Kalighat Road Bustee</td>
</tr>
<tr>
<td>6</td>
<td>Panchananamala Bustee</td>
</tr>
<tr>
<td><strong>East Kolkata</strong></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Motijheel &amp; Middle Road Bustee</td>
</tr>
<tr>
<td>2</td>
<td>Narouldanga Road Bustee</td>
</tr>
<tr>
<td>3</td>
<td>Beleghata Bustee</td>
</tr>
<tr>
<td>4</td>
<td>Dilkhsa Tiljala Bustee</td>
</tr>
<tr>
<td><strong>North Kolkata</strong></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Lockgate Bustee</td>
</tr>
<tr>
<td>2</td>
<td>Raja Manindra Road Bustee</td>
</tr>
<tr>
<td>3</td>
<td>Rani Harshamukhi Road Bustee</td>
</tr>
<tr>
<td>4</td>
<td>Kashipur Bustee</td>
</tr>
<tr>
<td><strong>Central Kolkata</strong></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Coolatala Bustee</td>
</tr>
<tr>
<td>2</td>
<td>Jorabagan Bustee</td>
</tr>
<tr>
<td>3</td>
<td>Elliot Road Bustee</td>
</tr>
<tr>
<td>4</td>
<td>Linton Street-Park circus Bustee</td>
</tr>
<tr>
<td>5</td>
<td>Taltala Bustee</td>
</tr>
<tr>
<td>6</td>
<td>Barabazar Bustee</td>
</tr>
</tbody>
</table>

Source: Dasgupta S. 1979

3.11.01. Distribution of bustee area

Though the number and area of bustees have declined, the bustee population during this period had increased by 33 percent (Corporation Of Calcutta, 1975). According to the Corporation’s Survey, there were 984 total bustee holdings within the Corporation boundary covering an area of 11.86 square kilometre (12 percent of Kolkata’s area) with a total bustee population of 7,90,353 (25 percent of city’s population). Most of the bustee land was characterized by ugliness packed closely, dilapidated dwellings and dumped garbage. Several micro level studies conducted during the 1970s revealed that community facilities were lacking in the bustees and the socio economic conditions were deadening.

3.11.02. Distribution of bustee population

The bustee population was 7,90,353 that is, 25 percent of the city’s population (Corporation Of Calcutta, 1975). 7 Wards located in the eastern fringe of the city had the highest concentration of bustee population, which was more than 65 percent of the Ward’s population. Comparatively the central and southern Wards of Kolkata had lesser share of bustee population. In 3 Wards of...
Central Kolkata and 1 Ward in South Kolkata no bustees existed. For 9 Wards in south and southeastern part of the city no data was available. (Map No.3.13and Table No.3P). The zonal division of bustees in Kolkata exhibited distinct bustee areas in South, East, North and Central Kolkata shown in Table No.3.01. These bustees had a very high concentration of bustee population with a degraded living standard.

3.11.03. Socio-economic setting of bustees

In the bustees average earning for over 95 percent of families were below Rs.300 per month as per 1971 survey. Rs.325 was the poverty line for a family based on consumer price index (Kolkata Metropolitan Development Authority, 1987). Over 80 percent of the families belonged to the illiterate or pseudo-literates. 37 out of 100 Wards of Kolkata had larger concentration of bustee population. Incidence of sickness, indifferent health condition and malnourishment
especially among children were high. IMR and MMR were recorded to be 100 and 30 per 1000 respectively (Kolkata Metropolitan Development Authority, 1987).

3.12. Bustee in the 1980s

3.12.01. The physical setting of bustees

The physical setting of bustees typically comprised of mud lined split bamboo walls, mud or brick paved floor and burnt clay tile roof over bamboo frame grouped around a small courtyard. It was observed that in the bustees of KMA nearly 32 percent of the huts occupied less than 1000 square feet and 43 percent of huts occupied 1000-2000 square feet. More than 6 families shared about 78 percent of huts. Almost 90 percent of the families lived in one room. Such intense overcrowding associated with environmental deficiencies did exist in spite of slum improvement programmes taken up during the 1970s (Kolkata Metropolitan Development Authority, 1987).
3.12.02. Below poverty line population

According to a KMDA survey during 1989-90, near about 42.39 percent of the bustee households were found to be living below the poverty line based on a poverty yardstick of per capita income of Rs.180 per month at 1989 price. This yardstick was modified from the Planning Commission’s poverty line of Rs.122 per capita income per month at 1984-85 prices. Based on the calorie intake of 2100 calorie per capita per day, about 52.78 percent of the bustee households were found to be living below the poverty line (Chakraborty A.M., & Haider, A., 1991).

3.12.03. Bustee development

- During the 1980s the CUDP III (1985-86) and IDA Programmes of bustee improvement were of notable importance (Map No.3.14). Under the CUDP III and IDA programme some of the bustees had undergone development while the others were yet to be covered under the same project in the central and eastern parts of the city (Map No.3.14). Majority of the bustees in southern and western parts of the city were covered under improvement programmes. KMC received approval for 60 schemes under CUDP III with a sanctioned amount of Rs.441 lakhs (Kolkata Municipal Corporation, 1989). The Kolkata Municipal Corporation in 1986 recorded that out of 17 lakh bustee dwellers in the city, 3.11 lakh bustee dwellers did not receive any development exposure under any bustee improvement programme and 0.21 lakh bustee dwellers were inadequately provided with civic amenities even after the completion of CUDP III by 1990 (Kolkata Municipal Corporation, 1986).

- Hence 3 programmes were envisaged under the Kolkata Development Plan of the Bustee Sector with an added programme of beautification and provision of parks in the existing large bustees (Table No.3.02). The available funds were utilized in various components of bustee services, namely maintenance and development works for bustee water supply, sewerage, drainage, roads and pathways, lighting arrangements, privies, conservancy services, education, health programmes etc.

- Creation of such infrastructure posed a threat of eviction by the thika tenants taking advantage of increased market value of the tenements. Thus the enactment of the Thika Tenancy (Acquisition and Regulation) Act in 1981 provided legal protection against eviction.
• Maintenance of assets created in the bustees posed a difficulty since the occupied dwellers as well as the municipal authorities never took interest in proper maintenance of the infrastructure. So to obviate difficulties in mobilizing funds to upkeep the assets a separate account name ‘Bustee Service Accounts’ has been set up in the Calcutta Municipal Corporation Act 1980.

3.13. Condition of bustee population in 1990s

3.13.01. Comparative status of bustee dwellers

According to the CSIP Socio-economic Survey in 1999, almost 29 percent of the city’s population lived in registered bustees compared to 51 percent of the population residing in standard residential areas and 10.8 percent in refugee colonies (Figure No.3.13 and Table No.3Q). The male/female ratio in the bustees showed an imbalance sex ratio of 760 females per 1000 males. It was due to the prevalence of single male households indicating a long established labour migration pattern whereby men leave their families in rural areas to work in the city for long time periods (Asian Development Bank & Kolkata Municipal Corporation, 2000).

3.13.02. Access to water and sanitation in bustees

Access to water supply and sanitation has been inadequate in the bustees. Almost 45 percent of the bustee households lived in less than 100 square feet area. Only 44 percent of the slum dwellers had adequate access to potable water supply. Nearly 99 percent of the bustee dwellers shared a toilet (Chatterjee, Bhattacharya & Haidar, 1999).

3.13.03. Education status of bustee dwellers

During 1991-93 illiteracy of female bustee dwellers (42.5 percent) was higher compared to 35 percent for total female population (Figure No.3.14 and Table No.3R). Male illiteracy for bustee dwellers seems to be lower than the KMC illiteracy rate of 25 percent.

3.13.04. Economic setting of bustees

During 1999-2000 according to West Bengal

3.13.05. Bustee improvement during 1990s

The notable bustee improvement works were

- Calcutta Slum Improvement Programme (CSIP): It is a community based integrated project implemented by the KMDA with health as a major component in 1993.
- National Slum Development Programme (NSDP): The Government of India under the special central assistance to the State introduced NSDP. During 1985-2004 a sum of Rs.3609.52 lakhs has been sanctioned. Funds amounting to Rs.3314.86 lakhs have been utilized for different improvement works (Table No.3.03).
- India Population Project VIII: It was initiated in February 1996 with the objective ‘Health for all by 2000’ and


3.14.01. Distribution of bustee area

The bustee area accounts for 24.28 square kilometers, that is, 13 percent of the total city area (KMC, 2004). There are seven Wards, which accounts for more than 75 percent of the total Ward area as bustees (Map No.3.15 and Table No.3S). In almost 106 Wards of South, Central and North Kolkata less than 25 percent of the Ward areas are bustees. In almost 21 Wards located in the west, east and south bustee area is between 25 to 50 percent of the Ward area respectively.

3.14.02. Distribution of bustee population

Ward Nos.57 (Beniapukur, Tangra, Tiljala), 58 (Tangra, Tiljala), 101(Jadavpur), 108 (Tiljala) and 133 to 137 (Metiabruz, Garden Reach) have a higher share (more than 75 percent) of their
Plate No. 3.01
BUSTEES OF KOLKATA

Pyarabagan Bustee - One of the largest bustee of South Kolkata

Belgachia Bustee - One of the largest bustee of North Kolkata

Lichu Bagan Bustee - One of the largest bustee of North Kolkata

Uttar & Purba Panchannagram Bustee - One of the largest bustee of East Kolkata

Dhan Kheti Bustee - One of the notable Tarashaw Bustee in Tiljala - One of the crime prone area of West Kolkata

Tarash Bustee in Tiljala - One of the notable crime prone area of East Kolkata
population living in bustees. Almost 17 Wards have 50 to 75 percent of bustee population. Nearly 47 Wards have 25 to 50 percent of bustee population. Majority of the Wards (65 Wards) have less than 25 percent of their population living in bustees (Map No.3.16 and Table No.3.S). Pyarabagan Bustee (South Kolkata), Belgachia Bustee (North Kolkata), Uttar and Purba Panchannagaram Bustee (East Kolkata), Lichu Bagan Bustee (West Kolkata) are the notable ones with a very high population density (Photo No.3.01 – 3.04).

3.14.03. Spatial distribution of bustees

There are 5,072 bustees located in 138 Wards of Kolkata. 3 Wards do not have any bustees namely Ward Nos.42 (Barabazar), 45 (Hare Street) and 87 (Tollygunge). Majority of the bustees are located in Boroughs I to X that constitute ‘Old Kolkata’. The rest are located in the added up areas that was incorporated in 1984 as Boroughs XI to XV. The slums of the ‘added area’ of Borough XI to XV (in Garden Reach and Metiabruz, South-suburban, Jadavpur, Tangra and Bantala areas) which were unrecognized until recent times have been surveyed by the Bustee Department of the KMC and registered as bustees in the late 1990s. Kashipur (Ward Nos.1 and 2), Belgachia (Ward No.3), Rajabazar (Ward No.36 and 37), Tiljala (Ward Nos.65, 66, 67, 107 and 108), Topsia (Ward No.59 and 66), Kalabagan (Ward No.44), Khidirpur (Ward No.77 and 79), Behala (Ward No.116 to 121 and 128 to 132), Metiabruz (Ward Nos.133, 135 and 136 to 141) and Garden Reach (Ward Nos.133 to 135) are the most well known bustee areas in the city (Photo No.3.05 and 3.06). Map No. 3.17 to 3.32 shows the distribution of miniscule pockets of bustees throughout the city revealing a heavier concentration in the North and Central Kolkata.

3.14.04. Distribution of bustee pockets

The distribution of bustee pockets in the city reveal that Ward No.66 (Tiljala) has the maximum number of bustee pockets being above 50. Ward Nos.58 (Tangra and Tiljala) and 73 (Bhawanipur and Kalighat) have almost 30-50 bustee pockets. Nearly 60 Wards have 10 to 30 bustee pockets respectively. More than 50 percent of the Wards (in South and South-central Kolkata) have less than 10 bustee pockets respectively (Map No.3.33 and Table No.3.S).

Table No. 3.04
Bustee Population And Different Infrastructure Within Bustees, 2004

<table>
<thead>
<tr>
<th>Bustee Population And Different Infrastructure</th>
<th>Within Bustees, 2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total bustees</td>
<td>5,072</td>
</tr>
<tr>
<td>Area of bustees</td>
<td>24.28 square kilometres</td>
</tr>
<tr>
<td>Bustee dwellers</td>
<td>1,570,315</td>
</tr>
<tr>
<td>Bustee families</td>
<td>3,17,767</td>
</tr>
<tr>
<td>Pucca structure</td>
<td>23162 (16.34 percent of bustee hutments)</td>
</tr>
<tr>
<td>Kutchha structure</td>
<td>1,18,551 (83.66 percent of bustee hutments)</td>
</tr>
<tr>
<td>Total hutment structure</td>
<td>1,41,713</td>
</tr>
<tr>
<td>Total privies bustees</td>
<td>88,974</td>
</tr>
<tr>
<td>Persons per privy</td>
<td>17.65</td>
</tr>
<tr>
<td>Stand posts</td>
<td>48,161</td>
</tr>
<tr>
<td>Persons per stand post</td>
<td>32.61</td>
</tr>
<tr>
<td>Electric poles</td>
<td>23,447</td>
</tr>
<tr>
<td>Bustee roads</td>
<td></td>
</tr>
<tr>
<td>Bituminous roads</td>
<td>495.8 kilometres</td>
</tr>
<tr>
<td>IPS</td>
<td>612.2 kilometres</td>
</tr>
<tr>
<td>Kutchha</td>
<td>433.4 kilometres</td>
</tr>
<tr>
<td>Total</td>
<td>1,540 kilometres</td>
</tr>
</tbody>
</table>

Data Source: Bustee Cell, KMC, 2007

and and 128 to 132), Metiabruz (Ward Nos.133, 135 and 136 to 141) and Garden Reach (Ward Nos.133 to 135) are the most well known bustee areas in the city (Photo No.3.05 and 3.06). Map No. 3.17 to 3.32 shows the distribution of miniscule pockets of bustees throughout the city revealing a heavier concentration in the North and Central Kolkata.
Chapter III: Bustees: The Recognized Slums Of Kolkata

PERCENTAGE OF BUSTEE POPULATION TO WARD POPULATION, 2004

Legend

• Of Bustee Area

- More than 75 (9)
- 50 to 75 (8)
- 25 to 50 (21)
- Less than 25 (106)
- No bustees (3)

N.B. Region in parenthesis indicate number of Wards

Map No. 3.15

PERCENTAGE OF BUSTEE POPULATION TO WARD POPULATION, 2004

Legend

- More than 75 (9)
- 50 to 75 (8)
- 25 to 50 (21)
- Less than 25 (106)
- No bustees (3)

N.B. Region in parenthesis indicate number of Wards

Map No. 3.16

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

Map No. 3.17

Map No. 3.18

Map Source: Bustee Cell, Kolkata Municipal Corporation
Composition & map generated by author by using Mapinfo Professional Version 7.5

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

Map No. 3.19

Map No. 3.20

Map No. 3.21

Legends:
- Borough boundary
- Ward boundary

Map generated by author by using MapInfo Professional Version 7

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

DISTRIBUTION OF BUSTEES IN BOROUGH VI, 2004

Map No. 3.22

DISTRIBUTION OF BUSTEES IN BOROUGH VII, 2004

Map No. 3.23

Map Source: Bustee Cell, Kolkata Municipal Corporation

Computation & map generated by author by using Mapinfo Professional Version 7.5

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

DISTRIBUTION OF BUSTEES IN BOROUGH VIII. 2004

DISTRIBUTION OF BUSTEES IN BOROUGH IX. 2004

LEGEND

Map No. 3.24

Map No. 3.25

Map Source: Bustee Cell, Kolkata Municipal Corporation

Computation & map generated by author by using Mapinfo Professional Version 7.5

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

Map No. 3.26

Map No. 3.27

Map Source: Bustee Cell, Kolkata Municipal Corporation

Computation of map generated by author by using MapInfo Professional Version 5

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

Map No. 3.28

Map No. 3.29

Map Source: Bustee Cell, Kolkata Municipal Corporation
Computation & map generated by author by using MapInfo Professional Version 7.5

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

Map No. 3.30

Map No. 3.31

Map Source: Bustee Cell, Kolkata Municipal Corporation

Computation & map generated by author by using MapInfo Professional Version 7.5

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

DISTRIBUTION OF BUSTEES
IN KOLKATA MUNICIPAL CORPORATION, 2004

3.14.05. Bustee infrastructure

According to the KMC survey the bustees are by large characterized by environmental deficiencies and sub human condition of life (Photo No.3.07 — 3.12). Numerous efforts have been taken towards improving the slum environment that were mostly isolated and disorganized (Photo No.3.13 — 3.18). KMC record suggests that there are almost 15.7 lakh bustee dwellers in 5,072 bustees located in 138 Municipal Wards of Kolkata. The total number of hutments is approximately 1.417 lakhs. Nevertheless their physical appearances do produce a homogenous pattern throughout the city, the bustees do present a heterogeneous social and cultural fabric. A detailed list of infrastructures present in bustees is given in Table No.3.04.

Map No. 3.32

MapSource: Bustee Cell, Kolkata Municipal Corporation
Computation: A map generated by author by using MapInfo Professional Version 7.5.
Narrow dingy lane of an old bustee in Sethbagan, Sobhabazar in North Kolkata

Clogged drains with garbage in Dhankheti Bustee of Garden Reach area of West Kolkata

Garbage scattered all over the bustee in West Kolkata

Water logging—a common problem of bustee in East Kolkata

Cleaning of cooking utensils with stagnant rain water—unavailability of filtered water in East Kolkata forces the bustee residents to use whatever form of water is available to them

The densely clustered huts are prone to fire hazard as it has happened in case of Uttar & Purba Panchannagram Bustee in East Kolkata
Chapter III: Bustees: The Recognized Slums of Kolkata

Data Source: Bustee Cell, Kolkata Municipal Corporation

Computation & map generated by author by using Mapinfo Professional Version 7.5

Legend

<table>
<thead>
<tr>
<th>No. Of Bustee Pockets</th>
<th>More than 50 (1)</th>
<th>30 to 50 (2)</th>
<th>10 to 30 (60)</th>
<th>Less than 10 (75)</th>
<th>No bustee (3)</th>
</tr>
</thead>
</table>

N.B. Figures in parenthesis indicate number of Wards

Map No. 3.33

DISTRIBUTION OF BUSTEE POCKETS, 2004

Map No. 3.34

DISTRIBUTION OF BUSTEE HUTMENT STRUCTURES, 2004
Plate No. 3.03
IMPROVEMENTNT IN SLUM ENVIRONMENT

Photo No. 3.13
Provision of electricity and street lights in the bustees

Photo No. 3.14
Park constructed by the Calcutta Rotary Club in a bustee of East Kolkata

Photo No. 3.15
Conversion of kutchha drains into pucca drains

Photo No. 3.16
Provision of washing and bathing place in Belgachia Bustee under Slum Improvement Programme of KEIP

Photo No. 3.17
Provision of common toilets and latrines under Slum Improvement Programme by KMDA

Photo No. 3.18
Conversion of kutchha roads into cemented paved roads
Chapter III: Bustees: The Recognized Slums Of Kolkata

3.14.06. Physical structure of bustee hutments
The typical characteristic of the bustee comprises of structure with mud lined split bamboo walls, mud or brick paved floor and burnt clay-tiled roof over bamboo frame, grouped around a small courtyard (Photo No.3.19 — 3.24). About 16.34 percent of the hutments are pucca while the rest 83.66 percent are kutchha hutments. In most of the Wards of North Kolkata kutchha hutments with one storey predominates (Map No.3.34). The western Wards of Kolkata (Metiabruz and Garden Reach) have kutchha hutments with two storeyed structures. Pucca bustee hutments are found in southern Wards of Jadavpur, Regent Park and Behala.

3.14.07. Average size of bustee families
The average family sizes do vary greatly among the Wards of Kolkata (Map No.3.35 and Table No.3S). An average family size of up to 4 persons is visible in almost 40 Wards of the city. In almost 50 percent of the Wards the average family size is 5. In some Wards of Central and South Kolkata the average family size is almost 6. There are 8 Wards mainly in North and Central Kolkata and one each in South and West Kolkata where the average family size is 7 and above.

3.14.08. Average area per bustee dweller
In almost 64 Wards in North, Central and South-central Kolkata, where bustee population density is very high, less than 10 square metres area per capita space is available for bustee dwellers (Map No.3.36 and Table No.3S). In nearly 50 Wards in East, South and West Kolkata, per capita average area is more than 10 square metres in bustees. Almost 19 Wards have per capita average area of 30 to 50 square metres. About 4 Wards in South Kolkata- 104 (Kasba, Purba Jadavpur), 108 (Tiljala), 113 (Regent Park) and 128 (Behala) have per capita average area of 50 to 70 square metres. The highest per capita average area of more than 70 square metres in bustees exist in Ward No. 13 (Maniktala and Ultadanga area)

On an average 32 persons use one stand post approximately. In Ward No. 115 (Thakurpukur) more than 700 people use one stand post. In its neighbouring Ward No. 116 (Behala), 400 to 700 people use one stand post. In almost 19 Wards located mostly in West, South, South-central and Central Kolkata, about 100 to 400 persons use one stand post. In most of the Wards (117 Wards) less than 100 people use one stand post (Map No.3.37 and Table No.3S). In some bustees filtered water supply is totally absent. In such situation dwellers have to depend upon tube well water or unfiltered water or other sources to serve their daily requirement.

3.14.10. Access to sanitation in bustees
Almost 88,974 privies are used by 1,570,315 bustee dwellers (Table No.3.04). In almost 130 Wards nearly 50 persons use one privy. In 7 Wards nearly 50 to 100 persons use one privy. In Ward No. 120 (Behala), more than 100 persons use one (Map No.3.38 and Table No.3S).
Plate No. 3.04
PHYSICAL STRUCTURE OF BUSTEES

Closely spaced huts of a bustee in South Kolkata

Huts grouped around a small courtyard in West Kolkata

Lanes and by lanes within the bustee are narrow and prevents entry of vehicles during emergency

The narrow lanes prevent proper garbage clearance within the bustee

A typical bustee courtyard in West Kolkata

Space constraint is a typical characteristic of bustees
Chapter 11: Bustees: The Recognized Slums Of Kolkata

Data Source: Bustee Cell, Kolkata Municipal Corporation
Computation & map generated by author by using MapInfo Professional Version 7.5

Legend
Persons Per Family
- 9 to 11 (1)
- 7 to 9 (8)
- 5 to 7 (89)
- 3 to 5 (40)
- No house (3)
N.B. Figures in parenthesis indicate number of Wards

Average Family Size in Bustees, 2004

KOLKATA MUNICIPAL CORPORATION

Map No. 3.35

Average Area Per Bustee Dweller, 2004

KOLKATA MUNICIPAL CORPORATION

Map No. 3.36

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

AVERAGE NUMBER OF PERSONS PER STAND POST IN BUSTEES, 2004

Legend
Persons Per Stand Post
- More than 700 (1)
- 600 to 700 (1)
- 500 to 600 (10)
- 400 to 500 (17)
- 300 to 400 (119)
- Less than 100 (117)
- No bustee (2)

Note: Figures in parentheses indicate number of Wards.

Data Source: Bustee Cell, Kolkata Municipal Corporation
Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.3a

AVERAGE NUMBER OF PERSONS PER PRIVY IN BUSTEES, 2004

Legend
Persons Per Privy
- More than 100 (1)
- 50 to 100 (4)
- Less than 50 (136)
- No bustee (3)

Note: Figures in parentheses indicate number of Wards.

Data Source: Bustee Cell, Kolkata Municipal Corporation
Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.3b

Geography Of Urban Poverty In The City Of Kolkata
3.14.11. Literacy status of bustee dwellers
In 2001, 34 percent of bustee dwellers were illiterate with 30 percent male illiteracy and 39.6 percent female illiteracy. If people without completing primary education are taken then the percent will be much higher. 2001 census also revealed that illiteracy among child population in majority of the Wards was 80-90 percent. According to 2004 figures in 6 Wards literacy rates are less than 25 percent. Incidence of illiteracy prevails in many Wards of Central Kolkata, and some Wards of North and South Kolkata (Map No.3.39 and Table No.3T). Almost 59 and 53 Wards have literacy rates of more than 75 percent and 50 to 75 percent respectively.

The bustee people work in a wide range of occupations; servicing the urban middle-classes, working in small businesses, garment production units, government jobs and in the organized sector (Photo No.3.25–3.30). Men whose families have resided in Kolkata for several generations are able to use contacts and links to find jobs. Some small manufacturing units are located within the slums themselves. The self-employed men are among the better-off section of the bustees while manual labourers such as rickshaw-pullers and construction labourers being among the
EMPLOYMENT AND LIVELIHOOD OF BUSTEE DWELLERS

Cattle rearing and milk business in Bishalakhitala Bustee in Behala, West Kolkata

Many unskilled bustee workforce are engaged in low paid labour work

Bustee workforce engaged in embroidery work in Dhan Kherti Bustee in Garden Reach, West Kolkata

Clay modeling & Idol making – an important occupation of the Kumartuli bustee dwellers in North Kolkata

Bustee workforce engaged in almirah workshop in Belgachia Bustee, North Kolkata

Bustee manufacturing unit engaged in producing umbrella parts in Belgachia Bustee, North Kolkata
lowest paid. Again in other bustees opportunities for employment in the informal sector as manual labourers (unskilled and semi-skilled), casual labourers (e.g. construction workers seasonally unemployed during the monsoon), hawkers and vendors, some workers are available. The higher income groups among the bustee dwellers tend to be factory workers whose wages are low but whose income is regular and secure. Some skilled workers earn more but are regularly unemployed due to the seasonal nature of their work. The majority of households are engaged in what is termed as the “mainstream” informal sector. KMC survey data reveals that the occupations of 43.8 percent of households are found to be service related. The second major group in the mainstream informal sector appears to be sales related occupation or involved in business with its share of 32.5 percent. The percent shares of manual labour group are 12.6 percent respectively (Kolkata Municipal Corporation, 2004). The survey data reveals that a fair number of bustee dwellers are engaged in cottage and small scale industries like tailoring, carpentry, blacksmithing, manufacturing shoe and sports goods, chemicals, handicrafts, engineering goods and other petty trades. It is interesting to note that these small-scale manufacturing and business activities are all concentrated in the bustees.

Map No. 3.40

Geography Of Urban Poverty In The City Of Kolkata
Chapter III: Bustees: The Recognized Slums Of Kolkata

FEMALE WORK PARTICIPATION RATE IN BUSTEES, 2004

Legend
Female Work Participation Rate (%)
- More than 30 (3)
- 20 to 30 (2)
- 10 to 20 (19)
- Less than 10 (187)
- Data not available (7)
- No bustee (9)

N.B. Figures in parentheses indicate number of Wards

Data Source: Bustee Cell, Kolkata Municipal Corporation
Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.41

MALE WORK PARTICIPATION RATE IN BUSTEES, 2004

Legend
Male Work Participation Rate (%)
- More than 80 (11)
- 60 to 80 (51)
- 40 to 60 (64)
- Less than 40 (5)
- Data not available (7)
- No bustee (9)

N.B. Figures in parentheses indicate number of Wards

Data Source: Bustee Cell, Kolkata Municipal Corporation
Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.42
Chapter III: Bustees: The Recognized Slums Of Kolkata

AVERAGE MONTHLY INCOME OF BUSTEE FAMILIES, 2004

Map No. 3.43

PER CAPITA INCOME OF BUSTEE DWELLERS, 2004

Map No. 3.44

Geography Of Urban Poverty In The City Of Kolkata
Wards Nos. 21 (Jorabagan), 22 (Posta) and 23 (Posta) have the highest work participation rates, which is more than 50 percent. In north, central and south central and southern Wards the work participation rates are comparatively higher than the rest of the areas. In majority of the Wards (82 Wards) it is between 20 to 30 percent respectively (Map No.3.40 and Table No.3T). Compared to the male work participation rates the female work participation rates are very low in all the Wards of Kolkata (Map No.3.41 and 3.42). The female work participation rates in majority of the Wards (107 Wards) are less than 10 percent respectively. Almost 64 Wards have male work participation rates between 40-60 percent. About 11 Wards in Central, North-east and South Kolkata have male work participation rates of more than 80 percent respectively.

In 3 Wards the average monthly family income is more than Rs.5000. 11 Wards have an average monthly family income of Rs.4000-5000 and in 43 Wards it is between Rs.3000 to 4000. In the Wards of North-central, Central, South-central, South, South-east and West Kolkata it is above Rs.3000 respectively. In the northern, western, eastern and few in the southern Wards the monthly income ranges between Rs.2000-3000. In most of the southern and northeastern Wards the average monthly family income is below Rs.2000 (Map No.3.43 and Table No.3T).

3.14.15. Distribution of average per capita income in bustees
Almost 21 Wards most of which are located in South Kolkata have a per capita income of less than Rs.400. Majority of the Wards (almost 96 Wards) have a per capita income ranging between Rs.400–800. Nearly 20 Wards (in Central, West Central and South Kolkata) have an average per capita income ranging between Rs.800-1200. Ward No. 112 (Regent Park) has the highest per capita income of more than Rs.1200 (Map No.3.44 and Table No.3T).

3.14.16. Social composition
The distribution of bustee population according to religion reveals that in southern, northern and eastern Wards, Hindu is the predominant religion while in central and western Wards Muslims tend to be the majority (Map No. 3.45 and Table No.3T). About 70.47 percent of the bustee dwellers are Hindus, 29.26 percent are Muslims and the rest 0.27 percent belong to other religion (Figure No.3.15). Nearly 39 percent of the bustee dwellers are from the different districts of West Bengal, 27 percent are from Bangladesh, 22 percent from Bihar and Jharkhand and the rest 12 percent from other

*Figure No. 3.15. Religion Of Bustee Dwellers Of Kolkata, 2004*

Data Source: Kolkata Municipal Corporation, 2004

*Geography Of Urban Poverty In The City Of Kolkata*
states of India. Bengali is the predominant language spoken by most of the bustee dwellers (61.89 percent). In some northern, and south central Wards Hindi speaking people do predominate. About 23.62 percent of the bustee dwellers are Hindi speaking, 14.12 percent are Urdu speaking and 0.36 percent speaks other language (Figure No.3.16). In central, and western Wards of the city Urdu is the main language spoken among bustee dwellers (Map No.3.46 and Table No.3T).

3.15. Temporal change in bustee population and bustee area, 1951-2001

3.15.01. Growth of bustee area

The bustee area has declined from 20 percent to 6 percent in 1981 and then again increased to 13 percent in 2001. Though the proportion of bustee population has declined from 24 percent in 1951 to 22 percent in 1961, the decadal growth of bustee population has been 6 percent. Subsequently the proportion of bustee population in the next three decades has increased to 34 percent in 1991 (Figure No.3.17 and Table No.3U).

3.15.02. Growth of bustee population

The growth of bustee population has been highest during 1981 and 1991 adding 50 percent more due to the expansion of the municipal areas. In 2001 almost one-third of the population (33 percent) were bustee dwellers (Figure No.3.15). The population density in the bustees according to 2001 census figures has been 62,765 persons per square kilometre compared to a density of 24,718 persons per square kilometre for the city.

3.16. Slum improvement models of KMC

3.16.01. Slum clearance model

Since the 1950s the Government of West Bengal has undertaken a succession of acts intended to lay the foundation of bustee improvements. Slum eradication was given due emphasis in the city in the 1950s based on the ideas borrowed from developed countries. The attempt was to relocate the slum dwellers in single room tenements in 4-storeyed walk-up buildings at a suitable place.
Chapter III: Bustees: The Recognized Slums of Kolkata

LANGUAGE SPOKEN BY BUSTEE DWELLERS, 2004

KOLKATA MUNICIPAL CORPORATION

Legend

Languages Spoken

100,000

50,000

10,000

Bengali

Hindi

Urdu

Other language

Data Source: Bustee Cell, Kolkata Municipal Corporation

Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.45

LANGUAGE SPOKEN BY BUSTEE DWELLERS, 2004

KOLKATA MUNICIPAL CORPORATION

Legend

Languages Spoken

100,000

50,000

10,000

Bengali

Hindi

Urdu

Other language

Data Source: Bustee Cell, Kolkata Municipal Corporation

Computation & map generated by author by using MapInfo Professional Version 7.5

Map No. 3.46
The slum dwellers refused to move out in many instances due to far away relocation sites, which could affect their livelihoods. Hence this model was abandoned.

3.16.02. Slum redevelopment model
Slum redevelopment model came up as clearance model failed during the Fourth Five Year Plan (1969-74). It was oriented towards reconstruction of slums into single storied small tenements. By increasing the density of houses the possible free land thus obtained would be sold to meet a part of the construction cost. This project failed too because the dwellers objected towards paying additional rents towards maintenance of their tenements.

3.16.03. Slum improvement model
The experience of the failure of ‘Slum Clearance’ and ‘Slum Redevelopment Models’ led to the more limited Slum Improvement Model to ‘Sanitation Model’ during Fifth Five Year Plan (1974-75). With the Slum Areas Act of 1971, emphasis shifted from redevelopment to improvement of bustees. It aimed at providing basic infrastructure facilities to slum dwellers. The Calcutta Urban Development Project (CUDP) and the Calcutta Slum Improvement Project (CSIP) are the notable works of the Kolkata Metropolitan Development Authority (KMDA) initiated for slum improvement. The ingredients included conversion of service latrines, providing potable water supply connections, surface drainage facilities, construction of paved roads, street lighting and providing garbage disposal facility. With the World Bank financing the slum improvement programme, it was initially designed to provide these basic services to one million slum dwellers at an average cost of Rs.100 per head. The Bustee Cell of the Corporation was formed in the mid 1980s to undertake bustee improvements. The Corporation has powers to force the owners of bustees to improve the bustees at their cost, but due to various reasons the enforcement of the Bustee Section of the Municipal Act has been very slow and dilatory. Over the last three decades of the twentieth century, government sponsored slum improvement projects have brought about improvements in water and sanitation service to the ‘registered bustees’ only. The piecemeal approach of ‘Sanitation Model’ could not derive desired results.

3.17. Slum improvement

3.17.01. Slum improvement under Kolkata Environmental Improvement Project

3.17.01.01. KEIP intervention
As one of the task component of the Kolkata Environmental Improvement Project (KEIP) a master plan for the improvement of slums based on present and likely future social and economic requirements of the dwellers was prepared (Box No.3.02). The major area of focus of Slum Improvement Programme was on physical improvements of slums and socio-economic development of slum dwellers (Box No.3.03).
Chapter III: Bustees: The Recognized Slums Of Kolkata

Box No. 3.02
KEIP Intervention In Slum Improvement—Master Plan Guidelines, 2002

1. To provide the means to identify the deficiency of service delivery in relation to prevailing needs for various public amenities and infrastructure facilities within bustees.

2. To provide the means to develop appropriate institutional mechanism for efficient implementation and management of provision of basic services in the slums.

3. To provide the guidelines for identification of the areas for government intervention like amendment of acts.

4. To provide the mechanism for preparation of resource mobilization plans indicating utilization of resources from within the slums and support agencies.

Source: Infrastructure Professionals Enterprise (P) Ltd, 2006

Box No. 3.03
Main Focus Of Slum Improvement Programme Of KEIP, 2002

1. Physical improvement of slums (provision of water supply and sanitation by providing stand posts, paving community latrines and bathing platforms, improving drainage and developing infrastructure like widening of roads, laying internal pathways, street lighting and construction of sewage and water lines and installation of solid waste containers).

2. Livelihood development (economic upliftment of bustee dwellers)

3. Improvement in health care facilities

4. Formal and non-formal education facility

Source: Infrastructure Professionals Enterprise (P) Ltd, 2006

In order to assess the environmental infrastructure requirements in the slums a strategy was formulated for the preparation of integrated short term action plans to intervene the development process in the slums during 2000-02. On the basis of the lessons learnt from the Crisis Management Action Plan KEIP formulated certain issue-based strategies for slum improvement (Box NO.3.04).

3.17.02. Slum Improvement Packages

The Slum Improvement Project of the KEIP aimed towards improvement of 100 slums in the city. An improvement programme worth Rs.100 crores was launched under the KEIP Project in 2005 completed in 2008. This project has short listed slums selecting one each from Ward 1 to 100 to improve the bustee environment under 12 packages (Table No.3.05). Work Package included building new toilets/bathrooms and renovating existing ones, setting up security lighting, laying internal pathways, improving drainage etc.

Table No. 3.05
Slum Improvement Work In Selected Wards Under KEIP, 2002-08

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Work Package</th>
<th>Wards Covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Package I</td>
<td>69</td>
</tr>
<tr>
<td>2</td>
<td>Package II</td>
<td>7, 10, 11, 12, 15, 18, 24, 36, 40, 41</td>
</tr>
<tr>
<td>3</td>
<td>Package III</td>
<td>6, 21, 25, 28, 30, 46, 51, 52, 53, 54, 55</td>
</tr>
<tr>
<td>4</td>
<td>Package IV</td>
<td>2, 19, 33, 73</td>
</tr>
<tr>
<td>5</td>
<td>Package V</td>
<td>16, 17, 20, 26, 34, 43, 44, 48, 63, 68</td>
</tr>
<tr>
<td>6</td>
<td>Package VI</td>
<td>8, 9, 47, 60, 61, 62, 64, 85</td>
</tr>
<tr>
<td>7</td>
<td>Package VII</td>
<td>13, 27, 38, 49, 65, 70, 74, 90, 93</td>
</tr>
<tr>
<td>8</td>
<td>Package</td>
<td>67, 71, 72, 76, 82, 84</td>
</tr>
<tr>
<td>9</td>
<td>Package IX</td>
<td>5, 29, 35, 39, 78, 79, 83, 86, 88</td>
</tr>
<tr>
<td>10</td>
<td>Package X</td>
<td>4, 56, 57, 58, 59, 75, 77, 81, 89, 91, 94</td>
</tr>
<tr>
<td>11</td>
<td>Package XI</td>
<td>1, 3, 14, 31, 32, 66, 80, 92, 95, 96, 97, 98, 99, 100</td>
</tr>
<tr>
<td>12</td>
<td>Package XII</td>
<td>22, 23, 37, 50</td>
</tr>
</tbody>
</table>

Source: KEIP, Kolkata Municipal Corporation, 2008
lighting, laying internal pathways, improving drainage etc.

<table>
<thead>
<tr>
<th>Box No. 3.04</th>
<th>Main Focus Of Crisis Management Action Plan In Slum Improvement Under KEIP, 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Joint work of NGOs, CBOs with the support from Government of West Bengal, KMC and other implementing agencies.</td>
<td></td>
</tr>
<tr>
<td>2. Formation of a three-tier community development structure to articulate the needs of the slum dwellers.</td>
<td></td>
</tr>
<tr>
<td>3. Restructuring of the Bustee Cell (Nagarpally Unnayan Department)</td>
<td></td>
</tr>
<tr>
<td>4. GIS based slum survey</td>
<td></td>
</tr>
<tr>
<td>5. Resource mobilization with institutional coordination.</td>
<td></td>
</tr>
<tr>
<td>6. Convergence of slum improvement programme with other state and centrally sponsored pro-poor programmes.</td>
<td></td>
</tr>
<tr>
<td>7. Integration of slum improvement programme with Sector development Plans for Slums prepared by Kolkata Metropolitan Planning committees.</td>
<td></td>
</tr>
</tbody>
</table>

Source: Infrastructure Professionals Enterprise (P) Ltd, 2006

3.17.02. Development work of Bustee Cell

The Bustee Department of the KMC was allotted Rs.45 crores as budgetary allocation during 2007-08. Another Rs.20 crores was available under the National Slum Development Programme. Prior to these, new initiative is being taken by Bustee Cell whereby a slum development project is being forwarded to the state municipal affairs and has sought Rs.114 crores for improving sanitation and Rs.64 crores for electricity in the bustees. (Md. Safi Shamsi, 2007).

<table>
<thead>
<tr>
<th>Box No.3.05</th>
<th>Main Objectives Of BSUP Under JNNURM, 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Focused attention on integrated development of Basic Services to the Urban Poor in the city covered under the programme.</td>
<td></td>
</tr>
<tr>
<td>2. Provision of basic services including security of tenure at affordable prices, improved housing, water supply and sanitation.</td>
<td></td>
</tr>
<tr>
<td>3. To provide housing to the poor near their place of occupation</td>
<td></td>
</tr>
<tr>
<td>4. Secure effective linkage between asset creation and asset management</td>
<td></td>
</tr>
<tr>
<td>5. Ensure adequate investments of funds to fulfill deficiencies in the Basic services to the Urban Poor.</td>
<td></td>
</tr>
<tr>
<td>6. Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.</td>
<td></td>
</tr>
</tbody>
</table>

Source: Kolkata Municipal Corporation, 2008

3.17.03. Low-cost housing programme under JNNURM

Provision of housing along with basic infrastructure in the bustees has been one of the main sub-components under the JNNURM programme launched in 2005 known as Basic Services to the Urban Poor (BSUP). The main objectives of the BSUP are highlighted in Box No.3.05. All the bustee dwellers may not be poor in terms of income needed to consume the required calorie of 2100 calorie per day but are definitely poor in terms of access to infrastructure under this project the entire bustee area is being remodeled. The bustee people are relocated to temporary hutment constructed at the same site during the housing construction period. The attempt is to relocate the bustee dwellers in two room tenements in 5-storeyed walk-up buildings with 4 dwelling units in each floor. The built-up area of each dwelling unit is 28.9 square metres. The housing project is
being financed 50 percent by Central Government, 30 percent by the State Government, and 20 percent is shared by KMC and beneficiary [Rs.30,000 to be provided by beneficiary family and rest by the KMC]. The project is being carried out in 3 phases respectively (Table No.3.06). The scheme components include

- housing and
- infrastructure (Box No.3.06).

Construction work under Phase I (sanctioned in 2007) and Phase II (sanctioned in 2008) are in progress.

### Table No. 3.06

<table>
<thead>
<tr>
<th>Phase</th>
<th>Sanctioned on</th>
<th>Bustee Name</th>
<th>Ward No.</th>
<th>Dwelling Unit</th>
<th>Beneficiaries</th>
<th>Sanctioned Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>19.10.2007</td>
<td>Raj marghat</td>
<td>58</td>
<td>2.880</td>
<td>15,631 Rs. 120.92/- crores</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Hat gancha</td>
<td>58</td>
<td>2.340</td>
<td>9,187</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Kachari para</td>
<td>58</td>
<td>1.260</td>
<td>5,489</td>
<td></td>
</tr>
<tr>
<td>II</td>
<td>9.01.2008</td>
<td>Anandanagar</td>
<td>59/58</td>
<td>1.140</td>
<td>5,700</td>
<td>Rs. 55.8/- crores</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Jalpara</td>
<td>58</td>
<td>1.040</td>
<td>5,200</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Garden Reach I</td>
<td>138</td>
<td>320</td>
<td>1,600</td>
<td></td>
</tr>
<tr>
<td>III</td>
<td>30.01.2009</td>
<td>Pagladanga I</td>
<td>57</td>
<td>1.052</td>
<td>4,895</td>
<td>Rs. 321.72/- crores</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pagladanga II</td>
<td>57</td>
<td>2.856</td>
<td>13,763</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Topsia I</td>
<td>59</td>
<td>996</td>
<td>4,101</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Banerjee Para</td>
<td>127</td>
<td>32</td>
<td>103</td>
<td></td>
</tr>
</tbody>
</table>

Source: TP Department, KMC, 2009

### 3.18. Future plans for bustees

#### 3.18.01. Real estate development in the bustees

With the real estate development getting a boom in the city new housing complex, shopping malls, multiplex etc are giving a new look to the so called ‘City of Palaces’. The new complexes provide most of the amenities of modern-day living making life more comfortable. These tend to alienate the affluent rich from the less fortunate poor citizens of the city and thereby widen the gap between the rich and the poor. In a densely populated city like Kolkata it has been very difficult to get land for building construction in the prime areas of the city. At a time when development boom has been taking a fast toll on its land, private investors and real estate developers have

Source: Town Planning Department, Kolkata Municipal Corporation, 2009

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been targeting the bustee lands in the prime pockets of the city. Since the last few years Kolkata has been going through massive urban renewal programmes. Real estate development has been the major theme of urban renewal in the city. It has been estimated in 2005 that nearly 10,000 acres of slum land in prime pockets of the city (like Judges' Court Road, Gariahat Road, Alipore Road, Bhawanipur, Scaldah, Asutosh Mukherjee Road, Kalighat, New Alipore and Khidirpur) are lying locked because of their legal status. Following the Thika Tenancy Act of 1981, neither the State Government nor the Calcutta Municipal Corporation has been able to take any steps to develop the slum areas. Government Officials and the civic body are planning to free the plots and build housing estates for the middle and upper-middle classes on them. The proceeds from developing the land would be used for arranging accommodation for the 5-lakh bustee families occupying the prime lands (The Telegraph, 2005).

3.18.02. Plans for low-cost housing units in slums

The city’s real estate developers have proposed in September-October 2005 to the Kolkata Municipal Corporation on remodeling the slums of Kolkata. A group of builders have assembled under the umbrella organization of Confederation of Real Estate Developers Association of India (CREDAI). They have approached to take up one of the congested slums of Kolkata and develop an integrated low-cost housing complex with sanitation and water facilities (The Times of India, 2005).

3.19. Conclusion

Well, after several decades of efforts to improve the living condition of bustees, there is no doubt that living conditions have not improved for all the bustee-dwellers. Though physical improvements of the bustees have been undertaken to some extent so far, social and economic improvements do lack even today. There are bustees which are still congested and overcrowded, where privacy do not exists, where bustee-households often share common toilets and latrines, where cooking is done in the open, where people live in dilapidated ill-ventilated houses, where the bustee-dwellers do not even have a permanent job, where the children often drop out of school, where the bustee-dwellers cannot even afford their children a quality two square meal a day and so on. Living on the margins and realizing their deplorable conditions these people still aspire for a better living one-day in the future.

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