CHAPTER - I

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The urbanisation process in India has lead to metropolitan centred growth. The large cities are experiencing a very high growth rate of population because these are the most powerful centres of economic, political, administrative, cultural and education and therefore attracting a large number of people from rural areas and smaller urban centres. The metropolitan cities in our country are growing at an annual rate of 2.4 per cent (Lucknow) to 7.6 per cent (Bangalore). The details of growth of metropolitan cities, their population and share to total urban population is stated in the following table.

### TABLE 1.1
GROWTH OF METROPOLITAN CITIES, THEIR POPULATION AND PERCENTAGE SHARE TO URBAN POPULATION

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of metropolitan cities</th>
<th>Total population of metropolitan cities (in millions)</th>
<th>Percentage share of metropolitan cities to urban population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>4</td>
<td>10.92</td>
<td>17.49</td>
</tr>
<tr>
<td>1961</td>
<td>7</td>
<td>17.55</td>
<td>22.23</td>
</tr>
<tr>
<td>1971</td>
<td>9</td>
<td>27.41</td>
<td>25.13</td>
</tr>
<tr>
<td>1981</td>
<td>12</td>
<td>42.05</td>
<td>26.92</td>
</tr>
<tr>
<td>2001</td>
<td>24</td>
<td>-</td>
<td>30.00</td>
</tr>
</tbody>
</table>

Source: Urbanisation - Environmental Problem - S.D. Maurya, p. 238.
The data shows that the number of metropolitan cities had increased from four in 1951 to twelve in 1981 and their number is expected to increase to 24 by end of the century.

One of the important aspect that goes hand in hand along with the growth of population in metropolitan cities in mushrooming of slums. The rapid increase in slum population puts strain on the economy of cities and creates innumerable problems such as breakdown of infrastructure, lowering of civic standards, over crowding congestion, air, water, noise pollution etc., had their greatest impact on the deteriorating cities environment, especially in metropolitan cities. The provision of various civic amenities could not keep pace with growth of urban population, as a result the quality of cities environment could not be maintained. In addition, lack of proper development and growth of sub-standard housing and slums have resulted in innumerable environmental problems and the large and metropolitan cities are victims of such elements of environmental degradation.

Slums are a universal phenomenon and are the product of urban explosion which has accompanied industrialisation and has caused physical and social stress
to the urban milieu, particularly in developing countries, which have failed to cope with the ever increasing rural-urban stream and haphazard growth of urban morphology. Slums are spread all over the world. Slums are manifestations of urban malaise resulting from the policy of laissez faire in urban development and faulty planning as well as the failure of the civic authorities and reflect the internal disorders and deficiencies of the urban organism.

There is no general agreement on the definition of a slum. Several attempts have been made by the sociologists, geographers and town planners to define the slums. Some of them regard slum as a special type of "disorganized area", others treat the terms "slum" and "blighted area" are all synonymous. As per Quinn blighted is applicable to both residential and non-residential section while slum is applicable to residential areas.

As per Gist (1957 : 185) points out, the term 'slum' in western countries usually refers to an area in transition near the central business district as a result of the continuous invasion and succession of impoverished migrants, with houses which, once were considered adequate but now are in the process of
physical deterioration due to low rents and poor maintenance. The ecology of Indian slum is, in most cases entirely different from that of the western slum. In India most refer slum are "Squatter Settlement", "hutment colony" or "shanty town".

Gists and Halbert (1956) have defined a slum, "as an area of poor houses and poor people. It is an area of transition and decadence, a disorganised area occupied by human derelicts, a catch all for the criminals for the defective, the town and out".

Slum-applies to all these dwellings that do not even provide the basic minimum facilities for human subsistence. The very lack of basic infrastructure facilities, high infant mortality, utter negligence of personal health and hygiene, all these together characterise, what may be termed as slums. - Baroda Municipal Corporation, 1976, P.1.

According to a report of the United Nations Urban Land Policies a slum is "a building, group of buildings or area characterized by overcrowding, deterioration, insanitary conditions or absence of facilities or amenities which because of these conditions or any of them endanger the health, safety or morals of its inhabitants or the community". (Anderson, 1960 : 44-45)
According to the Slum Areas Improvement and Clearance Act, 1956 enacted by the Central Government, a slum has been defined as "any predominantly residential area where the dwellings which by reason of dilapidation, overcrowding, faulty arrangement of design, lack of ventilation, light or sanitary facilities or any combination of these factors, are detrimental to safety health or morals.

A seminar on slum clearance held in Bombay in May 1957 has defined as follows: "A slum may be described as a chaotically occupied, unsystematically developed and generally neglected area which is overpopulated by persons and overcrowded with ill-repaired and neglected structures. The area has insufficient communications, indifferent sanitary arrangements and inadequate amenities necessary for the maintenance of physical and social health, the minimum needs and comforts of human beings and the community. There is a general absence of social services and welfare agencies to deal with the major social problems of persons and families, in respect of substandard health, inadequate income and low standard of living, who are victims of biological, psychological and social consequences of the physical and social environment".
A slum as defined by the Bombay Municipal Corporation Act (1971) is "An area consisting of building which are by reasons of disrepair or sanitary defects and inadequacy thereof or by reason of bad arrangement or narrowness of the rooms or buildings or bad arrangements of streets, are dangerous or injurious to the inhabitants of the locality".

The above definitions highlight the salient characteristics of the slums which are essentially an urban malaise of shelterlessness. That is why the slum problem is "essentially the problem of shelter for the poor" (Desai, and Pillai, 1972 :2). Slums are those areas which are identified as overcrowding, badly constructed insanitary conditions, dust, squalter, absence of essential amenities, triggers of diseases crime, riots etc. The slum dwellers usually occupy the vacant lands owned by either Government or private organizations. In India an average 65% of total slums are under public ownership. In Bombay, 45% of slums are on the lands owned by the State Government and Municipal Corporations, while 10% are on the lands owned by the central Government and the rest on privately owned lands.
The characteristics of slums are:

**Appearance**: It is the universal mark of the slum its aspect of neglect and disorder with respect to buildings, yards, and streets. The appearance is generally one of the structural overage and decline.

**Economic Status**: Slum is inhabited by people of the lowest income, low income forces people to live in slums.

**Poverty**: The most important and universal characteristics of slums is poverty. People live in slums because they cannot afford the level of rent set up by market conditions. In general however the slum is a poverty area.

**Overcrowding**: In slums we may find that the space is overcrowded with buildings or the buildings may be overcrowded with people or both. If the slum is 'retreating' many buildings may have declined until they are unsafe for habitation, but there may be overcrowding in the buildings still occupied. The uninhabited space may then be occupied by such unwelcome occupants as junkyards.

**Population**: In a slum of heterogeneous occupancy, many of the inhabitants there are persons not welcome in other residential areas, or they cannot afford to
live elsewhere. It may be a refuge area for the aged, the chronically sick, the homeless and the socially maladjusted. If the slum population is racial or cultural, it may have a degree of social organization. It is a poverty area, slum like in appearance.

Health and Sanitation: When compared with other areas of residence, the slum is characterized by low standards of sanitation. The slum is often most neglected by the public services for sanitation. Slum is an area of high sickness and death rates.

Morals: The slum may be an area of delinquency, crime vice, prostitution and gambling, but that is true of the socially disorganised slum. But such slum may not be the habitat of successful criminals, it may be the habitat of marginal types or the hiding place of fugitive criminals. Vice may be found in the slum, but by no means confined to the slums.

Way of life: Slums differ widely with respect to the social organization of their inhabitants. They range from the slum in which the inhabitants are strangers to one another, and wish to be to the family slum in which there is wide acquaintance between the inhabitants. Slums inhabited by immigrant groups may have a firm social organization.
Social Isolation: Every residential area within the modern city tends to be socially isolated from others, partly by choice and partly by location, the slum is especially so. It is the lowest status and this is known to slum dwellers. Their chief link with the rest of the community is their identification with the labour market, but there may be an additional link through politics.

Mobility: The slum is usually an area of high residential mobility, but a family occupied slum may have a low rate of residential mobility. Perhaps the most mobile is the slum occupied mainly by homeless males, especially inherent workers.

Slum Permanency: Though some areas once occupied by slums are later occupied for other purposes. The 'removal' slum emerges elsewhere, perhaps to be replaced still later by another occupancy. These shifts may be in response to related changes due to urban growth.

Growth of Slum: The slums and squatter settlements have become permanent features of landscape in cities all over the world, especially in developing countries. It is estimated that a third of urban population in all developing countries are presently living in squatter settlements, which are growing at the rate of 15% per
annum. In India it is reported that the slums were growing at double the rate of cities growth rate and four times the growth rate of country's population.

In metropolitan cities, the growth rates among slum dwellers are more dynamic. For example, the slum population in Bangalore is growing at an annual rate of 27.4% followed by Delhi 8.7%, Madras 6.1%, Bombay 5.1%. The growing slum population in large cities is an outcome of rapid industrialisation, convergence of surplus labour force from rural areas and smaller urban centres, low wages, high rents increased cost of land and building materials, failure of government to provide cheaper houses etc. The percentage of slum dwellers to total population in 12 metropolitan cities during 1981 is presented in Table 1.2.

The data shows that in cities like Calcutta, Bombay, Kanpur, Nagapur and Lucknow, more than a third of total population had lived in slums during 1981. While other cities the percentage share varied between 10% (Bangalore) and 31.8% (Madras).

The Dharavi slum in Bombay is regarded as Asia's biggest slum with about 55,000 families comprising of 3 lakhs population living in an area of barely 2 sq.miles.
TABLE 1.2

ESTIMATED SLUM POPULATION IN METROPOLITAN CITIES IN INDIA - 1981

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of the City</th>
<th>Urban population</th>
<th>Slum population</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Calcutta</td>
<td>9,194</td>
<td>3,250</td>
<td>35.35</td>
</tr>
<tr>
<td>2</td>
<td>Greater Bombay</td>
<td>8,244</td>
<td>3,157</td>
<td>38.30</td>
</tr>
<tr>
<td>3</td>
<td>Delhi</td>
<td>5,729</td>
<td>1,730</td>
<td>30.19</td>
</tr>
<tr>
<td>4</td>
<td>Madras</td>
<td>4,289</td>
<td>1,367</td>
<td>31.87</td>
</tr>
<tr>
<td>5</td>
<td>Bangalore</td>
<td>2,922</td>
<td>293</td>
<td>10.02</td>
</tr>
<tr>
<td>6</td>
<td>Hyderabad</td>
<td>2,546</td>
<td>542</td>
<td>21.28</td>
</tr>
<tr>
<td>7</td>
<td>Ahmedabad</td>
<td>2,548</td>
<td>666</td>
<td>26.16</td>
</tr>
<tr>
<td>8</td>
<td>Kanpur</td>
<td>1,639</td>
<td>561</td>
<td>40.34</td>
</tr>
<tr>
<td>9</td>
<td>Pune</td>
<td>1,686</td>
<td>298</td>
<td>17.69</td>
</tr>
<tr>
<td>10</td>
<td>Nagpur</td>
<td>1,302</td>
<td>441</td>
<td>33.90</td>
</tr>
<tr>
<td>11</td>
<td>Lucknow</td>
<td>1,008</td>
<td>391</td>
<td>38.83</td>
</tr>
<tr>
<td>12</td>
<td>Jaipur</td>
<td>1,015</td>
<td>158</td>
<td>15.62</td>
</tr>
<tr>
<td>All cities</td>
<td>42,122</td>
<td>12,954</td>
<td>30.78</td>
<td></td>
</tr>
</tbody>
</table>

The density is as high as 800 to 1000 families per acre and most of them live in unhygienic and extremely hazardous conditions.
Typology of Slums:

Ribeiro (1981) has attempted a classification of slums and squatter settlements on the basis of ownership; 1. Squatter settlements which include Jhuggi Jhonpris in Delhi, Cheris in Madras and Jhopada pattis in Bombay are colonies of individual hutments, raised often on the nazul land or the land belonging to the local authority by the residents themselves.

2. Squatter settlements with a little variation where the hutment is owned by someone else and has been sub-letted to the resident.

3. Squatter settlements which grow suddenly and forcibly on the nazul land or municipal land at the instigation of local leadership.

4. Settlements where the title to the land and structure is valid but it has been sub-divided into several units and subletted to a large number of families which cause overcrowding, congestion and insanitation. The chawls in Bombay, Ahmedabad and other industrial towns may be included in this category.

5. Tenancy settlements which include bustees in Calcutta and ahatas in Kanpur, where the title to the land is held by one person, the structure, belongs to the second person and the third person is dweller who is a tenant.
of the hut owner. Sivaramakrishnan (1983:133) has observed, "the bustees of Calcutta, unlike the Jhuggi-John Paris of Delhi or the Jhopada pattis of Bombay, are not squatter settlements but tenancy arrangements wherein the land belongs to one person, the huts to another and the slum dweller is only a tenant paying a monthly rent without any claim either to the land or to the hut".

Problems of Slum Areas:

Slums have created many social problems which have posed serious challenges for urban development and planning. They shelter large chunk of urban poor section of deprived people of urban amenities and facilities who act certainly as a dead weight for social development. They also include many anti-social elements who indulge in all sorts of anti-social activities like gambling, alcoholism, prostitution, delinquency, organised crime and boot-legging. Rumney and Schuman (1946) have rightly observed "the vicious and the criminals drift into the slums where they are able to carry on their nefarious activities with impunity because they are lost from view in the strangeness and social confusion of the area. It is an ideal place to hide". The slum society is essentially in transition from the rural way
of life to the urban way of life and is trying to seek its identity. The rural poor who have been pushed out of their ecological milieu, have carried with them not only poverty and squatter but also their drab social ethos which creates conflicts and tensions. The rural migrants have been really thrown into the urban milieu as the "scrap heap of humanity".

Slum society is marked for sex imbalance because of the selective male migration, the crimes of adultery even leading to 'prostitution' are rife there. Poverty and overcrowding lend helping hand in such crimes which often lead to quarrels and violence. Slums are some spots of the city where crimes, tensions, terrorism, violence, quarrels and disturbances between different castes and ethnic groups are rampant. Prasad (1981, 86-87) has aptly remarked: "the dangers of unemployment and low end poverty look most inflammable and explosive in the large towns and cities. Being very active politically and belonging to the fire brand and militant type, the urban unemployed, particularly the educated ones lie at the root of unrest, terrorist violence, student revolts, instability and insecurity of life and property".
The slum society is disorganized and deviant. The migrants reach the city not on their own but on the information received from their kin and friends who have already settled in these slums, ethnic community relationship is held by economic and social interests. "The importance of such associations in providing social security for the shanty town dweller has been widely stressed, so too has their role in helping him to adopt to urban life while at the same time fostering the retention of many village modes of behaviour a "residual ruralism" (Peter, 1979, 134).

The slum of Allahabad like these large cities, present chaotic conditions accentuated by overcrowding and insanitation. Several of them have suddenly sprung upon vacant land, private or nazual, in an unauthorised manner and have sprawled into big bustees like the Harijan Bustee in Naini or other places. The misplaced political sympathies have really played havoc and have ill-promoted the rampant diffusion of slum culture in all parts of the city, including the planned civil lines.

They largely carry thatched and tiled roofs or dilapidated old structures which lack basic amenities and facilities like water taps, electricity bath rooms and kitchens. A typical slum of Allahabad is characterised
by a combination of physical attributes like bad housing, overcrowding, poor sanitary conditions due to lack or bad amenities drinking water, electricity, sewage creates unhealthy and insanitary conditions which cause serious dangers to healthy by contaminating water supply and spreading germs and diseases like hook worm, jaundice and a host of water-borne diseases (Singh, 1984).

A marked feature of the urban slum is paucity of roads, there are at best narrow winding and unpaved lanes, often obstructed by frontage encroachment connecting the slum dwellings with roads. As there are no proper facilities for water disposal, their utility is further reduced and in rainy season, they become muddy and during summer dusty. As in slums there is no provision for street lighting, it is hazardous to cross them during dark night hours.

Review of Literature:

Oscar Lewis's "slum life in Mexico City", (1956) has studied about the slum housing conditions, occupation, income, poverty, health, food, rent, marriage, education, religious celebrations etc.

S.N.Sen, survey on "slums and Bustees in Calcutta" (1957-58) has studied about housing conditions.
In addition to he has studied basic amenities, sanitary conditions, education etc.

Bharat Sevak Samaj Survey on "slums of old Delhi" has studied about housing conditions, drainage system, slum family, migration, religion, language, slum population, age and sex distribution dependent ratio, health, literacy, employment occupation, income accommodation and rent etc.

D.R. Gadgil study on "Housing and slums in Poona" (1959) has studied the type of housing, number of rooms, number of families, population of slum, rent paid by the slum dwellers, income, basic amenities and sanitary conditions.

P.K. Nambiar's study on "Slums of Madras City" has studied about the housing conditions, tenure status of houses, population, migration, language, religion and caste, occupational pattern, occupational changes, employment, income, education, residence and workspot, reasons for settling in slums etc.

R.K. Trivedi's analysis on "Slum areas of Ahmedabad" has studied about (written to 1961 census) physical, demographic, health, distribution of resident people according to place of origin, length of residence and religious preferences etc.
Victor S.D. Souza's study on "Slums in planned city - Chandigarh" have studied (1968) the housing conditions, basic amenities, drainage system, hygienic and sanitary conditions, migration, occupation before migration and after migration, income, family pattern, religion, caste, language, property, male and female income, caste and occupation etc.

Andrea Manefee Singh and Alfred Desouza in their book "The Urban Poor" slum and pavement dwellers in major cities of India have studied about demographic perspectives, migration, housing environment, social organization, education, employment, income and expenditure of the slum dwellers (1961-71).


A.R. Desai and S. Devadas Pillai in their book on slums "A Profile of an Indian Slum" (1972) have studied about slum housing conditions, health, occupation, income and expenditure, debts, children's details, political organization of slums.
Dr. K.N. Venkatarayappa in his book, "A Study in Urban Problems" (1972) on slums has studied about socio-economic conditions, marriage, family, religion, housing and health, illiteracy, income and expenditure of slum dwellers in Bangalore city.

Prof. K. Ranga Rao and M.S.A. Rao in their book, "Cities and Slums" - A Study of Squatter settlement in the city of Vijayawada (Andhra Pradesh) (1971) have studied in terms of social composition, demographic features of the slum dwellers, pattern and causes of rural, urban migration, occupational structure and mobility, work organization of occupational groups, and the community life. They also studied the how, slum dwellers form the part of the economic political and social organization.

The Department of Economics, University of Bombay's study on "Housing Conditions in Slums in Greater Bombay" has studied about types of housing, sanitary conditions, employment, income, health and nutrition, infant mortality, children education, recreation and social life of slum dwellers.

Bombay Municipal Corporation Survey on (1971) "Slums in Bombay" studied about the population, housing conditions, extent of slums, employment details, family of slum dwellers.
P. Ramachandran's study (Census of India, 1961) on "The Slum - A Note on Facts and Solutions with special reference to Greater Bombay" has studied about poverty, employment, occupation, housing problems and solutions to those problems.

Pushpa Agnihotri and D.S. Shrivastava's "Slums Crimes: A Case Study in incidence and spatial patterns in Jabalpur City" has studied mainly on slum crimes and causes. In addition they studied migration and employment and population particulars of slums.

N.K. De and A.K. Bose's study on "Environmental Degradation and Pollution - A case study of Calcutta with special reference to slums and Drainage". In this they studied about the environmental problems, housing conditions, slum population, growth of slums, basic amenities, sanitary conditions, migration particulars, drainage and sewerage conditions of slum dwellers.

In the encyclopaedia of social work in India, P.R. Nayak claims the depressed areas of a city suffers from a low level of community feeling and the ordinary men living in slum areas.