CHAPTER - I
CONCEPTUAL AND THEORETICAL FRAMEWORK

Chapter one deals with introduction, Concept and theory of Slums and urbanization, an over view of slums in the world including India and North-East India. This chapter also presents the framework of the study which includes rationale of the study, objectives of the study, research questions and significance of the study.

INTRODUCTION

Over the past two decades, many governments, development agencies and non-governmental organizations have recognized that the "top-down" approach has largely failed to reach the desired target. As a result many governments are looking forward alternative approaches for development. In this search, people's participation as a mechanism for promoting development is of paramount importance. Participation is a contemporary catchword in development studies, particularly in the field of sociology of development. It is a process by which people, especially the marginalized sections of the population, influence policy formulation and control design alternatives, investment choices management and monitoring of development interventions

in their communities. As people participate in socio-economic and political activities, they enhance their capability to do more effectively, individually and more particularly, collectively. It is thus assumed that citizen participation is a desired and necessary part of community development activities In India. The Eighth Five Year Plan recognized the importance of people's initiative and participation. The Ninth Plan has gone further in unambiguously putting people's participation at the forefront of the development process. Participation in the process of development implies participation in the enjoyment of the benefits of development as well as in the production of those benefits. People's participation in development implies, people's contribution to development efforts, collective decision making and sharing of the fruits of development. Thus, People's participation has been repeatedly recognized as an important factor in the development process without which the entire developmental efforts will be meaningless.

It is also increasingly recognized that nothing is more central to development than the economic, political, social participation and leadership of women. High level of women's participation in development programmes, especially in decision making, will lead to high motivation and commitment to programme implementation.

Women's participation in development implies women's contribution in development efforts, collective decision making and sharing the fruits of

development. Thus participation of both men and women in development programmes is essential to make the programmes successful.

CONCEPTUAL FRAMEWORK

Urbanisation is one of the major processes of social change sweeping all over the world, especially in developing countries, where urban growth rate is rapidly increasing. Urbanisation brings fundamental changes in people's life. Changes takes place in numerous aspects of life such as, the number of people they see, in the places they work, and often in the quality of water they drink, the air they breathe, and the housing in which they live. Such changes have profound implications of both positive and negative effects for the urban residents[1].

The formation of slums is closely linked to urbanization. The phenomenon of slum is regarded as a major problem of Urbanization[2]. There is hardly any city in the world without any slums[3]. Renowned cities of the world like Mexico city, Buenos Aires, Medellin, Calli etc have slums and shanty towns. The problems of slums in India are immense[4]. The problem of slums has attracted the attention of social scientists all over the world[5].

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[1] Thaneswar Bir, (2001). *Dynamics of health culture: Urban slum community and behavior*. New Delhi: Rajat Publications. Pp. 1.

[2] K.Ranga Rao and M.S.A. Rao, (1984). *Cities and slums: a study of a Squatters settlement in the city of Vijayawada*. New Delhi: Concept Publishing Company.Pp. 1.

[3] Kamini Jain, (1993). *Family planning in slum areas*. New Delhi: Gyan Publishing House. Pp. 16.

[4] Paul D Wiebe, (1975). *Social life in an Indian slum*. Delhi: Vikas PublishingHouse . Pp 1.

[5] Rao, K.Ranga and , M.S.A Rao, (1984). *Cities and slums: a study of a Squatters settlement in the city of Vijayawada*. New Delhi: Concept Publishing Company. Pp 2.

Slum is a heavily populated urban informal settlement characterized by substandard housing and squalor. While slums differ from country to country either in size or in characteristics, most of them lack reliable sanitation services, supply of clean water, electricity, timely law enforcement and other basic services. Slum residences vary from shanty houses to professionally-built dwellings that because of poor-quality design or construction have deteriorated into slums[6].

Slums are the enforced habitat of families which are economically, socially and educationally weak. The worst slums comprise of shanties, or make-shift structures of tin sheets, plastic sheets, even old gunny bags, mud or brick walls, without any plan or pattern and are unauthorised structures on encroaches Government land. A small-size *jhuggi* serves as Kitchen, as bedroom, as store room and sometimes the small space facing the road as a petty shop. When it is used as a kitchen, it is filled with smoke, excess of which is harmful not only for the eyes but also for the lungs of the dwellers. Festivals are celebrated there, marriages are held, babies are born and the infirm and the old die. There is no privacy, no separate toilet, and no separate bathroom. Many slums have neither water taps nor electricity. Where there are no drains, water stagnates in the nearest depressions, resulting in filth and stench, which serves as a breeding place for flies and mosquitoes[7].

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[6] http://en.wikipedia.org/wiki/Slum accessed on: 1/8/2015
[7] Kamini Jain, (1993). *Family Planning in Slum Areas*. New Delhi: Gyan Publishing House. Pp. 16-17.

A slum is also identified as 'blighted area', 'renewal area', 'grey area', 'lower class neighbourhood', 'deteriorated area', kachi basti', 'jhuggi-jhonpri and the like, the slum 'is an ugly name for a place in which to live. It is the final phase of a neighbourhood sickness that attacks our town and cities'. Wherever housing gets neglected and deteriorated, compounded by insanitary conditions threatening the health and safety of occupants, it leads to slums[8].

Slum is known by different names in different countries. Slums are known as "jacales" or "colonies proletarios" in Mexico; "favelas", "mocambos", "algados", in Brazil; "callampas" in Chile; "villas", "miserias" in Buenos Aires; "barrios clandestinos" in Colombia and Peru; and "ranchos" in Venezuela.[9]

The characteristics associated with slums vary from place to place. Slums are usually characterized by urban decay, high rates of poverty, and unemployment. They are commonly seen as "breeding grounds" for social problems such as crime, drug addiction, alcoholism, high incidence of mental illness, and suicide. In many poor countries they exhibit high incidence of disease due to unsanitary conditions, malnutrition and lack of basic health care. A UN (United Nation) Expert Group has created an operational definition of a slum as an area that combines to various extents the following characteristics like inadequate access to safe water, sanitation and other infrastructure, poor

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[8] Shiv Bihari Mathur, (1996). *Political attitudes of slum dwellers*. Jaipur: Aalekh Publishers. Pp. 10.
[9] Thaneswar Bir, (2001). *Dynamics of health culture: Urban slum community and behaviour*. New Delhi: Rajat Publications. Pp. 10.

structural quality of housing, overcrowding and insecure residential status. To these one might add the low socioeconomic status of its residents[10].

D.R. Hunter's analysis identifies the ecology of Slums. According to him, slums are pockets of poverty, absolute or relative, in the midst of affluences; the degree of dilapidation of dwellings, though not uniform, is pronounced. For him, slum pocket is unhealthy density of dwellers, by all measures of social class- occupation, level of education, location of residence, reputation, style of life, standard of living, membership of organisations, use of leisure-sum dwellers comprise the lowest class. He is also of the view that slum pocket is some sort of homogeneous concentration, racially speaking concentration of people with low educational achievement, low skill and cultural limitations; convergence of people most of whom are unemployed or problem of families who are victims of biological, psychological and social consequences of the physical and social environment. Shortage of water, electricity and sanitary facilities are common in these slums. In slum locality for seeking employment; mobility is largely from outside the urban area and from one slum to another; incidence of crime is high; physical and psychological health is at the lowest level; social morality and family integration are, at best, in a flux; In slum areas welfare services are either absent or lacking; slum dwellers are isolated from several things that make for integration, socio-economic, politico-administrative and cultural; there is filth all over; fire

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[10] http://thaso2.wordpress.com/2009/04/08/characteristics-of-slums/ accessed on 10/06/2014

hazards abound; slum dwellers may also be linguistically isolated, coming from non-urban areas; and, finally, slum atmosphere is qualitatively disturbing[11].

According to Venkatarayappa (1978)[12] the slums in India have been described as chaotically occupied, unsystematically developed and generally neglected. They are over populated and overcrowded with ill-repaired and neglected structures, insufficiently equipped with proper communication and physical comforts. Indian slums are inadequately supplied with social services and welfare agencies to deal with needs and social problems of families who are victims of biological, psychological and social consequences of the physical and social environment. Shortage of water, electricity and sanitary facilities are common in these slums.

CONCEPT OF SLUM

The Indian conference of Social Work in its Report on slum clearance stated: '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 sub-standard health,

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[11] Shiv Bihari Mathur, (1996). *Political attitudes of slum dwellers.* Jaipur:Aalekh Publishers. Pp11.

[12] K.N. Venkatarayappa, (1978) *Slums: A study in urban problem.* New Delhi, Sterlings publishers.

inadequate income and low standard of living, who are victims of biological, psychological and social consequences of the physical and social environments.[13]

The Encyclopaedia of Social Work defines a slum as a 'squalid, festering morass of lost hope, debased standard and despair', which 'generates a morbid mentality and blunts community consciousness and aesthetic values'.

According to R.D. McKenzie, "Slums have been characterised as areas of lost souls and mission, areas where individuals and family groups are living in enforced intimacy with people whom they naturally shun and avoid; areas where there are no standards of decency or social conduct except those imposed by outside authority. In such an environment the individuals has no status, there is no representative citizen, and the human desires for recognition and security remain unsatisfied[14].

A definition of slum is offered in the report on Urban Land Policies of the United Nations as "a building, group of buildings or area characterised by overcrowding, deterioration, un-sanitary 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"[15].

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[13] V. Mallika Pothana, (1991). *The slums of Visakhapatnam: An inter –disciplinary study*, Bangalore, Institute of Psychological Research. p. 19.

[14] Shiv Bihari Mathur, (1996). Political attitudes of slum dwellers. Jaipur:Aalekh Publishers. p. 10.

[15]V. Mallika Pothana, (1991). *The slums of Visakhapatnam: An inter –disciplinary study*. Bangalore: Institute of Psychological Research. p. 17.

In Delhi, the term "slum" is applied to those parts of the city which may be considered unfit for human habitation either because the structures therein are old, dilapidated, grossly congested and out of repairs; or because it is impossible to preserve sanitation including ventilation, drainage, water supply or because the cities, by themselves, are unhealthy[16].

Under Section-3 of the Slum Area Improvement and Clearance Act, 1956, slums have been defined as mainly those residential areas where dwellings are in any respect unfit for human habitation by reasons of dilapidation, overcrowding, faulty arrangements and designs of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light, sanitation facilities or any combination of these factors which are detrimental to safety, health and morals[17].

SLUMS: INTERNATIONAL SCENARIO

Desai and Pillai (1972)[18] in their attempt to draw a picture on slums situation all over the world, has stated that the slum has come to be accepted as a living reality, an inevitable phenomenon accompanying urban growth in all

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[16] Bharat Sevak Samaj, (1958) *Slums of Old Delhi: Report of Socio-Economic Survey of Slums*. New Delhi: Atma Ram & Sons. Pp 9.
[17] Primary Census Abstract for Slum, Office of the Registrar General & Census Commissioner, India, New Delhi, 30/09/2013   http://www.censusindia.gov.in/2011-Documents/Slum-26-09-13.pdf accessed on9/5/2013
[18] A.R. Desai and S.D.Pillai, (1972). *A Profile of the Indian Slum.* Bombay: University of Bombay.

countries. Even the United States, the richest and technologically the most advanced country in the world has slums[19].

Rapid urbanization, one of the greatest socio-economic changes during the last five decades or so, has caused the burgeoning of new kinds of slums, the growth of squatter and informal housing all around the rapidly expanding cities of the developing world. Urban populations have increased explosively in the past 50 years, and will continue to do so for at least the next 30 years as the number of people born in cities increase and as people continue to be displaced from rural areas that are almost at capacity. The rate of creation of formal sector urban jobs is well below the expected growth rate of the urban labour force, so in all probability the majority of these new residents will eke out an informal living and will live in slums[20].

According to UN-HABITAT, around 33% of the urban population in the developing world in 2012, or about 863 million people, lived in slums. The proportion of urban population living in slums was highest in Sub-Saharan Africa (61.7%), followed by South Asia (35%), Southeast Asia (31%), East Asia (28.2%), West Asia (24.6%), Oceania (24.1%), Latin America and the Caribbean (23.5%), and North Africa (13.3%). Among individual countries, the proportion of urban residents living in slum areas in 2009 was highest in the Central African Republic (95.9%). Between 1990 and 2010 the percentage

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[19] Thaneswar Bir, (2001). *Dynamics of health culture: Urban slum community and behavior*. New Delhi: Rajat Publications. Pp 10.

[20] Kumar, Jitendra. (2014). Slums in India: A focus on metropolitan cities. *International Journal of Development Research*, *4* (1)*,* 389.

of people living in slums dropped, even as the total urban population increased. The world's largest slum city is in Mexico City[21].

In the case of a slum called "Chambacu", near Carlagena in Colombia, majority are unskilled workers and those with irregular or unavoidable occupations. Their wages is less that they spent 80% on their food alone and 70% of the children are undernourished. The Chambacu slum dwells on an island which sprung up due to garbage-dumping in a lagoon[22].

FIVE BIGGEST SLUMS IN THE WORLD

Neza-Chalco-Itza, Mexico City, Mexico:

With around four million residents, Neza-Chalco-Itza barrio has been considered the largest slum area in the world. Unique to this area is its diversity in housing arrangements. While most residents live illegally on authorized land, some live in former mansions-turned low-income apartments that were abandoned by wealthy families.

Orangi Town, Karachi, Pakistan

In recent years, Orangi has crept up in notoriety as the largest slum in Asia, compared to its long-time predecessor, Dharavi. With a population of over one million, Orangi was once the center of ethnic conflict between the Pathan

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[21] http://en.wikipedia.org/wiki/Slum accessed on: 1/8/2015

[22] Thaneswar Bir, (2001). *Dynamics of health culture: Urban slum community and behavior.* New Delhi: Rajat Publications. Pp 11.

and Bihari gangs. Since then, the area has become known for its self-financed sewage system and its booming cottage industry[23].

Dharavi, Mumbai, India

Dharavi Slum in Mumbai India, spreads out over parts of the Sion, Bandra, Kurla, and Kalina suburbs of Mumbai. It occupies an area of 500 acres and has a population of between 600,000 and 1 million people. It continues to grow each day. Dharavi exports goods around the world, and the total turnover of these exported goods is estimated to be more than $650 million US dollars each year[24].

Kibera, Nairobi, Kenya

A neighborhood in Nairobi, Kenya, the Kibera slum is the second largest in Africa, with anywhere from 200,000 to one million residents. Kibera is often used as the model for the environmental impact of informal settlement. Without state sponsored infrastructure like plumbing, residents resort to using flying toilets, which are just plastic bags that can be tossed onto the street. However, Kibera is also one prototype for urban renewal and slum upgrading projects. For about $300,000, U.N. HABITAT is trying to transform all of Kenya's slums, staring with the construction of roads and other services and an actual mapping of the area.

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[23]The Borgen project. 5 Largest slums in the world. http://borgenproject.org/5-largest-slums-world/ 3/3/2015

[24] http://www.myseveralworlds.com/2009/04/05/slums-around-the-world/ 6/3/2015

Khayeltisha, Cape Town, South Africa

Cape Town, South Africa is a huge, sprawling city that has given rise to a number of new neighbourhoods and townships over the past decade. Khayelitsha is now the biggest of these and the community had a population explosion after apartheid ended and blacks rushed into Cape Town for jobs.

As of the last census in 2005, there were a recorded 400,000 people in Khayelitsha, but that figure is likely much higher. The township's population is incredibly young, with 40 percent of its residents under 19 years old and only about seven percent over the age of 50[25].

SLUMS IN INDIA

Slums have come to form an integral part of the phenomena of urbanization in India[26].

The financial capital of India known as Mumbai is home to estimated 6.5 million slum people. Nearly half of Mumbai's Population lives in small shacks surrounded by open sewers. These people are mostly unemployed or daily wage workers who cannot even afford basic necessities of life[27]. The slum dwellers eventually spread into the areas neighbouring Byculla, such as: Mahim Creek, Parel, Dadar and Matunga and where ever else they can find space, even in

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[25]International Business Times. 5 biggest slums in the world. December 9,2011 http://www.ibtimes.com/5-biggest-slums-world-381338 accessed on 4/5/2015
[26]http://censusindia.gov.in/Data_Products/Data_Highlights/Data_Highlights_link/metadata_highlights.pdf 2/5/2015
[27]http://www.indiaonlinepages.com/population/slum-population-in-india.html accessed on 21/6/2015

roads. The conditions in the slums are terrible. Slum inhabitants constantly have to deal with issues such as, constant migration, lack of water, no sewage or solid waste facilities, lack of public transit, pollution and housing shortages. Infant mortality is as high as it is in rural India where there are no amenities. General Hospitals in the Greater Mumbai region are overcrowded and under resourced. In fact, most people rely on private doctors, many of which do not have any qualifications or official training. The World Bank has funded development of 176 Primary Care Dispensaries, but they are finding that those efforts are underused and the water supplies to the area are problematic. It seems that the water supply is always too much or too little, for when monsoon season hits some slums are submerged knee deep in water. The government has also tried to rectify the problem by introducing several improvement initiative from time to time, but despite all the attempts to remedy the slum problem of Mumbai, slums are still growing. The slum growth rate is actually greater than the general urban growth rate. In fact, the city is gaining the name "Slumbay".[28]

Slums in Delhi were the result of migrant populations who could not meet the expenses of land in the city and encroached upon the riverbed. The Master Plan of the city described the area as "floodable" and thus the government never built any permanent structures. Early settlers bought land from local farmers, some reclaimed land which others encroached. Thus several *jhuggi* clusters grew on both side of the Yamuna River. With the Yamuna flooding each monsoon, the resident of many of lower lying slums were

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[28] http://www.macalester.edu/courses/geog61/espencer/slums.html accessed on 17/8/2015

uprooted, took refuge within the city. Yet year after year, these slums grew despite remaining outside the purview of urban development within city, and basic facilities remain minimal, and many stayed on because they developed into valuable vote banks.[29]

Slums were a fixture of colonial Kolkata prior to industrialization, but their sustaining pattern of permanent existence and growth took shape as industries of Kolkata demanded for labour. At the later part of 19th century, the slum population rapidly accelerated as rural migrants flocked to Kolkata to work with new industries. The Factories did not provide housing which inevitably led to the establishment of slums as near as possible to the factories. One third of the population of Kolkata lives in registered slums and rest dwells in unregistered slum. These people live in inadequate amenities, overpopulated and unhygienic conditions. Slums generally refer to *bustees* and squatter settlements. *Bustees* are legally recognized settlements that the Kolkata municipal corporation supplies with services such as water, latrines, trash removal and electricity (occasional). They are basically permanent in structures which are not under any demolition allowing *bustee c*ommunities to develop a sense of permanency and focus on issues of poverty beyond shelter availability. Squatters on the other hand are illegal clusters of impermanent residency

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[29] Gita Dewan Verma, (2002). *Slumming India: A Chronicle of Slums and their Saviours*. New Delhi: Penguin. Pp 89

located along canal and railways and are not provided with any vital living amenities like water, latrines toilets and have to depend on other source on this issues.[30]

Chennai is the capital city of the South Indian state of Tamil Nadu and is the fourth largest metropolitan city in the country. According to 2011 slum population Survey of India, 29% of Chennaities are living in slums. It is third in the list after Mumbai (40%) and Kolkata (30%). The other big cities New Delhi and Bangalore have 15% and 9% people respectively residing in slum area. The major factor contributing the development of slums is lack of employment in rural areas and rapid urbanization in Chennai. People migrate from their hometowns to Chennai and get employed in different unorganized sectors. Most of the slums are living in single room houses and have poor living conditions. The room is to be used for all domestic purposes like cooking, sleeping and cleaning vessels. Most of the slums do not have drainage facility and open toilets are widely used, resulting in spread of diseases. The state government of Tamil Nadu has established a Slum clearance Board. The Tamil Nadu government had no policy until 1971 for slum development, though it had notified slums from the pre-independence period. The Tamil Nadu Slum Areas Improvement & Clearance Act of 1971 empowered the government to protect the rights of slum dwellers from eviction or relocation. The policy helped the government to create Tamil Nadu Slum Clearance Board (TNSCB), which

[30] Sanjukta Ghosh, (2013). Regional Disparities of Slums, 2013 –An Overview with special emphasis to Kolkata. *International Journal of Humanities and Social Science Invention,2* (3), 48

comes under the Department of Housing of Tamil Nadu state government. The government also had power to demolish objectionable slums. Some of the slum development works of the government are externally funded by agencies like World Bank. [31]

SLUMS IN NORTH-EAST INDIA

Almost all the north-eastern states have slums, and there characteristics are similar to the characteristics of the slums that exist in India and the rest of the world

In Assam nearly two lakhs people reside in slums across 31 towns in the State. As per the latest data from the Office of Registrar General & Census Commissioner, India, the total slum population in Assam stood at 1, 97,266. The number of slum dwellers in Assam is the highest among the North-eastern States, even though they constituted less than one per cent of the State's overall population of around 3.12 crore, according to the recently released 'Primary Census Abstract for Slum, 2011.'The report stated that 31 out of 88 towns in Assam have slums. Of the total number of slum dwellers in the State, 1, 17,124 reside in identified slums, 70,979 in recognized slums and 9,163 in notified slums.

Among other North-eastern States, Tripura has the second highest number of people in slums with 15 out of 16 towns having slums. There are

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[31] https://en.wikipedia.org/wiki/Slums_in_Chennai accessed on 2/8/2015

1,39,780 people in slums of Tripura. In Nagaland, 11 out of the 19 towns have slums, with 82,324 people residing in such places. In Mizoram, there are 78,561 people in slums, all concentrated in one town. Six out of ten towns in Meghalaya have slums. The total slum population in the state stood at 57,418. Arunachal Pradesh has 15,562 slum dwellers, with their presence spread across five of the 26 towns in that State. Overall, across India, the total slum population as per the Census report stood at 6,54,94,604 in 2011. Out of 4,041 towns pan-India, as many as 2,613 have slum dwellers[32]. Manipur, along with Daman & Diu, Dadra and Nagar Haveli and Lakshadweep have not reported any slums in 2011 Census, in which the national slum population is 6, 54, and 94,604[33].

HISTORY OF SLUMS

The earliest use of the term 'slum' is reported to have become prominent in 1812, and by 1884, it had become an accepted expression.

Slums were common in the United States and Europe before the early 20th century. New York City is believed to have created the world's first slum, named the Five Points in 1825, as it evolved into a large urban settlement.

Five Points slum used to be a lake named Collect. By the late 1700s, the lake was surrounded by slaughterhouses and tanneries, which emptied their waste directly into this lake. The lake was a reeking cesspool. By the early

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[32] http://www.assamtribune.com/scripts/detailsnew.asp?id=oct2213/city06 accessed on 1/1 2015
[33] http://timesofindia.indiatimes.com/city/guwahati/Manipur-is-slum-free-state-reveals-census/articleshow/ 23928541.cms 22/2/2015

1800s Lake Collect of New York City was filled up and dried, and on it was Five Points - United States' first slum. Five Points was occupied by successive waves of freed slaves, Irish then Italian then Chinese immigrants. It sheltered the poor, rural people leaving farms for opportunity, and the persecuted people from Europe pouring into New York City. Bars, bordellos, squalid and lightless tenements lined its streets. Violence and crime were commonplace. Politicians and social elite discussed it with derision. Slums like Five Points triggered discussions of affordable housing and slum removal. Today, Five Points slum has transformed into the Little Italy and Chinatown neighborhood of New York City. Five Points was not the only slum in America. Slums were found in every major urban region of the United States in early 20th century, before and through the Great Depression. Slums, sometimes called poorhouses, crowded the Boston Commons, later at the fringes of the city.

In Europe, slums were common. By the 1920s it had become a common slang expression in England, meaning either various taverns and eating houses, "loose talk" or gypsy language, or a room with "low going-ons".

Slums are often associated with Victorian Britain, particularly in industrial, northern English towns, lowland Scottish towns and Dublin City in Ireland. Engels described these British neighborhoods as "cattle-sheds for human beings".

In France, slums were widespread in Paris and all urban areas in 19th century, many of which continued through first half of 20th century. The first

cholera epidemic of 1832 triggered a political debate, and Louis René Villermé study of various arrondissements of Paris demonstrated the differences and connection between slums, poverty and poor health. After World War II, French people started mass migration from rural to urban areas of France. This demographic and economic trend rapidly raised rents of existing housing as well as expanded slums. French government passed laws to block increase in the rent of housing, which inadvertently made many housing projects unprofitable and increased slums. In 1950, France launched its Habitation à Loyer Modéré initiative to finance and build public housing and remove slums, managed by technicians - urban technocrats and financed by Livret A - a tax free savings account for French public.

Rio de Janeiro documented its first slum in 1920 census. By the 1960s, over 33% of population of Rio lived in slums, 45% of Mexico City and Ankara, 65% of Algiers, 35% of Caracas, 25% of Lima and Santiago, 15% of Singapore. By 1980, in various cities and towns of Latin America alone, there were about 25,000 slums[34].

Slums in Mexico City began growing in the early 1900s when the rail-road brought new industry -- as well as new industrial zones -- to the city.

The history of slums in India is vast. The land that now constitutes Mumbai was originally seven islands. (Slums) When Portuguese and British settlers arrived in India, they colonized these islands and used them as a major

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[34] http://en.wikipedia.org/wiki/Slums accessed on 1/8/2015

port because of Mumbai's naturally deep bay. As India's population began to grow, more people flocked to the cities, due to the huge disparity between urban and rural income levels, which caused the major expansion of Mumbai. Tanners, fishermen, and workers of other crafts all came to Mumbai in order to make money and support their families. As all these people came, the city started to run out of room. As the population increased into the millions, the poorest residents could not find affordable housing as prices rose due to increased demand. Instead, they built cheap, makeshift houses in areas around the city that would turn into today's slums.

Mumbai knows another reason for the formation of slums. As the city grew, it took over land that was traditionally used for other purposes. The *Koli* fishermen were displaced during the development of the harbour and port. Those driven out of the fishing villages improvised living space that was often far shabbier than before. This process continues even now, at the end of the 20th century.

On the other hand, some villages were encysted by the city growing around them. Dharavi, originally a village with a small tanning industry, has become a slum in this fashion. Many of the older slums in Byculla and Khar were initially separate villages, with their own traditional industries[35].

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[35] http://theory.tifr.res.in/bombay/history/slums.html accessed on 26/4/2015

History of Slums in Silchar

As per oral history collected from senior citizens of Silchar town it is observed that origin of slums in Silchar town started in pre-independent period due to the migration of some of the refugees. They settled in the *Khas* land, namely *Itkhola River Bank, Madhuramukh,* River BanK and *Kalibari Char.* They got land from local Zamindars and their inherited family members. Till independence there were around 70 families. But after that, due to sale of occupied land by the successive Zamindars at a reasonable price, actual increase in population started taking place.

The existence of slums in Silchar Municipal Area is evident from the fact that the Municipality has registered five slum pockets within its periphery upto 1985.The census conducted by the Silchar Municipality on slum pockets is given below :

Table 1.1

Census conducted by the Silchar Municipality

Slum Pockets	Ward No	No of House hold	Population Approx
Madhuramukh	1	88	440
Itkhola and Ghaniala River Bank	2 and 3	342	1610
Kalibari Char	7	230	1150
Tarapur Railway Gate	28	192	960

Source: Silchar Municipal Board Record (1985-86)

Town and Country planning Silchar office first started in 1964 and till 1979 they did not do any work on slum. During the tenure of Indira Gandhi, 20th programme was started and in it one point was on improvement of slums. At

that period Town and Country planning Silchar office started its working on slum improvement.

OPERATIONAL DEFINITION

Slum: Slum is basically an area where people live in highly congested conditions without any basic amenities of life. The slums are the result of complex socio-economic dynamics but poverty is the foremost factor responsible for it.

Participation: Participation means direct involvement of the people and not indirect involvement through their representatives. In this study women have been taken as unit of study for participation in planning and decision making process, in implementation of development programmes and projects, in monitoring and evaluation of programmes and in sharing the benefits of development.

THEORETICAL FRAMEWORK

Some of the major theoretical formulations about slums are given below:

To begin with, the theoretical formulation given by **Charless Stokes** is quite interesting. He classifies slums into 'Slums of Hope' and 'Slums of Despair'. Slums of hope are transient segments irrespective of the duration for which individuals are compelled to stay therein. That is, a person or a family may stay there for a brief while or for a fairly long period, and yet they have a pronounced feeling that they are on the way out, sooner or later. They are not

resigned to be willing and full participants in the socio-economic milieu of the slum for they believe that they have this role to play in the larger urban complex. On the other hand, slums of despair present a picture of finality and resignation, the significant aspect is that slum dwellers themselves feel that way and seem to be captives of the foot hold secured within the slum. Charles Stokes studied the district of the poor in Guayaquil (Ecuador) and drew the inference that in slums of hope of that kind the immigrants enter with optimism for a better life in the city, pervasive hindrances notwithstanding. But, in slums of despair, like those of Boston's South End, crowded by the invalid, old, poor, cast –off characters, teeming with perverts and prostitutes, there is no likelihood of movement upward and outward, and consequently, despite regular inflow of such immigrants, it is not unlikely that the dwellers would ever quit and escape the inevitable blight. In Slums of hope there is no dearth of 'employable' dwellers whereas it is doubtful if the 'unemployables' of slums of despair would ever get gainful jobs. Stokes concedes that sometimes a part of the intake of slums of hope might also not succeed. But that would always be a minority. Stokes is supported in another study by Michael Harrington. He explains that with dwindled economic opportunities, slums are not likely to remain transient footholds on the way to hope and optimism[36].

The theoretical formulation of **John Seeley** is equally incisive. He calls for appreciation of the fact that the slum is a multi-dimensional phenomenon. It is not possible to deal with or understand it, in exclusive, piecemeal

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[36] Charles Strokes.1962. A Theory of slums. *Land Economics 48*,(3),Pp 187-97

perspectives. It is also a vain hope if one expects to resolve the slum dilemma by any one policy alternative, be it upward rise in urban real income, massive changes in the level of living or urban development plans in action. The slum is also not merely a 'refuge', nor a 'transient' inevitability. Another aspect is that the slum provides goods and services to non-slum population; however perverted the demands might be, as reflected in the access to call girls, vice dens, gambling, crime and violence. Seeley affirms that slum fulfils a permanent and continuing function in the urban segment that itself makes it difficult to 'extirpate' the slum. Not a very soothing formulation, especially because it ignores the basic fact of the helplessness heaped on the desolate poor. Seeley is not prepared to think in terms of complete eradication of slums for he would not take a second look at the capitalist economic compulsions in the west that sustain a theoretical façade of democratic structures and processes. Seeley gives another characterisation to slum dwellers. There are some compelled by the difference between 'necessity and opportunity' whereas there are others influenced by the difference between 'permanence and change'. Hence, he gives four basic types of slum dwellers; the permanent necessitarians, the temporary necessitarians, the permanent opportunists, and the temporary opportunists. Permanent necessitarians, include the condemned and chronic unemployed, the social rejects and the forlorn poor; temporary necessitarians include the poor who are victims of adverse circumstances, the so-called respectable poor; permanent opportunists include the prostitutes, outlaws,

fugitives and criminals; and, temporary opportunists include the beginners who have just entered the slum complex[37].

Another theoretical formulation was given by **Herbert Gans**. The author does not blame slum dwellers of real or presumed limitations or inhibitions owing to their own deficiencies or disorganized life style and patterns. The vantage point for correct perspective on slums is the slum itself. Therefore, the interaction among slum dwellers and between the slum dwellers and the larger socio-cultural whole, are decisive for understanding the slum and its inhabitants. If a study fails to begin from, and extend thereof, the total perspective of slum life, it is apt to be vague and futile. Also, Herbert Gans, stated that slums could be either 'entry area' or 'urban jungle'. An entry area is inhabited by newcomers to the city. The new aspirants try to adapt their non-urban institutions and cultures to the new found urban milieu. The 'entry area' is also the 'urban village'. On the other hand, the 'urban jungle' denotes slum segments comprising such dwellers as have little hope for succeeding and finding a heaven in the slum. Despite the subtle distinction between 'urban village' and 'urban jungle', Herbart Gans concedes that the two types overlap as his study of Italian immigrants settled in the West End of Boston (USA) shows. That area was subsequently razed for urban renewal. The author of this study of Italian immigrants also postulates that, though slums are a hazard to the non-slum urban segment, without an intimate appreciation of the slum syndrome,

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[37] J.R.Seeley, 1959 'The Slum: Its Nature, Use, & users', *Journal of American Institute of Planners*, (*25)* 1 Pp 7-14

from the level where the slum is, it is not possible to comprehend the dilemma of the slum dweller whose behavior and perspective do not appear to be conducive to realization of distinctive goals and values of his own sub-culture, or of conforming to its models, but rather as 'his way of trying to achieve many of the goals and values of the larger society, of failing do this, and of concealing his failure from other and from himself as best he can'. Such comprehensive formulation is also advanced by Gerald Suttles, Charles Valentine and Lisa R. Peattie. The thrust of theoretical formulations in the aforesaid studies is that, instead of fabricating elements of unique distinctiveness of a slum it should be the effort of analysts to discover the connection and inter-action between a slum's life processes and elements of the surrounding environment.

Finally, we turn to the theoretical formulations of Oscar Lewis. His comprehensive study of Mexico, he pointed to remarkable similarities among the poor in London, Glasgow, Paris, Harlem, and Mexico City. That is the 'Culture of poverty'. Lewis identified more than seventy traits of the 'culture of poverty' that denote a life style among the poor, which tends to perpetuate itself. The major traits are identifiable under four general dimensions; the relation between the sub-culture and the larger society; the nature of the slum community; the nature of the family; and, the attitudes, values and character structure of the individual. Lewis argued that consequent upon the disengagement of the poor from the major institutions of the society, the roots of 'culture of poverty' get sustenance. The poor, therefore, hold a negative evaluation of the society's major institutions and suspect the development of

alternative institutions. Regarding the nature of the slum community, Lewis argued that, despite some trace of existence of a sense of community, the slum dwellers have a minimum of organization beyond the nuclear and extended family. Primarily, slums show a marginal and anomalous pattern of organization in the midst of an otherwise organized society. Regarding the nature of the family Lewis explains that strong feeling of fatalism, helplessness, dependence and inferiority is pervasive among individuals which emanates from and in turn adversely affects the nature of the family, which shows instability, authoritarian tendencies, lack of privacy and absence of reciprocal spirit. The culture of poverty shows that the poor are marginal people in the heart of urban complex. They are locally and provincially oriented and only partially integrated into national institutions. They are subjected to low level of literacy and education; get little welfare relief; face unemployment or underemployment; have to accept child labour; do not belong to labour unions or political parties; they are unskilled; have no food reserves; borrow if and when they can; resort to violence in and outside the family; live in crowded quarters; get addicted to alcohol and vice; hate and suspect law enforcing agencies; and, above all, there is cynicism in culture of poverty, which makes it a potential for being used in political movements aimed against the existing social order[38].

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[38] Shiv Bihari Mathu. (1996). *Political attitudes of slum dwellers.* Jaipur:Aalekh Publishers. pp24-25

From the above theoretical discussion the researcher has tried to develop the problematic of the present study.

FRAMEWORK OF STUDY

RATIONALE OF STUDY:

The researcher is not aware of the slum and its living condition from her childhood. During her academic career she becomes aware of slums. From books on urban sociology she came to know that slums are part of the process of Urbanization and there is hardly any town/city in the world without slum. Slums are regarded as hindrance to the development of the town/cities because of their unorganized way of living, high population growth, poor housing, unhealthy drinking water, poor drainage system, lack of all weather roads, improper electrification and other necessities of life. The slum areas are thus deprived of basic amenities and are a place for growing needs. Slum area is also regarded as the breeding ground of many social problems.

In literature, slum people are regarded as the marginalized section of the society and are generally treated in an in humanitarian way though they contribute to the economy of the society. Slum pockets supply that large mass of labour force both to the formal and informal sectors. The slum dwellers also play important role during the time of election. Political leaders approach them first to get their votes. The slum pockets are regarded as the vital vote bank by various political parties. But despite their significant roles in the economic and

political spheres, their living condition is pathetic. Thus all such prevailing situations prompted the researcher to consider what could be the possible way to uplift these marginalized section of society, which in turn will also contribute to the overall development of the slum area. In this regard people's participation and particularly the participation of women in the development programmes could be a significant way to solve the problems of these deprived sections of society. Studies have also revealed that the top-down approach of the government have failed to satisfy the needs of the people. Participation of women in the process of development of any programme is an important indicator of the success of the concerned programme. But hardly is it studied in empirical situation. Therefore, the researcher has delimited her study to slum women to understand the level of participation of slum women in government and NGO aided development programmes. Thus **'Participation in Slum Improvement Programmes: A Study of Slum Women in Silchar Town'** is selected as the problem.

Further, Urbanization has been taking pace significantly in numerous developing countries including, India. Urban population in India has increased by almost ten times between the years 1901 to 2001 and number of urban settlements increased by two and half times from 1916 to 2001 in India. In the year 1916 there were 1901 urban centres which have increased to 5161 during 2001. The urban centres offer diverse employment opportunities and means of livelihood for which urban centres become place of attraction for migrants. Despite lack of physical infrastructures like housing, drinking water supply,

drainage and other facilities in urban centres for incoming migrants, they are gradually rushing towards urban centres. There is continuously occurring a gap between demand and supply of essential facilities and necessary services in urban centres. Unchecked land prices and unaffordable housing facility force the poor to search for informal solution resulting in mushrooming of slums and squatter settlements in urban centres. Slums develop on peripheral and marginal lands on the outskirts of city, on hills, slopes and low lying areas. They also developed on the land left unused by public bodies like Railways, Municipal Corporation, Port Trust etc.

According to the census of 2001, India's slum dwelling population rose from 27.9 million in 1981 to 61.8 million in 2001 but, the living condition of slum dwellers are pathetic and they lack access to basic amenities of life like proper housing, safe drinking water, adequate electricity and proper sanitation. Slum is also characterized by high rates of poverty, illiteracy and unemployment. Health is another area of concern, the slum exhibit high rates of disease due to unsanitary condition, malnutrition and lack of basic health care. There is also certain prevalence of child labour and Gender inequality among slums of urban India. Slums are also seen as the breeding ground for social problems like crime, drug addition, alcoholism, high rates of mental illness, suicide and prostitution. Besides, eve teasing, molestation, rape and other kinds of women's rights abuse are also common.

Numerous studies have been conducted by scholars across disciplines on divergent issues pertaining to slum in urban settings. Oscar Lewis has developed the concept of "Culture of poverty" from his extensive study of slums life in the Latin America. Rossi-Espagnet has discussed the aspects of health of slum dwellers. Shlomo and Thiparat suggested that a method called 'slum construction' can help granting land tenure and improving the housing conditions of slum dwellers in the urban areas of Thailand. Talumassawat carried out an overview of migration and resettlement in Thailand. He considered the impact on the migration, discussed slums and the lower income groups and reviewed the self-help government settlement programmes, the interrelationship of migration with the country's development project, and its implications for integrated urban rural programme. Schoorl and his colleague talk about execution of a slum improvement project in Karachi conducted by the Amsterdam Free University (AFU) that ended in 1979. The substantial knowledge and understanding of the problems of low income housing in Karachi were recorded and reported in this volume. Blunt provides Philippine experience in a Slum Improvement and Resettlement Programmes (SIR) which focuses on the involvement of the community in physical planning. Indian scholars too conduct study on slum development programmes. Scholars like Varadachar (1982) reported significant change in social interactions and social mobility of the slum dwellers. Hiranath (1983) talks about sanitation, garbage disposal and sewage system of slum areas in Indian cities. Pillai (1972) highlights malnutrition, unsanitary conditions, poverty, crime, indebtedness,

prostitution and unemployment in slum areas. Banerji (1990) found that the health hygiene and sanitation had been improved in the late eighties than what was in mid-seventies. Klien (1965) had portrayed that high rate of mortality in Calcutta bastis were due to material development which causes environmental problems.

The slum dweller has been contributing significantly to the economy by being a source of affordable labour supply for production both in formal and informal sectors. Therefore the govt. machinery and NGO's must take initiative to dismiss their problem. In fact various development efforts have been launched by the Government of India from time to time to improve the condition of life of the slums dwellers. Some of the developmental schemes for the slums are National Slum Development Programme (NSDP), Urban Basic Services to the poor (UBSP), Backward Region Grant Fund (BRGF), Swarna Jayanti Shahari Rozgar Yojana (SJSRY) etc. But despite these development efforts, the condition of the slum pockets remains standstill. Community participation is a part of development programmes now a day. No government programme can be successfully implemented without community participation. To understand the status of implementation of government programmes in slum area it is important to study the level of community participation in that area. In slum pockets both men and women equally contribute to the economy of slum area. Thus, while addressing participation of slum people in the developmental initiative, participation of women is also significant.

OBJECTIVES OF THE STUDY

The objectives of the present study are:-

1 To study about the various developmental programmes introduced by government and various NGOs for benefit of slum areas;

2. To know awareness of slum women about the various developmental activities;

3. To examine the implementation of various slum improvement programmes and participation of women in these programmes;

4. To find out the constraints faced by slum women in participation of slum improvement programmes; and

5. To assess the impact of slum improvement programmes on women.

RESEARCH QUESTIONS

No hypothesis is formulated here. Rather, the study is designed to be descriptive, therefore the proposed study will try to answer the following research questions:-

1. How far are slum women aware of the various improvement programmes?

2. Is education an important factor of participation in the developmental programmes?

3. Do slum women participate in implementation of improvement programmes?

4. Do slum women participate in monitoring and evaluation of improvement programmes?

5. Do slum women participate in sharing the benefits of development?

SIGNIFICANCE OF THE STUDY:

Women constitute a significant percentage of slum population, therefore to make any developmental efforts successful participation of women is equally important as men. Slum women's participation means direct involvement of the women and not indirect involvement through their representatives. Various studies have revealed that slum women are confronted with numerous problems in their daily life so improvement of slum area is only possible when women's problem are solved and their problem can only be resolved through their active participation. The process of slum's participation can be accelerated only when the slum women become conscious of their rights and privileges and build up faith and confidence in themselves in sharing the benefits of development. Participation of slum women in the process of planning and administrative decision making is considered as pre-requisite for slum development.

Slum developmental efforts can be successful, when the slum women understand their problems, realize their responsibilities, exercise the necessary powers and maintain a constant vigilance on administration. Participation of the

slum women in the implementation of programmes and projects is another important criteria for slum development. Because of participation in implementation of programmes, social consciousness emerges and this has helped not only in imparting dynamism to the programmes and projects but also maintenance of projects after their completion. Slum women's participation also helps in monitoring and evaluation of developmental programmes. It is expected that constant monitoring and evaluation of programmes and projects can help in identifying the problems and hindrances in their implementation. Participation in sharing the benefit of development is the most important criteria through which the slum women can be brought to direct participation in the slum development activities.

Considering all these factors, it is intended to study the aspects of participation of slum women of Silchar town in various slum improvement programmes introduced by governments and nongovernmental organizations (NGOs). The in-depth study of slum women is intended to reflect the overall aspects of participation of slum women in Silchar town.

The next chapter deals with the review of existing literature.