CHAPTER II

HISTORICAL PERSPECTIVE
CHAPTER - 2

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2.1 Ancient Cities

The name city is given to certain urban communities by virtue of some legal or conventional distinction. It also refers to a particular type of community, the urban community, and its generic culture is often called 'urbanism'. In legal terms, in the United States, for example, a city is an urban area incorporated by special or general act of a state legislature. In Australia and Canada, city is a term applied to the larger units of municipal Government under state and provincial authority respectively.

As a type of community, the city may be regarded as a relatively permanent concentration of population, together with its diverse habitations, social arrangements and supporting activities; and having a cultural importance that differentiates it from other types of human settlement and association.

City is a dynamic entity in itself. In 1900, cities were home to just 9% of the world’s population. Now almost a century later, about half the world’s people live in cities. If the present trend continues, by 2025 cities will be home to two thirds of humanity. To study a city is essential because city is a uniquely powerful form of human settlement. For centuries, the cities have been the heart, the lifeblood of various civilizations – the centre of economic, political and artistic events. Today cities are so much a part of our lives that they seem both natural and
inevitable. In the larger perspective, cities are not a very new idea. Cities began to appear only 10,000 years ago (Macionis & Parrillo, 1998).3

There is enough historical evidence to show that human settlements are found in rich tropical areas of the Indus, Nile, the Euphrates, the Tigris and the Yellow River. The obvious reasons were, favourable environmental factors, adequate water supply, ready materials for providing shelter and easy access to other people. Gradually these fertile tropical areas were used to raise their own food. This domestication of plants, or agricultural revolution is the single most important event in human history.

Over a period of some 5000 years, villages began and multiplied. Humans created permanent settlements where they raised crops and learned to domesticate animals for use in the fields or as a food supply. Permanent settlements also transformed patterns of social structure. These settlements were characterized by a complex pattern of division of labour. This was a radical shift from the social structure that prevailed earlier. Permanent settlements forced people to specialize in different tasks. It afforded people the opportunity to specialize not just in food production, but in religion, military affairs, trade etc. The process of specialization benefited everyone, the farmer gained the protection of the military and the value of the priest’s greater insight into religious matters, while the priest and the soldier received the fruits of the farmers labour.
Linked to the more complex division of labour was a second major element in social structure of the early settlements: a hierarchical power structure. Earlier hunting and gathering societies were egalitarian but as the societies grew complex, the use and need of power structure increased. There was a good reason for this. A more complex division of labour requires the unequal distribution of power in order for activity to be efficient. For example, if farmers were to support a large number of people doing other things, someone would have to oversee the collection and distribution of the food surplus. Some form of administrative leadership would therefore, become necessary. The type of leadership could oversee other important tasks as well, such as the construction of buildings, walls for defence, or irrigation system, the collection of taxes etc.

With a more complex division of labour and the development of hierarchical power structure, there was the third element, if cities were to emerge as the centre of productive surplus. With the notion of ‘agricultural primacy’ plants and animals were domesticated to feed the growing settlements. Thus it may well be said that technology and organization permitted city life, as pointed by historian Ralph F. Turner (Encyclopaedia of Britannica, Vol.16).^4

Gradually when human settlements increased in size, technological advances in irrigation and cultivation became even more wanted. The domesticated animals were now used for transportation. The major technological advancement in transportation was invention of wheel which sidelined the use of
sledges as mode of transportation. Wheels to be used efficiently required roads and thus came road building.

By 3500 BC urban population came to be distinguished by literacy, technological progress (in metal), social controls, political organizations etc. It was thus the first urban revolution. These urban settlements multiplied and their populations grew to sizes. The city's positive attributes and its ability to increase peoples' standard of living resulted in migration of diverse groups to one centre. Also the cities were continually renewed with inventions, innovations and new ideas supplied by trade and people of different backgrounds. All the early cities were characterized by some combination of favourable ecological conditions, some sort of trade or food surplus and a complex social structure. Beyond these important characteristics, there were certain similarities and differences.

First, early cities did not show any smooth progression of growth. There was discontinuity and change, rise and fall. Second, these cities were small and a population of about 10,000 was usual and even the largest settlements never went much beyond the quarter-million mark. Third, regarding the power structure, many early cities had a theocratic character – a fused religious and political elite in which kings were also priests. Everywhere the first cities were characterized by inequalities in power and benefits. For example Jericho lying north of the Dead Sea in present day Israel.

The city particularly after it reached the stage of state or empire, was also a centre of coercive inequality, militaristic expansion and war. Due to various politico-socio-economic reasons, cities
or empires that had sustained urban life throughout began to decline and some even ceased to exist. The commercial trade that had been the source of life to the empire and cities were drastically curtailed. The danger of war increased and there evolved an almost singular concern for security. Surviving cities became fortified. The pattern of settlement typical of the 5th through the 11th centuries was a mosaic of local manors, villages, and small towns. This phase in history is conveyed by the phrase 'dark ages'. During this period arose a feudal system in which security was provided by a local lord in exchange for services on his land. These fortified cities provided protection and food for only a limited population and thus this caused the city to stagnate. For instance, Rome which was characterized by developed arts and science and by public monuments and buildings. Rome was an urban civilization almost exclusively based upon the expression of militaristic power. The city had large public baths, fountain hydrants along main streets and a system of water drainage, roads etc. The motive for all of this impressive engineering was ultimately to serve the interests of the ruling military and political elite, while the elite enjoyed incredible riches, but poor suffered and had little benefits. Rome was a parade of contrasts; engineering excellence and technical achievement juxtaposed with human debasement and militaristic cruelty. Eventfully Rome began to decline (Macionis & Parrillo, 1998).

2.2 Medieval Cities

During the 11th century, a general awakening began to take place. Development of urban trade and craft rebounded and
cities again became the stepping stones. The emergence of a complex and competitive commercial class at the centre of the on-going trade dominated from the 11th Century onward by craft guilds, contributed to a newly vibrant city life. However, the merchants alone did not dominate these cities. Many groups including the church, the landed gentry and the feudal royalty – strived for position. Small and self contained, medieval cities allowed no single focus to dominate urban life in the way the military and political elements had dominated Rome. For example cities of Paris and Venice6.

The period from the 12th century until about the 16th century was a period of general urban rebirth or renaissance. It was during this stage that the city gradually captured interest in art, literature and architecture. Although once again the city generated the ideal of full human development, but the bulk of the top nations were the deprived ones. Wealth was highly concentrated. In Lyon, a French city, in 1545, over half the wealth belonged to mere 10% of the population (Hohenberg and Lees, 1985 as quoted in Macionis & Parrillo)7.

2.3 Rise of Modern Cities: The Second Urban Revolution

The old feudal power structure was breaking down, giving people more freedom to live their lives where they chose; trade was becoming more important, increasing the available wealth. Cities were rapidly gaining prominence. Commerce began to replace agriculture and a new middle class began to rise to power. This class – the capitalist, was composed of shopkeepers, traders and manufacturers. The government officials and people got engaged in commercial ventures. As wealth increased in the
cities, they began to attract more people. By the mid 17th century, feudalism was no way out and capitalism was making its mark. Around the beginning of the 18th century, the industrial revolution had begun. The result was an explosion in the city's population. With the urban population enjoying more wealth, more efficient means of production and better health and sanitation conditions both migration and natural population growth were high. This influx, coupled with technological improvement and advances in health and sanitation services, created what is known as demographic transitions. It may be called the second urban revolution spurred on primarily by the twin engines of capitalism and industrialization. Industrialization involved much more than simply a proliferation of factories in and around the enlarging urban areas. Depopulation of rural areas as people moved to cities, many abandoning their farms in search of white collared jobs in cities also took place.

One important effect of all this was clustering together of migrants from diverse cultural groups. The enormous changes that reshaped cities during this period created equally enormous problems. The incoming population was to be fed, provided with water, electricity, jobs and protection against exploitation and a place to dwell. Rising demand for housing led to congested airless slum dwellings.

2.4 Urban Planning

There are examples from the earliest times of efforts to plan city development. Historically speaking, evidence of planning appears repeatedly in the ruins of cities in China, India, Egypt,
Asia Minor, the Mediterranean world and south and central America. There are evidences of orderly street system that were rectangular and sometimes radial; division of city into specialized functional quarters; place for civic buildings; advanced systems of fortifications, water supply and drainage. For example Rome was a centre, market and a complex of monumental buildings, 50,000 miles of roads were constructed by the Roman work force. Extremely well built the city had well planned streets and effective drainage system.

The physical form of medieval and renaissance towns and cities followed the pattern of the village; spreading along a street, a crossroad, in circular patterns or in irregular shapes. As the population of the city grew, walls were often expanded. Housing varied from elaborate merchant houses to crude huts and stone enclosures. Dwellings were usually two to three stories, aligned in rows and often with rear gardens or inner courts formed by solid blocks. Windows were small apertures with shutters and later covered with oiled cloth, paper and glass. Heating improved from the open hearth to the fireplace and chimney. Rooms varied from the simple room for the poor to differentiated rooms for specialized use by the wealthy. Space generally was a premium. Privacy was rare and sanitation primitive. For instance, streets in these cities were little more than footpath. Even in major cities paving was not introduced until 1184 in Paris, 1235 in Florence and 1300 in Lübeck.

From 16th to the end of the 18th centuries many small cities and parts of large cities were laid out and built with monumental splendor. But this did not contribute to the health or comfort of
homes. During the 19th century the industrial revolution was accompanied by rapid population growth and lapses in community responsibility. During this period, sprawling giant metropolitan cities developed offering wealth, adventure, variety and change. Industrial revolution in European and American cities were unbelievably congested, overbuilt, insanitary and unpleasant. For instance, London saw huge migration of people, but it had no place for accommodating these huge numbers of people. Housing became scarce and overcrowded, streets virtually impassable, water became polluted. The city developed a level of poverty among millions of its residents.

Slums came up as a result of industrial revolution. Industrial slums were unbelievably congested, overbuilt, insanitary and unpleasant. This provoked a demand for housing reforms and by the end of 19th century there was a growing concern for the good appearance of cities (Macionis & Parrillo). In response, city planning aimed not only at any single problem but at the improvement of all aspects of the urban physical environment through unified planning of the whole metropolitan area. Few instance of this are: relocating industrial units to outskirts of the city away from the residential areas, de-slumming cities etc. Despite periodic attempts at reform through legislation, the urban housing problem has remained a controversial issue until date. Quality of life problems in the rapidly expanding industrial cities, were not limited to only housing. Health hazards were there where high density living was combined with inadequate sewerage and generally unsanitary conditions. In the century after 1850, world population doubled, and the population living
in cities of more than 5,000 inhabitants rose from less than 7% to almost 30%.

The ultimate goals of modern urban planning had always been social with following objectives⁹.

(i) The orderly arrangement of parts of the city – residential, business, industrial – so that each part could perform its functions with minimum cost and conflict;

(ii) an efficient system of circulation within the city and to outside world, using to the maximum advantage all modes of transportation;

(iii) the development of each part of the city to optimum standards, in terms of plot size, sunlight and green space in residential areas, and parking and building spacing in business areas;

(iv) the provision of safe, sanitary, and comfortable housing in a variety of dwelling types to meet needs of all families;

(v) the provision of recreation; schools and other community services of adequate size, location and quality;

(vi) the provision of adequate and economical water supply, sewerage, utilities and public services.

Even these superficially clear objectives are not fully operational. Moreover, the concept of ‘ideal city’ is a misnomer. The ideal is not a fixed objective but will itself change, that the ideal city can be striven toward but never achieved. But a welfare state which
is progressing towards all round national development has to provide the basic services to its people. India is a welfare state, committed to the welfare and development of its people in general and of vulnerable sections in particular. The Preamble, Directive Principles of State Policy, Fundamental Rights and specific sections namely, Article 38, 39 and 46 in the Constitution of India, stand testimony to the commitment of the state to its people.

2.5 Urban Planning and City Government

As a normal and identifiable function of the state, city planning for the physical environment has been recognized. City planning as a state function involves the coordination of all government activities that bear upon community growth and change, especially those that influence private development, so that they all work towards comprehensive objectives.

A city cannot operate without a Government of some kind. In the modern world, cities are contained within the boundaries of national states, and city Government forms part of a much larger and more complex constitutional regime. City government reflects the general characteristics of this national regime. When political democracy exists at the national level, cities enjoy a substantial degree of local autonomy and have democratic systems of government. However in the present world the boundaries of cities are not sharply drawn. The built-up central area extends to the suburbs and then to villages. Every day people commute to the main city for jobs and at the close of the day retreat to their homes in the suburbs. These commuters have to be provided with police and fire protection, water supply,
sewerage, public health, highways and public transport, although those who live outside the city limits usually contribute little or nothing to the municipal revenue.

Certain functions must be performed in every city. Law and order must be maintained, there must be some regulation of building to ensure minimum safety and to ensure that, houses or workshops are not constructed on public land or at improper places; there must be regular methods of preventing, controlling and extinguishing fires; and there must be regulations and executive action to protect the health of the citizens. The most general functions of the city are providing environmental and personal health services, including clinics and hospitals, primary, secondary and further education; water supply, sewerage, refuse collection and disposal, construction, management and lighting of streets; public housing, welfare services for the old, the destitute, the physically and the mentally handicapped, the orphans and the abandoned children, the unemployed and the disabled workers, cemeteries and crematoriums, markets etc.

A group of public utility services comprising the supply of water, electricity and public transport are frequently provided by the city government itself. For providing these services and thus keep the cities running, people from the peripheral and satellite towns come to the main centre as labourers. People coming from far off places may either settle in the main city or in marginal unused land. These labourers may be skilled or unskilled. A large percentage of them are in unskilled category
contributing to the informal economy. They may work as hawkers, shoeshine boys, household help, rag pickers etc.

The informal urban economy of which most of these above people are a part, never provides security. The inhabitants in slum settlements have to develop cultural means of survival. There is mutual dependence based on kinship, ethnic or friendship networks. There is a need for emotional support and these people identify with people like themselves of similar background. This factor of identifying with the same or seeking emotional support is another reason that when fresh migrants come to the city they contact those residing in slums and gradually they too become part of the slum. Thus the extended family networks become wider and stronger and help in further growth of such slum settlements.

2.6 Urbanization and Slum Development in Developing Countries

Most of the developing countries are experiencing the tremendous impact of rapid population growth, increasing industrialization and large influx of rural population to urban areas, which leads to serious housing shortage and over congestion in urban areas. The formation of slums and squatter settlements further adds to the problems. Inadequate community facilities and health services, use of urban land, are the problems faced by major cities in most of the developing countries. About 50% of the urban population live in slums and squatter settlements. The creation of slum settlements, unauthorized encroachments and illegal construction take place mainly on account of various factors enumerated at the outset.
However, the major problem has been that of migration. The Constitution of India provides the opportunity to an individual for choosing his place of living at his own will. Inadequate supply of land for housing forces people to form unauthorized colonies and put jhuggies around.

These settlements are neither legally recognized nor serviced by local authorities. Most of the developing countries are faced with the problem of mass poverty. About 21% of population in developing countries is poor according to national income poverty line and 37% population is poor according to Capability Poverty Measure (CPM)\textsuperscript{10}. The Table 2.1 shows the percentage of population below poverty line in some of the developing countries.

Table 2.1: Percentage of population below poverty line in some of the developing countries

<table>
<thead>
<tr>
<th>Country</th>
<th>Capability wise poor people (CPM) 1993 (%)</th>
<th>Income wise poor people (head count index) (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangladesh</td>
<td>76.9</td>
<td>47.5</td>
</tr>
<tr>
<td>India</td>
<td>61.5</td>
<td>25.4</td>
</tr>
<tr>
<td>Pakistan</td>
<td>60.8</td>
<td>34.0</td>
</tr>
<tr>
<td>Curiae-Bissau</td>
<td>56.6</td>
<td>49.0</td>
</tr>
<tr>
<td>Morocco</td>
<td>49.7</td>
<td>13.1</td>
</tr>
<tr>
<td>Uganda</td>
<td>45.9</td>
<td>55.0</td>
</tr>
<tr>
<td>Indonesia</td>
<td>42.3</td>
<td>16.7</td>
</tr>
<tr>
<td>Ghana</td>
<td>39.3</td>
<td>35.3</td>
</tr>
<tr>
<td>Kenya</td>
<td>33.8</td>
<td>37.0</td>
</tr>
<tr>
<td>Tunisia</td>
<td>29.9</td>
<td>14.1</td>
</tr>
<tr>
<td>Peru</td>
<td>25.7</td>
<td>32.0</td>
</tr>
<tr>
<td>Zimbabwe</td>
<td>22.3</td>
<td>25.5</td>
</tr>
<tr>
<td>Thailand</td>
<td>27.7</td>
<td>27.8</td>
</tr>
<tr>
<td>Sri Lanka</td>
<td>19.3</td>
<td>22.4</td>
</tr>
<tr>
<td>China</td>
<td>17.5</td>
<td>10.9</td>
</tr>
<tr>
<td>Venezuela</td>
<td>15.2</td>
<td>31.3</td>
</tr>
</tbody>
</table>

2. Human Development Report 1996; UNDP
Complete eradication of poverty is a rather difficult task, particularly in developing countries, so poverty alleviation programmes need to be implemented not only to raise the level of income but also to expand the basic human capabilities of the people both in rural and urban areas.

Increased urbanization has created a host of health related problems and dangerous diseases like acute respiratory infections tuberculosis and other airborne infections. The disease occur more in the poor and crowded localities of cities in developing countries as has been reported by the state of World Population Report of the United Nations Population Fund.

Most of the developing countries, particularly in Asia, have not been able to meet the needs of the population for adequate housing accommodation. There has been a general deterioration in housing and environmental conditions, thus leading to poor quality of life particularly in urban areas and large urban agglomerations. As the urbanization is continuously increasing, it has become necessary to create a healthy and clean environment in an urban setting in which a person can live a wholesome and peaceful life through a well thought-out and carefully designed urban planning.

Despite various urban planning measures, one of the correctness of rapid pace of urbanization is the formation of slums. The slum formation is mainly dependent on socio-economic conditions of the community. The slum have poor shelter facilities and badly lack amenities like water, drainage, electricity and public health services which are essential for healthy
habitation. It is reported that the magnitude of the slums is so high that in some cities, more than half of the population lives in slums.

A recent HABITAT report on slums released in 2003 says that a total of 924 million people, constituting about 32% of the World’s total urban population, were living in slums (See Table 2.2). Nearly 43% of the urban population of all the developing regions combined live in slums. This is because of enormous migration from rural to urban areas, new family formation and natural increase of population. Kofi A.Annan, Secretary General of the United Nations states – “In the United Nations Millennium Declaration, world leaders pledge to tackle this immense challenge, setting the specific goal of achieving significant improvement in the lives of at least 100 million slum dwellers by the year 2020”. This means addressing not only the needs of slum dwellers for shelter, but also the broader problem of urban poverty, especially unemployment, low incomes and lack of access to basic urban services.

Urban centres all the World over attract massive influx of migrants from less developed areas. The obvious need of such rural migrants in search of work coming to cites is to look for shelter over their heads either free or at a nominal rent in a slum. Such shanties or slums are chaotically occupied, unsystematically developed and generally over populated residential areas with sub-standard housing, indifferent and unhygienic sanitary arrangements together with inadequacy of amenities that are necessary for maintaining social well being of its residents. Increased level of rural migration contributes to
massive growth of slums, which in turn over burdens the urban infrastructure. It has also far-reaching social implications. The manifest consumerism and its demonstration effect leads to increased aspirations of slum dwellers who then resort to crime at the first available opportunity. It is because of their inability to satisfy their heightened aspiration due to paucity of legitimate economic means.

Table – 2.2: Total, Urban and Slum Populations Worldwide, Mid 2001

<table>
<thead>
<tr>
<th>Region</th>
<th>Total Population (billions of people)</th>
<th>Urban Population (%)</th>
<th>Urban Slum Population (%)</th>
<th>Urban Slum Population (thousands of people)</th>
</tr>
</thead>
<tbody>
<tr>
<td>World</td>
<td>6.1</td>
<td>47.7</td>
<td>31.6</td>
<td>923,986</td>
</tr>
<tr>
<td>Rich regions</td>
<td>1.2</td>
<td>75.5</td>
<td>6.0</td>
<td>54,068</td>
</tr>
<tr>
<td>Developing regions</td>
<td>4.9</td>
<td>40.9</td>
<td>43.0</td>
<td>869,918</td>
</tr>
<tr>
<td>North Africa</td>
<td>0.2</td>
<td>52.0</td>
<td>28.2</td>
<td>21,355</td>
</tr>
<tr>
<td>Sub-Saharan Africa</td>
<td>0.7</td>
<td>34.6</td>
<td>71.9</td>
<td>166,208</td>
</tr>
<tr>
<td>Latin America and the Caribbean</td>
<td>0.5</td>
<td>75.8</td>
<td>31.9</td>
<td>127,567</td>
</tr>
<tr>
<td>East Asia and Oceania</td>
<td>1.4</td>
<td>39.0</td>
<td>36.3</td>
<td>194,323</td>
</tr>
<tr>
<td>South Central Asia</td>
<td>1.5</td>
<td>30.0</td>
<td>58.0</td>
<td>262,354</td>
</tr>
<tr>
<td>South East Asia</td>
<td>0.5</td>
<td>38.3</td>
<td>28.0</td>
<td>56,781</td>
</tr>
<tr>
<td>West Asia</td>
<td>0.2</td>
<td>64.9</td>
<td>33.1</td>
<td>41,331</td>
</tr>
<tr>
<td>Central and Eastern Europe and CIS</td>
<td>0.4</td>
<td>62.9</td>
<td>9.6</td>
<td>24,831</td>
</tr>
</tbody>
</table>

Source: Human Development Report, 2003, UNDP

During the decade of the 1970's the problem of urban growth in developing countries received more international attention than ever before. The urbanization process was gradually integrated into a general analysis of development problems which focused
on the problems of distribution of the benefits of economic growth itself.

Why do the houseless come to the big cities? Obviously because the prospects of making a living are better in the big cities rather than in the suburban areas or small towns.

Urbanization under conditions of rapid population growth creates two sets of problems for cities in the developing countries. These are the problem of intense population pressure arising out of population growth and migration from rural areas and small towns and problem of the collapse of the limited infrastructure of large cities.

The cities in the developed countries do not face the burden of demographic pressure except through the limited migration to the cities. The urban scene in the 21st Century will thus be dominated by cities in the developing countries in spite of a much lower level of urbanization. Interestingly in spite of the low level urbanization in India, there are more people living in cities and towns in India than in the USA. Thus it is important to consider not only the level of urbanization but also the urban population. According to the 1991 Census of India, there were 23 cities in India with a population of one million and over. And according to 2001 Census, there are 35 urban agglomerations and cities with more than one million population (See Table 2.4).

2.7 Urbanization and Slum development in India

Almost one third of India's population in urban areas lives in slums and squatter settlements usually with low, irregular and
uncertain earnings and also with low levels of literacy. The Census of India in 2001 (See Table 2.3) has found that 607 towns spread among 26 States and Union Territories have reported slum population in their areas. Their total slum population is 40.6 million comprising 21.8 million males and 18.8 million females. In order to improve their housing conditions the government has implemented a number of schemes.

**Table-2.3: Number of Towns Reporting Slums, Slum Population in India and States/Union Territory - 2001**

<table>
<thead>
<tr>
<th>S. No.</th>
<th>India/State/Union Territory</th>
<th>No. of Towns reporting slums</th>
<th>Population of towns reporting slums</th>
<th>Total slum population</th>
<th>Percentage of slum population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Jammu &amp; Kashmir</td>
<td>5</td>
<td>1,451,995</td>
<td>270,084</td>
<td>18.60</td>
</tr>
<tr>
<td>2</td>
<td>Punjab</td>
<td>27</td>
<td>5,652,211</td>
<td>1,151,864</td>
<td>20.38</td>
</tr>
<tr>
<td>3</td>
<td>Chandigarh</td>
<td>1</td>
<td>88,796</td>
<td>107,098</td>
<td>13.24</td>
</tr>
<tr>
<td>4</td>
<td>Uttaranchal</td>
<td>6</td>
<td>1,030,720</td>
<td>195,604</td>
<td>18.98</td>
</tr>
<tr>
<td>5</td>
<td>Haryana</td>
<td>22</td>
<td>4,300,013</td>
<td>1,421,839</td>
<td>33.06</td>
</tr>
<tr>
<td>6</td>
<td>Delhi</td>
<td>14</td>
<td>10,979,341</td>
<td>2,025,890</td>
<td>18.45</td>
</tr>
<tr>
<td>7</td>
<td>Rajasthan</td>
<td>25</td>
<td>7,453,084</td>
<td>1,206,123</td>
<td>16.18</td>
</tr>
<tr>
<td>8</td>
<td>Uttar Pradesh</td>
<td>65</td>
<td>18,791,750</td>
<td>4,156,020</td>
<td>22.12</td>
</tr>
<tr>
<td>9</td>
<td>Bihar</td>
<td>23</td>
<td>4,817,624</td>
<td>507,383</td>
<td>10.53</td>
</tr>
<tr>
<td>10</td>
<td>Tripura</td>
<td>1</td>
<td>189,327</td>
<td>29,378</td>
<td>15.52</td>
</tr>
<tr>
<td>11</td>
<td>Meghalaya</td>
<td>1</td>
<td>267,881</td>
<td>110,714</td>
<td>41.33</td>
</tr>
<tr>
<td>12</td>
<td>Assam</td>
<td>7</td>
<td>1,347,111</td>
<td>84,644</td>
<td>6.29</td>
</tr>
<tr>
<td>13</td>
<td>West Bengal</td>
<td>51</td>
<td>14,250,720</td>
<td>3,822,309</td>
<td>26.82</td>
</tr>
<tr>
<td>14</td>
<td>Jharkhand</td>
<td>11</td>
<td>2,418,755</td>
<td>635,150</td>
<td>22.53</td>
</tr>
<tr>
<td>15</td>
<td>Orissa</td>
<td>15</td>
<td>2,818,455</td>
<td>635,150</td>
<td>22.53</td>
</tr>
<tr>
<td>16</td>
<td>Chhattisgarh</td>
<td>12</td>
<td>2,692,612</td>
<td>788,127</td>
<td>29.27</td>
</tr>
<tr>
<td>17</td>
<td>Madhya Pradesh</td>
<td>42</td>
<td>9,823,809</td>
<td>2,388,517</td>
<td>24.31</td>
</tr>
<tr>
<td>18</td>
<td>Gujarat</td>
<td>28</td>
<td>11,427,259</td>
<td>1,346,709</td>
<td>11.78</td>
</tr>
<tr>
<td>19</td>
<td>Maharashtra</td>
<td>62</td>
<td>33,624,960</td>
<td>10,644,605</td>
<td>31.66</td>
</tr>
<tr>
<td>20</td>
<td>Andhra Pradesh</td>
<td>76</td>
<td>15,752,946</td>
<td>5,149,272</td>
<td>32.69</td>
</tr>
<tr>
<td>21</td>
<td>Karnataka</td>
<td>35</td>
<td>11,021,192</td>
<td>1,267,759</td>
<td>11.50</td>
</tr>
<tr>
<td>22</td>
<td>Goa</td>
<td>2</td>
<td>175,478</td>
<td>14,529</td>
<td>8.28</td>
</tr>
<tr>
<td>23</td>
<td>Kerala</td>
<td>9</td>
<td>2,509,719</td>
<td>45,337</td>
<td>1.81</td>
</tr>
<tr>
<td>24</td>
<td>Tamil Nadu</td>
<td>63</td>
<td>14,175,792</td>
<td>2,838,366</td>
<td>20.02</td>
</tr>
<tr>
<td>25</td>
<td>Pondicherry</td>
<td>3</td>
<td>512,705</td>
<td>72,275</td>
<td>14.10</td>
</tr>
<tr>
<td>26</td>
<td>Andaman &amp; Nicobar Islands</td>
<td>1</td>
<td>100,186</td>
<td>16,265</td>
<td>16.25</td>
</tr>
</tbody>
</table>

Source: Census of India, 2001
The proportion of people living below the poverty line has been steadily falling and according to current estimates, a little over 35% of India's population lives in poverty (Rs. 700/- per household per month at mid 1988 prices). In urban areas the number of such poor is close to 50 million people. In the four largest cities of Delhi, Mumbai, Chennai and Kolkata large-scale migration of population from rural to urban areas in search of employment for survival and a better life has been a continuous process for the past many decades. Rural development is the only answer, if the problems of urban development are not to be aggravated further.

**Table- 2.4: UAs/Cities Having Million (+) Population in 2001**

<table>
<thead>
<tr>
<th>Rank</th>
<th>Urban Agglomeration/City</th>
<th>Males</th>
<th>Females</th>
<th>Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Greater Mumbai</td>
<td>8.98</td>
<td>7.39</td>
<td>16.37</td>
</tr>
<tr>
<td>2.</td>
<td>Kolkata</td>
<td>7.07</td>
<td>6.15</td>
<td>13.22</td>
</tr>
<tr>
<td>3.</td>
<td>Delhi</td>
<td>7.02</td>
<td>5.77</td>
<td>12.79</td>
</tr>
<tr>
<td>4.</td>
<td>Chennai</td>
<td>3.29</td>
<td>3.13</td>
<td>6.42</td>
</tr>
<tr>
<td>5.</td>
<td>Bangalore</td>
<td>2.98</td>
<td>2.71</td>
<td>5.69</td>
</tr>
<tr>
<td>6.</td>
<td>Hyderabad</td>
<td>2.85</td>
<td>2.68</td>
<td>5.53</td>
</tr>
<tr>
<td>7.</td>
<td>Ahmedabad</td>
<td>2.40</td>
<td>2.12</td>
<td>4.52</td>
</tr>
<tr>
<td>8.</td>
<td>Pune</td>
<td>1.98</td>
<td>1.77</td>
<td>3.75</td>
</tr>
<tr>
<td>9.</td>
<td>Surat</td>
<td>1.60</td>
<td>1.21</td>
<td>2.81</td>
</tr>
<tr>
<td>10.</td>
<td>Kanpur</td>
<td>1.44</td>
<td>1.25</td>
<td>2.69</td>
</tr>
<tr>
<td>11.</td>
<td>Jaipur</td>
<td>1.24</td>
<td>1.08</td>
<td>2.32</td>
</tr>
<tr>
<td>12.</td>
<td>Lucknow</td>
<td>1.20</td>
<td>1.07</td>
<td>2.27</td>
</tr>
<tr>
<td>13.</td>
<td>Nagpur</td>
<td>1.10</td>
<td>1.02</td>
<td>2.12</td>
</tr>
<tr>
<td>14.</td>
<td>Patna</td>
<td>0.93</td>
<td>0.78</td>
<td>1.71</td>
</tr>
<tr>
<td>15.</td>
<td>Indore</td>
<td>0.86</td>
<td>0.78</td>
<td>1.64</td>
</tr>
<tr>
<td>16.</td>
<td>Vadodara</td>
<td>0.78</td>
<td>0.71</td>
<td>1.49</td>
</tr>
<tr>
<td>17.</td>
<td>Bhopal</td>
<td>0.76</td>
<td>0.69</td>
<td>1.45</td>
</tr>
<tr>
<td>18.</td>
<td>Coimbatore</td>
<td>0.74</td>
<td>0.71</td>
<td>1.45</td>
</tr>
<tr>
<td>19.</td>
<td>Ludhiana</td>
<td>0.79</td>
<td>0.61</td>
<td>1.40</td>
</tr>
<tr>
<td>20.</td>
<td>Kochi</td>
<td>0.67</td>
<td>0.68</td>
<td>1.35</td>
</tr>
<tr>
<td>21.</td>
<td>Visakhapatnam</td>
<td>0.67</td>
<td>0.66</td>
<td>1.33</td>
</tr>
<tr>
<td></td>
<td>City</td>
<td>2001</td>
<td>2000</td>
<td>2001/00</td>
</tr>
<tr>
<td>---</td>
<td>---------------</td>
<td>------</td>
<td>------</td>
<td>---------</td>
</tr>
<tr>
<td>22.</td>
<td>Agra</td>
<td>0.71</td>
<td>0.61</td>
<td>1.32</td>
</tr>
<tr>
<td>23.</td>
<td>Varanasi</td>
<td>0.64</td>
<td>0.57</td>
<td>1.21</td>
</tr>
<tr>
<td>24.</td>
<td>Madurai</td>
<td>0.60</td>
<td>0.59</td>
<td>1.19</td>
</tr>
<tr>
<td>25.</td>
<td>Meerut</td>
<td>0.63</td>
<td>0.54</td>
<td>1.17</td>
</tr>
<tr>
<td>26.</td>
<td>Nashik</td>
<td>0.62</td>
<td>0.53</td>
<td>1.15</td>
</tr>
<tr>
<td>27.</td>
<td>Jabalpur</td>
<td>0.59</td>
<td>0.53</td>
<td>1.12</td>
</tr>
<tr>
<td>28.</td>
<td>Jamshedpur</td>
<td>0.58</td>
<td>0.52</td>
<td>1.10</td>
</tr>
<tr>
<td>29.</td>
<td>Asansol</td>
<td>0.58</td>
<td>0.51</td>
<td>1.09</td>
</tr>
<tr>
<td>30.</td>
<td>Dhanbad</td>
<td>0.58</td>
<td>0.48</td>
<td>1.06</td>
</tr>
<tr>
<td>31.</td>
<td>Faridabad</td>
<td>0.58</td>
<td>0.47</td>
<td>1.05</td>
</tr>
<tr>
<td>32.</td>
<td>Allahabad</td>
<td>0.58</td>
<td>0.47</td>
<td>1.05</td>
</tr>
<tr>
<td>33.</td>
<td>Amritsar</td>
<td>0.54</td>
<td>0.47</td>
<td>1.01</td>
</tr>
<tr>
<td>34.</td>
<td>Vijayawada</td>
<td>0.53</td>
<td>0.48</td>
<td>1.01</td>
</tr>
<tr>
<td>35.</td>
<td>Rajkot</td>
<td>0.52</td>
<td>0.48</td>
<td>1.00</td>
</tr>
</tbody>
</table>

Source: Census of India, 2001

A major task facing the working sector in India relates to the provision of adequate shelter to the poor. Constant and steep rise in prices, especially in large and metropolitan cities, have virtually eliminated the poor out of the land and money markets. Widening disparity in income has reduced the scope for integrating them into the formal housing market even further. Also, the poor do not have access to finance institutions owing to their inability to furnish acceptable collateral security. Despite various government schemes and initiatives for the poor, the housing situation is rather dismal.

Metropolitan cities attract migrants from all over the country. But smaller cities like Chandigarh, Pune, Lucknow, Patna, Jaipur, etc. have migrants mainly from the concerned state and some neighbouring states. Slums in the capital city have considerable ethnic heterogeneity, and they have people drawn from different parts of the country.

Slum dwellers form a fast growing segment of the urban population. In some cities they have grown at the rate of nearly
20% per year. Though slums and slum dwellers are not a necessary consequence of an industrial society, but they are an integral part of it. The main reason for their persistent existence is the requirement for the unskilled, semi-skilled and skilled workers.

Emergence of slum is concomitant with industrialization and urbanization all over the world. However, the nature of slum and social background of its inhabitants depends largely upon economic development and technological advancement of the concerned country. An increase in slum is characterized by increase in migration from rural to urban areas. Since there is a substantial income generated in India’s urban population since independence, most of the slums in towns and cities mean migration from rural areas particular of those who live in slums. The towns and cities which have attracted more people from rural areas are those which have provided jobs and employment to the rural people. The Industrial towns, district headquarters, capital towns of states and metropolitan centers in particular have witnessed rapid growth of slums. Slums in metropolitan towns consist of people from different parts of the country as people do not face cultural and linguistic handicaps in cities like Delhi, Mumbai, Kolkata and Chennai.

Slums are residential areas inhabited by the poorest of the poor, with non-availability of basic facilities such as schools, health centres, post offices, roads, electricity, etc. The slum people are engaged in petty-jobs, most of them are under-employed and their labour is not compensated with adequate payment. Unemployment, droughts, famines, floods, seasonal character of
agriculture and insufficient landholdings are some of the factors which push them out of the village to towns and cities in search of employment opportunities which can ensure minimum best survival. The pull factors refer to manpower requirements of urban industrial economy. The major large towns of India have witnessed rapid growth of slums.

The urban population in India has registered a very high growth compared to total population (See Table 2.5). In all, 15 States has reported the percentage of urban population higher than the national average (See Table 2.6) as per Census 2001. The growth of towns and cities commensurate with the process of urbanization and Industrialization. Since urbanization and industrialization are not of an even nature all over the country and in specific towns and cities, slums are not also uniformly distributed in different parts of the country and in specific towns and cities.

Table – 2.5: Decadal Growth Trends of total Population and Urban Population

<table>
<thead>
<tr>
<th>Census Year</th>
<th>Total Population (Million)</th>
<th>Decadal Growth (%)</th>
<th>Urban Population (Million)</th>
<th>Decadal Growth (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1901</td>
<td>238.4</td>
<td>-</td>
<td>25.8</td>
<td>-</td>
</tr>
<tr>
<td>1911</td>
<td>252.1</td>
<td>5.75</td>
<td>25.9</td>
<td>0.39</td>
</tr>
<tr>
<td>1921</td>
<td>251.3</td>
<td>(-)0.31</td>
<td>28.1</td>
<td>8.49</td>
</tr>
<tr>
<td>1931</td>
<td>279.0</td>
<td>11.00</td>
<td>33.4</td>
<td>18.86</td>
</tr>
<tr>
<td>1941</td>
<td>318.7</td>
<td>14.22</td>
<td>44.1</td>
<td>32.04</td>
</tr>
<tr>
<td>1951</td>
<td>361.1</td>
<td>13.31</td>
<td>62.4</td>
<td>41.50</td>
</tr>
<tr>
<td>1961</td>
<td>439.2</td>
<td>21.64</td>
<td>79.1</td>
<td>26.76</td>
</tr>
<tr>
<td>1971</td>
<td>548.2</td>
<td>24.80</td>
<td>108.9</td>
<td>37.67</td>
</tr>
<tr>
<td>1981</td>
<td>683.3</td>
<td>24.66</td>
<td>159.7</td>
<td>46.65</td>
</tr>
<tr>
<td>1991</td>
<td>846.4</td>
<td>23.86</td>
<td>215.8</td>
<td>35.13</td>
</tr>
<tr>
<td>2001</td>
<td>1027.0</td>
<td>21.34</td>
<td>285.4</td>
<td>32.25</td>
</tr>
</tbody>
</table>

Source: Handbook of Housing Statistics, NCHF, 2004
Urbanization is taking place at a rapid pace in developing countries and in India in particular. Rapid urbanization with its employment prospects attracts a large number of poor people from surrounding regions. The National Capital Region of Delhi attracts about 2.5 lakh migrants every year\textsuperscript{12}. The growth of population has brought about decline in the quality of living as the slums and squatters have multiplied manifold. The urban infrastructure has become grossly inadequate, about 70% of Delhi’s population lives in substandard conditions.

\textbf{Table – 2.6: Percentage of Urban Population in States - 2001}

<table>
<thead>
<tr>
<th>States/UTs above National level (27.78%)</th>
<th>% of Urban Population</th>
<th>States/UTs below National level (27.78%)</th>
<th>% of Urban Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delhi</td>
<td>93.01</td>
<td>Andhra Pradesh</td>
<td>27.08</td>
</tr>
<tr>
<td>Chandigarh</td>
<td>89.78</td>
<td>Madhya Pradesh</td>
<td>26.67</td>
</tr>
<tr>
<td>Pondicherry</td>
<td>66.57</td>
<td>Kerala</td>
<td>25.97</td>
</tr>
<tr>
<td>Goa</td>
<td>49.77</td>
<td>Uttaranchal</td>
<td>25.99</td>
</tr>
<tr>
<td>Mizoram</td>
<td>49.50</td>
<td>Jammu &amp; Kashmir</td>
<td>24.88</td>
</tr>
<tr>
<td>Lakshadweep</td>
<td>44.47</td>
<td>Manipur</td>
<td>23.88</td>
</tr>
<tr>
<td>Tamil Nadu</td>
<td>43.86</td>
<td>Rajasthan</td>
<td>23.38</td>
</tr>
<tr>
<td>Maharashtra</td>
<td>42.40</td>
<td>Dadra &amp; Nagar Haveli</td>
<td>22.89</td>
</tr>
<tr>
<td>Gujarat</td>
<td>37.35</td>
<td>Jharkhand</td>
<td>22.25</td>
</tr>
<tr>
<td>Daman &amp; Diu</td>
<td>36.26</td>
<td>Uttar Pradesh</td>
<td>20.78</td>
</tr>
<tr>
<td>Karnataka</td>
<td>33.98</td>
<td>Arunachal Pradesh</td>
<td>20.41</td>
</tr>
<tr>
<td>Punjab</td>
<td>33.95</td>
<td>Chhattisgarh</td>
<td>20.08</td>
</tr>
<tr>
<td>Andaman &amp; Nicobar</td>
<td>32.67</td>
<td>Meghalaya</td>
<td>19.63</td>
</tr>
<tr>
<td>Haryana</td>
<td>29.00</td>
<td>Nagaland</td>
<td>17.74</td>
</tr>
<tr>
<td>West Bengal</td>
<td>28.03</td>
<td>Tripura</td>
<td>17.02</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Orissa</td>
<td>14.97</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Assam</td>
<td>12.72</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sikkim</td>
<td>11.10</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bihar</td>
<td>10.47</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Himachal Pradesh</td>
<td>9.79</td>
</tr>
</tbody>
</table>

\textit{Source: Census of India-2001}
The continuous factor behind urbanization have varied from time to time and accordingly have led to several urbanization process. In recent times, urbanization has been associated with industrialization and economic development. In this sense, therefore, urbanization is essentially an economic process. Unprecedentedly increasing volume of population in urban settlements. Rural-urban migration occurs due to urban pulls as well as rural push factors that are mainly economic in nature. Thus the urbanization signifies the strength of the urban pulls leading to economic growth and positive changes in the occupational pattern.

Slums and squatters are components of the urban system and contribute a significant quantity of labour force to the urban labour market and generate adequate income to sustain the urban economy. Urbanization is either directly/indirectly linked with the level and process of development. In other words urbanization may be defined as the process of reorganization of space through spatial distribution of population among hierarchical system of settlement in response to vertical shift in population within the workforce.

Poverty trends in India in the nineties have been a matter of intense controversy. The basic characteristics of any Indian city slum are the same dilapidation of structures, overcrowding, faulty arrangements of buildings and street, lack of facilities like ventilation, light, sanitation, open spaces and community facilities. They have always appeared to be a makeshift arrangement, but have persisted to remain because they have no other less expensive alternative.
Slums existed in one form or other almost is every city of the World, be it the cities and towns of Roman Empire, villages and towns of India during the post-Vedic period, in various pockets of England and different parts of Europe in middle ages. Change in urban land use pattern and lack of housing, which lead to overcrowding and improper maintenance are the commonly emphasized factors. The hypotheses so formulated explain the continuance of slums.

Migration is not the major source of urban growth in many developing countries, the relatively young age of rural migrants to cities means a greater contribution to natural population increase through more birth and fewer deaths. Slums are found in every city due to faulty town and country planning, and due to continuous flow of migrants from rural areas to small towns and cities, example – slums of Manila produced by the migration from the countryside during the World War II. Mass unemployment and mass migration from the rural to urban sector destroys both the spirit and growth and physical quality of life. This accentuates the rural urban divide leading to social right and tension accompanied by urban over-load. At the beginning of the 20th century, only 9% of the global population lived in cities. About one-third of world’s population was living in urban areas in the year 1995 which is expected to double by 2025.

An increasing focus of attention to the urbanization process was the problem of urban shelter. Given the rapid rate of population growth and the demand for shelter, it is evident that the ultimate objective in housing must be to generate a sufficient supply to
meet the demands of a growing population. It is evident that the demand for shelter has not been met adequately, thus leading to formation of slums in urban areas. Slums and squatter settlements have been the subject matter of study for decades now. They have been defined differently in different disciplines. The coming chapter highlights the same.

Reference:

1 Grolier Encyclopedia of Knowledge; Vol. 4, printed in USA
3 ibid
6 Grolier Encyclopedia of Knowledge; Vol. 4, printed in USA
8 ibid
12 A People’s Housing Policy: The case Study of Delhi conducted by Hazards Centre, Delhi, 2003.