

Appendices

City Problems due to Slums as reported by local Newspapers & Weeklies

HUMAN MISERY OF URBAN SLUMS

By GOPAL BHARGAVA

SLUMS and squatter settlements, especially in large cities like Ahmedabad, Bombay, Calcutta, Delhi, Madras and Kanpur, have developed into problem areas and are notorious for their unhygienic condition. The growth of slums is, however, inevitable. Since our metropolitan cities have a concentration of industries, offices and commercial establishments, migrants and the urban poor are unable to afford exorbitant market rents and are forced to live in slums.

The master plans prepared for our cities have not provided for adequate land for people engaged in the informal service sector with the result that the poor are forced to squat on whatever vacant land is available. And given a total absence of organization, the slum quickly becomes a living habitat where there is overcrowding, lack of sanitation, unsatisfactory drinking water supply, inadequate ventilation, and poor civic services. The bustees of Calcutta, the zopadpatties of Bombay, the jhuggi jhopri of Delhi, and the cherries of Madras show clearly how unhygienic the life of slum-dwellers can be without basic amenities like sanitation, water supply and street lighting.

Slum dwellers occupy any plot of land that is vacant even though it may not be fit for habitation. The selection of marshy land that is flood-prone is particularly true in cities like Bombay, Calcutta and Madras. In Calcutta, slum and squatter settlements have emerged in areas where overcrowding is already acute. Not surprisingly, therefore, a slum in Calcutta has been described as "a multiple index of human misery". The shacks are "built of materials picked up from the wayside, with no provision for light, ventilation or privacy. People live in these for generations. While the slum dwellers have at least a shelter, the street dwellers—half a million of them—have not even any fixed place of dwelling as they sleep under a tree by the roadside, under a balcony or a portico. The city of Calcutta symbolises degradation and the painful experience and the loathsome evil of urbanism".

The inhabitants of slum and squatter settlements are largely involved in the informal sector. Among their main occupations are those of driver, conductor, construction worker, domestic servant, ayah, vegetable seller, petty shopkeeper, etc. A large proportion of the middle class also lives in the slum and squatter settlements of Bombay and Calcutta, one reason for this

being the growing shortage of housing.

In the absence of a systematic survey, a number of attempts have been made from time to time to estimate the size of India's slum population. All these exercises suffer from some shortcoming or other. The Task Force on Housing and Urban Development, appointed by the Planning Commission, estimated that 32 to 40 million people lived in urban slums in 1981, about 40 per cent of them living in one million plus cities and another 30 per cent in cities with a population of between 100,000 and a million. But the States and Union Territories have together identified a slum population of only about 28 million.

It is generally seen that small and medium towns have a lower percentage of slum dwellers, whereas the big cities have a higher percentage of such people. Thus, Bombay is estimated to have the highest number of slum dwellers, followed by Calcutta, Delhi and Madras (3.3 million, 3.2 million, 2.6 million and 1.3 million, respectively). Among the other metropolitan cities, Kanpur has 680,000 and Bangalore 510,000 slum dwellers.

There have been a number of schemes for the improvement of slums over the years, one such being the Centre's Environmental Improvement of Urban Slum scheme (EIUS) for which Rs 150.45 crores were earmarked in the Sixth Plan, and Rs 269.45 crores in the Seventh. The financial allocation on the basis of per capita cost of services in relation to population was Rs 150 at an earlier stage, being revised to Rs 250 with effect from April 1, 1984. The scheme was to operate with 100 per cent Central assistance.

The EIUS's major items are: street lighting, paved pathways, water supply, sanitation, and sewerage. Previously the population criteria was evaluated for assessing the achievements of the EIUS scheme. However, it was later assessed on the basis of level of services in relation to expenditure sanctioned. The information received from the States has usually been exaggerated as regards achievements. As a result, shortcomings have been overlooked and the scheme has not been under proper administrative control.

To take an example, water taps installed under the scheme are stolen. The hand pumps in the settlements are second-hand. Utility services are not properly maintained. The community latrines are unsatisfactory. Clearly,

what is required to make a success of schemes like the EIUS is people's participation.

The report on Indian slums prepared by the Town and Country Planning Organization under the Union Ministry of Urban Development has listed some important retarding factors affecting implementation of the scheme in the early years. These are: the absence of a long-term strategy of slum improvement in the States; the lack of adequate administrative and technical expertise at the State and local levels; inadequate budgetary resources of local bodies; the absence of city-wise data on slums and projects; local problems in taking up improvement work on private slums; the difficulty of maintaining the improved slums; and poor coordination among the agencies concerned dealing with water supply, electricity, sewerage, etc. The report also noted that slum improvement programmes were regarded as a temporary solution, it being assumed that the beneficiaries would not remain permanently on the site, and the absence of any effort by State Governments to link improvement schemes with security of tenure and assistance in house construction. Finally, it found no evidence of the involvement of slum dwellers in the EIUS programme.

Regional planning is essential in effective city planning because the over-concentration of development activities will only help to worsen the slum situation by the end of the century. To take an example, despite Delhi's 2000 A.D. perspective plan and that for the National Capital Region, the focus of attention, as far as Delhi's budgetary provisions are concerned, has been placed on excessive socio-economic and infrastructural facilities. The result of this will clearly be large-scale migration to the city and other urban settlements. Not surprisingly, therefore, slums have come up in a big way and are becoming unmanageable. There is an urgent need for adopting a decentralised policy to ensure the appropriate spill of population and economic activities into neighbouring regions.

Planners have an important role to play in slum improvement schemes. Voluntary organizations can also ascertain the progress of the EIUS scheme on a State-wide basis by seeking public opinion and reporting in terms of physical verification. Industrialists could also be encouraged to provide a sufficiently attractive level of services and accordingly, tax reliefs should be provided.

Urban development problems

From Our Special Representative

NEW DELHI, Nov. 10.—In a series of research studies on different subjects done by the National Institute of Urban Affairs at the instances of various agencies, including Government and foreign, some of the disturbing but widespread views have been confirmed.

A factor inhibiting proper implementation of the master plans and development plans of Indian towns is that legislative support is "mainly for negative control rather than for promotion of orderly development" of the towns; one of the reasons for the slow implementation of various urban development plans is the "presence of vested interests working against plans" and in the absence of maternity benefits, women construction workers work till the day of childbirth.

After detailed analysis of abolition of octroi in Madhya Pradesh and Karnataka, a study showed it had "deleterious" effects on the finances of the local bodies. The abolition of octroi "may help the trading community but does not lessen the burden of the common man".

Examination of implementation of the Integrated Rural Development Plan in two districts in Kerala and Orissa showed that the beneficiaries "intentionally" indi-

cate their actual income as falling below the poverty line to take advantage of the programme assistance. The subsidy component of the programme was "misused" by the beneficiaries.

A study of the green areas of Delhi undertaken at the instance of the office of the Prime Minister, showed that the space provided for local parks and playgrounds had been diverted to other uses and large portions of the agricultural green belts were also brought under uses "incompatible with the concept and philosophy of the green belt" and the use permitted under the zonal regulations.

While looking at the pattern of migration within the national capital region, a study noted that the pattern (of migration) had acquired an added significance because of urban migration and this factor alone would account for immigration of 2.5 lakh people into Delhi by 1996.

A resume of these survey reports were given by Mr. Dabir Singh, Minister of Estate for Urban Development, in reply to an unstarred question by Mr Manik Reddy, in Lok Sabha yesterday.

A comparative analysis of the management of urban services in nine cities showed that the major-

ity of the population was without any access to potable water supply while substantial water losses and leakages in water distribution were observed. But the revenue generated by the water supply sector had little relationship to the cost of "water production and distribution".

As for refuse collection in these nine cities, it was seen that there was inefficiency and inadequate utilization of the available facilities and there was unequal distribution of staff and unequal workload.

Looking into the distribution of civic amenities and their inter-locality disparity, a study found that in unauthorized localities, which were not legally entitled to these amenities, the people were able to "increase their access to them (amenities) through unlawful means".

One survey examined the functioning of the Delhi Rent Control Act 1958. It concluded that about two third of tenants interviewed were ignorant about this law and those familiar with it were not acquainted with that particular provision of the law which fixed standard rent. The tenants were unwilling to approach the office of the rent controller even to seek justice and protect their interests.

Landlords, on the other hand, were generally familiar with a greater part of the Act which they found on the whole "unrealistic and impractical". But a high percentage of landlords also did not know about the provisions regarding the fixation of standard rent, and because of high rents, many who were earlier living in "core areas" were living in the periphery of the city.

A survey took a look at the social accounts of the Delhi Transport Corporation and came to the conclusion that the losses of DTC were largely due to the "exceptionally low bus fares". It suggested that to improve financial performance, DTC should adopt the BEST (Bombay) fares and the fares should be linked to operation costs, price index and distance.

In fact suggestions were made in respect of several findings for better implementation of master plans and development plans. It was suggested that there should be changes in the existing urban planning legislation to make it a "positive instrument".

For management of urban services, one recommendation was action to bring about a change in the orientation of local bodies towards maintenance of the existing facilities and infrastructure.

Environment fund for developing nations

From Our Special Representative

NEW DELHI, April 26. — A three-day conference of selected developing countries on global environmental issues has reached the conclusion that the focus has to "shift from reckless pursuit of materialism to progress with conservation".

The participants were from Argentina, Brazil, China, Cuba, Egypt, Guyana, India, Kenya, South Korea, Malaysia, Malta, Pakistan, Peru, Saudi Arabia, Senegal, Sri Lanka, Yugoslavia and Zimbabwe. Columbia and Venezuela attended as observers.

They called for the setting up of an environment fund to restore the degraded parts of the environment and prevent future degradation by adoption of conservation measures and clean technologies by the developing countries. An adequate fund was needed with contributions by the developed countries in addition to existing financial flows to the developing countries. It should be administered on democratic principles through a balanced representation of developed and developing countries.

The 1992 conference on environment and development should reconcile development priorities with protection of the environment. Environmentally benign technologies should not be treated merely as a good business opportunity. But environmental concerns should not be used as an excuse for erecting new trade barriers. The unfair economic order should be recorded to reduce the burdens on the developing countries, the delegates said.

The developing countries would not accept general principles which amounted to thrusting obligations without compensation. The delegates agreed that consultations and coordination among the developing countries should continue, especially at the preparatory committee of the 1992 conference, to be held in Nairobi in August.

The delegates praised the India's initiative in convening this meeting. They welcomed the indication that China would hold a conference in Beijing to continue the consultations.

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NO REPRIEVE FOR SLUMS

A great pity that the Government has formulated the implementation of the National Government's election manifesto would be so disappointing a point: slum clearance. A strategy was expected Mr V. P. Singh's Government for eradicating altogether, but to go by the plan, there is not the lightest room for such now, since the Government is contemplating only facilities in slums. And that looks like confirmation of the apprehension that will be no change in this respect, the Minister offered ration to all slum dwellers. While this is undoubtedly a humanitarian gesture, it also to be recognized it could prove yet another factor in perpetuating slums. The previous Government had explicitly stated slums had developed a nationalism of their own and not be removed. Does the successor share that cynicism? To be sure the dimensions of the problem are staggering. At the start of the five-year plan, an estimated 33 million people in urban slums, and according to a Planning Commission study, that number is expected to go up to perhaps 78 million by the year 2001 A.D. But given the determination, slum-dwellers can assuredly be removed from their present denuded habitat and resettled in dwellings more befitting humans, as has been done in nearby Singapore.

and as this country's planners themselves thought possible not very long ago.

It needs to be examined how that very positive approach came to be replaced by the present seemingly defeatist attitude. There is a growing view that the phenomenonally high premium on urban land, with the consequent reluctance of State Governments to part with it except for what are considered remunerative projects, is among the principal obstacles in the way of resettling slum-dwellers which is woefully shortsighted. If a metropolis is overrun with slums and is reduced to a "slumpolis", as Bombay is fast tending to become, would any worthwhile, leave alone remunerative, urban project be possible? What is surely required is a bold conceptual breakthrough whereby planners and administrators will give up their present sites-and-services approach with respect to slum dwellers and go in for plans for their genuine resettlement. Also, instead of State Governments having to carry this entire burden as is now the case, civic bodies can be asked to share it. So can the large industries in and around cities. It is, in fact, these industries that are primarily responsible for the proliferation of slums for they impel large numbers of the rural poor to migrate to urban areas but, almost without exception, do little to ensure proper housing accommodation for them, inevitably fostering squatting of the ugliest kind, as well as slums and shanty towns.

World's worst & largest slums in Calcutta

By a Staff Reporter

CALCUTTA, one of the most densely-populated cities, also has the dubious distinction of having some of the worst and largest slums in the world. The city has over 2,000 recorded slums covering an area of 187.33 sq. km. within Calcutta Municipal Corporation. The number of slums in the city is stated to be increasing and according to a rough estimate there are about 500 small and medium-size slums yet to be recorded.

According to official statistics, more than 1.7 million people, which is about 40% of the city's total population, dwell in slums. The density of population in the slums is 400 to 1,000 people per acre with a per capita share of not more than 30 sq. ft. These facts were revealed by speakers and various technical papers submitted at a seminar on "Slum improvement — problems and prospects" organized in Calcutta by the West Bengal State centre committee of the Institution of Engineers (India) on Friday.

The slums of the city, often described as "living hells" because of the lack of proper and adequate civic amenities like water, sanitation, pathways, sewerage and lighting arrangements, are "the monuments of the city planners' failures and the Government's indifference". Socio-economic surveys have revealed that 14% of the slum population do not have any privies at all, while 82% share their privies with others.

About 44% of the shanties in slums do not have any water taps and 54% share one water tap with others at the ratio of one tap for 100 people. Electricity in the slums is a scarce commodity as only 13% of the population there enjoys the facility. Illness and other health hazards are rampant among the slum population, with more than 43% of the population suffering from some kind of infection, measles and skin diseases.

Dysentery, diarrhoea, gastro-enteritis and typhoid attack more than 52% of the population because of the filthy and unhygienic atmosphere that prevails in the slums. Not more than 5% have separate kitchen facilities in the slum areas.

Owing to the lack of an appropriate approach, all attempts at slum improvement have failed. Several serious attempts have been made by the State Government, the Calcutta Metropolitan Development Authorities, Calcutta Municipal Corporation and several non-Government philanthropic organizations like the Ramakrishna Mission for slum development.

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Calcutta — Heading Towards Doom

NO symposium on environment is complete without a passing reference to the "urban disaster" called Calcutta. When countries all over the world observe "Environment Day" on June 5 every year, bespectacled pundits voice their concern over the "impending catastrophe" survey carried out by the World Health Organization. Since then, the city has been variously branded as the "city of darkness", "city of garbage", "city of slums", and finally "the dead city". Mr Rajiv Gandhi hastened the erosion of the Congress vote bank in Calcutta by describing it

By Diptosh Majumdar

and "ultimate destruction", the city was heading for. But that day of reckoning — the Doomsday — never comes. And life continues to pulsate amid piled-up garbage; pot-bellied children prance and caper in squalid slums. Calcuttians never hear the death-knell of a city writhing in pain.

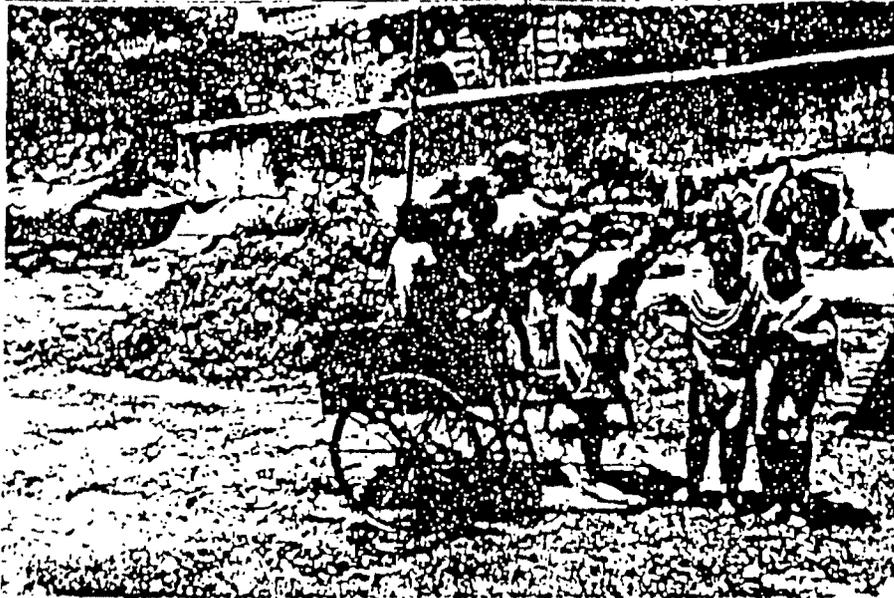
Yet, only a century ago, the city was attributed pleasant epithets like the "city of palaces" and "city of gardens". It was only in 1956 that it earned the dubious distinction of being cited as the "dirtiest" city in the world in a

as "a dying city". Environmentalists have pondered over the issue in vain. The survival of this anarchic city defies logic.

In 1891, when the city's area was about 48 square km, the total population was nearly 650,000. Today, census records indicate that the population in the proper city area has multiplied more than ten times. The density per square kilometre is approximately 32,000 — the highest in the world. The WHO prescribes that ideally the density should be about 2,500 per sq km. The Bengal famine, the partition, turmoil in a neighbouring country and the economic backwardness in adjoining States have contributed to the city's unplanned growth.

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কলকাতার পরিবেশ ক্রমশ বিধিয়ে উঠছে



করে হবে কমিশনার সার্বভৌমিকতার এ কথা বললেন।

কনসারভেটরসি দপ্তরে এখন ২৭৬টি লরি আছে। কিন্তু তার মধ্যে মচল হয়ে ১৯৮টা। তাকাতা পরিবেশে আছে নানা রকম কারখানা। কলকাতা হাট করার জন্য বিদ্যমান ব্যাংকের টাকার হটা পে দোড়ার এবং ১২টা জমার ফেনা হয়েছিল। এখন সেগুলোর মধ্যে হাট একটা করে কাজ করছে আর যাকি সবই আছে। করপোরেশনের সার্বভৌমিক আছে, মেকানিক আছে, কিন্তু লরিগুলোর সার্বভৌমিক কথা যদি সার্বভৌম রাখার আসে না।

জমার সঙ্গে আছে পরিবেশ পূর্ণ। সরকারি হিসেবেই কলকাতার হাট পড়ানো বানানো পরিবেশ পূর্ণ জনিত কারণে শ্বাস-প্রশ্বাসের অনুবিধানিত রেপে কুশলেন। কারখানা ও বাড়ির ধোঁয়া থেকে দিনে প্রায় ১০ হো টন বিষাক্ত গ্যাস কলকাতার আশ্রমের বুক ও মাথার উপরতর পুড়ে, আপনি নিশ্বাসের সঙ্গে তা গ্রহণ করছেন। সেদিক দিবে বলা যায়, কলকাতা এখন একটা গ্যাস চেম্বার। বছর ১৯০০ সাল থেকেই পরিবেশ পূর্ণ নিয়ন্ত্রণ আইন কাপজ কলমে আছে।

এবার আসি করপোরেশনের জল সরবরাহের কথা। গত ২০ মে পুপুরে ঘেঁষি করপোরেশনের সূত্রের যানারজি রেডের বাড়িতে বিভিন্ন জায়গা থেকে প্রচুর মানুষ এসে বিক্ষোভ দেখিয়েছেন। অফিস রেড, হরিন মুখার্জি রেড, বোবোজন রেড, কাশীপুর, সিবি, শোকাবাগার, বাগবাগার, কুমারটুলি, টালিগাড়া থেকে অনেকেই এসেছেন ঐ সব এলাকার জলের সরবরাহ একমু-এ থাকায় বিক্ষোভ দেখাতে। পোরমন্ডী পুশপত পূর্ণ সের্গিন করপোরেশন তাঁর অফিস ঘরে বসে বিক্ষোভকারী জলের পুতির্নির্দিষ্ট বস্ত্রনা দেখেন। সকলেরই অতিযোগ মে প্রাচই কল জল থাকে না। জল এলেও সর্ক সুতোর মত পড়ে। টিউবওয়েল স্থাপনায় কম বসে দেখেনও বিরাট লাইন পড়ে।

বাড়াকলমে এ গ্যাপেরও সৎকার অগ্রগতির কথা বলে। হাট মনকে মাথা পিছু পুতির্গিন ২২ গ্যালন জল সরবরাহ হত, এখন নাকি তা কেউ হলেও ৪০ গ্যালন। গত ২৭ মার্চ ১৯৮৩ বিধানসভার নগর উন্নয়ন খণ্ডের ব্যজেট পেল করতে গিয়ে সৌম্যমন্ডী বলেন, ফেনের আর কোন পহবে কলকাতার হাট জলসরবরাহ এ:

মিছিল নগরী কলকাতা আজ পুশ্বশ্বেনের নগরী। বহুল প্রচারিত খবরের কাগজে ছবি বের হয় যে পলিতায় করপোরেশনের জমার ফিলটার বেড থেকে পল টেনে তোলা হচ্ছে, গ্যান্ড রেডের সামনে ৩০৪রলাল নেমক রেডের অর্ধেক জুড়ে আছে স্টেটো রেডের সোবা-লক্ষক, স্টোন চিপ, খাস চৌরংগীর মোড়ে বড় লার্টের বাড়ির পুবেই আট ফুট গ্যাসপুত্র জোবা - কিন্তু কাকসা পরিবেশনা। খবরের কাগজেও রিপোর্ট আর ছবিকে কতটুকু গুরুত্ব দেয় সরকার।

এ বছরের ৩০ জুলাই লায়ম-বাটার বিধান সরগি এলাকার বাসিন্দারা রাস্তা অবরোধ করলেন। কী ঘাণি, না বিধান সরগির উপর দীর্ঘদিন ধরে জাজাল স্ফাপাকার হয়ে পড়ে থাকে। এর ফলে এলাকার পোষকের অসুখ-বিসুখ বাড়ছে, জনস্বাস্থ্য ক্ষতিগ্রস্ত হচ্ছে। ৩৫পরি রাস্তার অনেকটা জুড়ে ময়লা পড়ে থাকায় পথচারীদের হতাশা করতে অসুবিধে হচ্ছে এবং রাস্তা সর্ক হয়ে পড়ায় দুর্ভিটনাও খটেছে। অথচ কলকাতা করপোরেশনের বার্ষিক ব্যজেটের নাকি ২০ পড়ানোর খরচ হয়ে থাকে বিভিন্ন জায়গায় জাজাল পরিষ্কার খাতে। জাজাল পরিষ্কার করার জন্যে করপোরেশনে একজন ডায়রেক্টর, ১১ জন অতিরিক্ত ডায়রেক্টর, ২৪ জন অফিসার, ১০০ জন ওচারিসমার, ২২ জন সাব ওচারিসমার ৮৮৫ জন প্রক সর্কার, ৩২০ জন লরি ডায়টার ৫৫ / পরিবার্তন ৫ সেপ্টেম্বর ১৯৮৪

এবারের পুশ্বদ কাহিনী কিন্তু পুশ্বদের ছবির সঙ্গে মেলে না। পুশ্বদে যে ছবি প্রকাশিত তা কম্পোজিনী কলকাতার। কিন্তু কলকাতার এই মনোহারিণী মূর্তির অন্তরালে সর্বাংশে ক্ষত নিয়ে দাঁড়িয়ে আছে অচল অনড়ে আবদ্ধ একটি শহর, তার নামই প্রকৃত কলকাতা। কলকাতার পরিবেশ ক্রমশ বিষাক্ত হয়ে উঠেছে। কলকাতার এই সমস্যা সম্পর্কে আলোচনা করেছেন আমাদের প্রতিবেদকরা।

এবং ৮১০২ জন মজদুর আছেন। এরা সব করপোরেশনের কনসারভেটরসি ডিপার্টমেন্টের কর্মচারী।

বেশ কয়েক বছর আগে জমা জাজাল পুড়িয়ে ফেলা হত। বহু দেশের করপোরেশন এই 'ইনসিটি-রেটের' পদ্ধতিতে জমা জাজাল পুড়িয়ে মেলে। পুত্রোক বিন কলকাতায় হত জাজাল জমে তা কোন এক জায়গায় ডামপ করা সম্ভব নয়। এদিকে আনাজের খোসা, ফলের পাতা ইত্যাদি কয়েকদিন পড়ে থাকলে অথবা একটু কুটি পেলেই পচন ধরে। এই হতভাগা নগরীকে সেই কুতলাকল-ঘের বোবা বৃকে দিবে কুশিত আকার ধারণ করতে হয়, বয়ন করতে হয় পুশ্বের অভিলাষ। এর ফলে মাছি মলা পায় বলেবিস্তারের লালনচেত্র তারা আয়তের বাড়িতে বহন করে আসে রেডের গীবাণ। গড়ে পুতির্গিন প্রায় তিন হাজার টন জাজাল একমাত্র কলকাতার রাস্তাতেই জমা হয়। এখন প্রায় সারাদিনই এই জাজাল

পড়ে থাকে। আগে কাড়খারমা দিনে দুবার জাজাল সার্ক করতেন। তারও আগে জল দিয়ে লম্বরের রাস্তা ধোয়া হত পুবেলা। অর্ধশটি সালের পর থেকে রাস্তা ধোয়ার পাট আস্তে আস্তে উঠে গেছে। এখন আর রাস্তার পালের চাপা কলগুলো চেনাই যায় না। অনেকদিন ধরে ব্যবহার না করায় চাপা কলগুলো ঘাড়িতে বৃজে গেছে, জল বেরোয় না। সেই লম্বা পাইপগুলো করপোরেশনের ডিসট্রিক্ট অফিসে পড়ে থেকে নষ্ট হয়ে গেছে।

রাস্তায় জল পড়ে না, একবার মাত্র কাটা পড়লে, ফলে লম্বরের জাজাল ট্রিকমত পরিষ্কার হচ্ছে না, এর ফলে নানা ধরনের ক্রাইবাস রোগও বাড়ছে।

জাজাল ট্রিকমত পরিষ্কার না হবার কারণ কী? কলকাতা করপোরেশনের কমিশনার আর কে প্রশ্বদনের মতে দুটা কারণে ট্রিকমত জাজাল পরিষ্কার করা হচ্ছে না, গাড়ি আর মজদুরের অনুপস্থিতি। গত ১২ জন করপোরেশনে তাঁর