CHAPTER I

INTRODUCTION
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Housing is a basic and indispensable need of human beings. After food and clothing, shelter is important for men. Proper housing exercises a profound influence on people's health. It is a matter of utmost importance in social welfare programmes of all states.

In the National Sample Survey (NSS) Report it has been rightly observed that "Housing conditions and related facilities determine the immediate environment potentialities. Housing conditions are therefore, recognised as an important indication of level of living. But unsatisfactory housing conditions are given as a major cause of the juvenile delinquency and the wrecking of marriages. Prof. Friedlander remarks "Social welfare is deeply concerned with adequate housing next to food and clothing. Particularly for the maintenance of family life. Housing is a socio, economic and a civic problem. All the three aspects of housing need


full considerations. 3

"Houses are assets which are demanded for the flow of services they produce over their life time." 4 "Housing gives a diverse bundle of services associated with shelter and comfort, independence and privacy, status and like all durables, services of a security and investment nature." 5

Housing is a heterogeneous commodity 6 it is also an immobile asset. 7 But to provide good housing is expensive and beyond the capacity of a single sector either public or private.

In 1972, a house was defined as "any permanent structure which on land, serves or would serve for the accommodation of human beings, or of animals, or goods of and description provided always that it could not be struck and removed bodily like a tent or a mud hut." 8 In the census of 1981, "house was defined as dwelling place of one or more families with their servants, having a separate principal entrance from

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5 Ibid., p. 7.

6 Ibid., p. 7.

7 Ibid., p. 10

According to P.J. Richards, "Housing would include appropriate protection against heat, cold, damp, noise, fire and disease carrying animals (particularly insects), adequate sanitary and washing facilities, ventilation, cooking and storage facilities and a minimum degree of privacy." This definition laid stress on housing as a micro unit.

R.G. Gupta says, Housing is a resultant of shelter, infrastructure and services. Housing does not only mean construction of houses for different income groups along with internal and external infrastructure, but development of parks, play grounds, open spaces, buildings of various community facilities and shaping centres of different hierarchy are also part of it. In short, we can say that housing is a complete system of neighbourhood having all the facilities of day to day needs. This definition emphasizes the importance of housing as a macro unit.

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9 Ibid.


Adequate housing as well as healthy and hygienic environment are not only the prerequisites of a balanced and harmonious growth of economy but also increase the productivity of people, raise their morale and standard of living.

The first report of the WHO Expert Committee on the Public Health Aspects of Housing has defined housing as "The physical structure that man uses for shelter and the environs of that structure including all necessary services, equipment and devices needed or desired for the physical and mental health and social well-being of the family and individual."

The rural-urban dichotomy is one of the most discriminating features of the developing countries with glaring disparities prominently noticeable in the field of housing and community facilities. In many developing countries with predominantly agrarian economy high priority had been given to industrial development and adequate emphasis had not been laid on socio-economic development of rural areas. To achieve equitable distribution of economic gains as well as to ensure social justice which are the primary objectives of National Planning in many developing countries, improvement in housing and community facilities is now being increasingly considered.
The role of housing in economic development, both as an end and a means is important. As an end, housing is an essential ingredient in the basic requirements of a civilised living. As a means, besides adding to the national income, housing is a strong motivator of savings and plays an important part in the generation of employment. At the same time the economic utility of a large housing programme is not in equation. It presents many difficulties on account of magnitude and complexity of problems and its demand for financial resources.

Taking the above factions into consideration, the Fifth Five Year Plan addresses itself to the following limited objectives in the housing sector: (a) preservation and improvement of the existing housing stock, (b) provision of house sites to landless labourers as a part of the Minimum Needs Programme; (c) continuance of the existing schemes to provide subsidised houses to certain weaker sections of the community; (d) extention of support to institutional agencies such as HUDCO and housing boards under the State Governments to enable them to provide assistance to schemes for the benefit of low-income groups; and (e) intensification of research and deve-
Although it is the effort of the government to solve the housing problem as expeditiously as possible within the available resources, it is not possible at this stage to provide at public cost, a house to every family as it involves expenditure of several hundreds of crores of rupees and as the resources have to be utilised on a priority basis for general development of the nation as a whole. The government of India introduced a number of social housing schemes as part of the Five Year Plan. The role of government however is limited as it mainly intends to provide housing for the middle income and low income groups and economically weaker sections of the community.

Housing is a Universal problem now a days in all countries. Several studies reveal that the present rate of supply and demand for houses, the housing deficiencies in developed as well as developing countries are bound to be a chronic problem. It is both qualitative as well as quan-

12Fifth Five Year Plan, Govt. of India, New Delhi, 1974-79, p. 261.

13(1) Compendium of Housing Stations; 1971; U.N. Department of Economic and Social Affairs, New York. (2) Burns and Grebler; The Housing of Nations, 1977 etc.
tative. The bulk of homeless population belong to the economically weaker sections as well as socially exploited groups like the Harijans. The greater proportion of houseless population could be found in economically and socially exploited lot of rural India through the ages. Hence this housing problem is more quantitative in nature. It is therefore observed that: "In case of scheduled castes, the problem has been particularly acute on account of their poor financial position and prevailing social prejudices.

Statement of the problem:

Since both rural and urban sectors continue to play a dominant role in Indian economy, there is a need for improving the living conditions of the poor people with greater emphasis on weaker sections in rural areas. The Central and State Governments have been giving highest priority to provide necessaries of life to the economically weaker sections.

Housing formed part of the planned economic development started in 1951. A number of housing development programmes were launched in the First Five Year Plan. Housing programme for economically weaker sections differ from development to development and also among different economic
activities within the same development. It is also influenced by the economic activities of the people. An attempt is made in this study to understand the housing conditions of weaker sections. The present study is confined to the role of Government in providing housing facilities to the poor in Andhra Pradesh in particular Amalapur district.

Importance of the study:

The importance of proper housing seems to have been remotely recognised in the history of India. The ruins at Mohenjodaro and Harappa and the Indus Valley Civilisation indicate highly developed housing conditions. According to Sir John Marshall, "there is nothing that we know of in pre-historic Egypt or Mesopotamia or anywhere else in Western Asia to compare with the built baths and commodious houses of the citizens of Mohenjo-daro. In these countries (i.e. of Western Asia) much money and thought were lavished on the building of magnificent temples rest of the people had to content themselves with significant dwellings of mud. In the Indus Valley, the picture is reserved and the finest structures are those created for the convenience of citizens."\(^{14}\)

Today housing conditions in this country are extremely unsatisfactory. Though light and air are fully available in rural India, people have not taken advantage of these gifts of nature. They live in dark congested areas and over crowded houses. Such conditions are due to ignorance, poverty, a sense of insecurity and age old habits. There have been no serious attempts to deal with the problems of water supply and drainage. The conditions in the cities and industrial towns are even worse. Most of the industries have come up without proper plan and so are the cities. The result is that there exist innumerable slums with insanitary huts of flimsy construction and substandard houses which are poorly ventilated and congested, without water and light. This is particularly true of large industrial cities.

The problem of housing became increasingly difficult. Improvements had to be made in the housing conditions not only of displaced persons, whose case demanded priority, but also of industrial workers and the urban middle class and other low income groups. The problem of slum clearance had to be tackled and the standard of housing in the villages to be raised. Housing, therefore became a major special problem and called for action by the Central Government on a national level. The
planning commission realising the importance of this problem had proposed to spend a sum of Rs.36.5 crore as subsidies and loans for housing during the period of First Five Year Plan.

Review of literature:

In this context it is necessary to mention the contribution made by few people with reference to the housing programmes. Charles Susan "Housing Economics" made a comparison of rapid increase of the population on the one hand and low rate of new housing constructions on the other. Rural Housing Programme must obviously form part of overall rural development programme based on progressive increase in agricultural productivity and local employment opportunities.

W. Hartman-Chester "Housing and Social Policy" made a survey regarding socio-economic aspects of rural people. India being a Third World country despite its conscious efforts to feed, clothe and house the teeming millions since the dawn of independence has not been fully successful. Anand Yogi studied certain aspects of constructive adversities in rural areas "Collier's encyclopaedia" and "Encyclopaedia of Brita-
nice" gave abundant material regarding housing problem, shelter for poor and need for shelter.

Most of the studies made so far have mainly focused on only housing for poor and have not made serious attempt to relate housing for weaker sections with their economic status. In our country a large majority of poor people live in rural areas. In recent years many endeavours to study rural housing in different strata of state in India. Surveys have also been conducted in various areas to find out the social and economic status of the people. **Objectives of the study:**

An attempt is made in this study to understand the rural housing problem and the measures that have been taken by the Government to better the living conditions of economically weaker sections. The main objectives of the present study are as follows:

1. To understand the housing conditions of weaker sections in rural areas.
2. To study the programmes taken up by the government to improve housing conditions of the poor in Amantapur district.
3. To analyse the ways and means for effective implementation of housing programmes for scheduled castes, scheduled tribes and backward classes.

**Methodology:**

The study is confined to Anantapur district of Andhra Pradesh covering the areas of construction of houses and implementation of housing programmes for economically weaker sections. Since it is a drought prone district, Housing corporations has to play a prominent role in improving housing facilities for rural poor. The necessary data for the study are collected from secondary sources and also collected from weaker sections housing corporations from its annual reports and relevant published literature. The year books of India and Andhra Pradesh and Five Year Plan documents and published papers are also consulted. The data collected is processed and analysed manually to bring out systematic analysis of housing conditions and various programmes taken up for 'weaker sections' housing in Anantapur district.

**Limitations of the Study:**

The present study is a micro level study confined to Anantapur District of Andhra Pradesh. The study covers all
The study relates to the study of "Housing for weaker sections" in the district. The reference period for the study is 1979-80 - 1985-86. Further, some aspects of the conditions of housing programmes, Semi Rural permanent housing, Rural permanent housing and Urban permanent housing programme are also covered in the study.

The study may not be directly applicable to other areas of the country due to differences in socio-economic conditions. Despite these limitations, however, the study throws some light on certain broad general features of weaker sections housing conditions in Amantapur District.

Plan of the study:

This work relating to the study of "Housing for weaker sections" is divided into six chapters. The first chapter introduces the importance of housing in socio-economic development. The second chapter deals with the housing conditions in India. A brief analysis of housing in Andhra Pradesh during the plan period is presented in Chapter III. Fourth chapter gives the role of weaker sections housing corporation. The fifth chapter evaluates the various housing schemes formulated and implemented for weaker sections in Amantapur district. The last chapter refers to the summary and conclusions.