



REPORT OF  
THE ADVISORY COMMITTEE  
ON  
SLUM CLEARANCE

*(Constituted by the Prime Minister on 25th January 1958)*

NEW DELHI  
18th July, 1958

# REPORT OF THE ADVISORY COMMITTEE ON SLUM CLEARANCE

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## I. TERMS OF REFERENCE

In his minute dated 25th January, 1958, the Prime Minister made the following observations on the subject of Slum Clearance:—

- (a) The question of removing the slums is intimately connected with housing and of future urban planning;
- (b) Providing employment to the slum dwellers must form an important part of any Slum Clearance programme. Calcutta is the worst affected city in India from the point of view of insanitary living conditions, over-crowding and unemployment and Bombay, Kanpur and other big cities are not very much better;
- (c) It might be possible to start small industries in the slum areas with the help of small machines and tools;
- (d) In Delhi there are a number of authorities, with overlapping jurisdiction, which deal with the problem of slum clearance in some way or the other. There has been some co-ordination of late under the Delhi Development Authority which works under the Health Ministry. Other authorities concerned in Delhi are the Ministry of Works, Housing and Supply and the Ministry of Home Affairs. The Ministry of Finance naturally come into the picture, and so does the Ministry of Commerce and Industry, if small industries are to be considered.

The Prime Minister, therefore, constituted an Advisory Committee with the Union Law Minister as Chairman and representatives of the Ministries of Works, Housing and Supply, Health, Home Affairs, Finance and Commerce and Industry and his Principal Private Secretary as Members, to collect material on what has been done in the major cities of India and to present its report or suggestions on the various approaches to the problem of slum clearance. The Committee was to take special interest in the principal cities and particular attention was to be given to the slum situation in Calcutta.

The different Ministries, pursuant to the Prime Minister's minute, nominated their representatives. The Committee co-opted Shri P. P. Agarwal, Joint Secretary, Planning Commission as one of its

Members and appointed Shri N. P. Dube, Housing Commissioner, Ministry of Works, Housing and Supply as its Member Secretary. The Committee thus consists of:

1. Shri Asoke K. Sen, Minister for Law—*Chairman*.
2. Shri M. R. Sachdev, Secretary, Ministry of Works, Housing and Supply.
3. Shri N. N. Wanchoo, Secretary, Department of Expenditure, Ministry of Finance.
4. Shri K. Ram, Principal Private Secretary to the Prime Minister.
5. Shri Hari Sharma, Joint Secretary, Ministry of Home Affairs.
6. Shri P. P. Agarwal, Joint Secretary, Planning Commission.
7. Dr. P. C. Alexander, Deputy Secretary, Ministry of Commerce and Industry.
8. Shri A. V. Venkatasubban, Deputy Secretary, Ministry of Health.
9. Shri S. L. Khurana, Deputy Secretary, Ministry of Community Development.
10. Shri G. Mukherji, Chairman, Town Planning Organisation.
11. Shri N. P. Dube, Housing Commissioner, Ministry of Works, Housing and Supply—*Member-Secretary*.

The Committee altogether held five meetings and has collected considerable material on the subject.

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## II. INTRODUCTION

1. A considerable amount of work has already been done and valuable material collected on the examination of the causes that have led to the formation of slums in our bigger towns and cities. It is not proposed, therefore, to undertake in this Report a historical study of the subject or to go over the ground which has already been covered. Those who are charged with the work of improving or clearing the slums—governmental and non-governmental agencies alike—are fairly well seized of the problem and know about its magnitude and the complexities with which it is beset. We have, therefore, attempted to examine the causes which are holding up action and to suggest an approach which we feel can make some impression on the problem with which we are faced today.

2. After giving a brief account of the extent and nature of the problem, the Report examines the Government of India's Slum Clearance Scheme which is operating throughout the country and makes some suggestions about the manner in which it can be made more effective. The accent in this scheme is on slum clearance and, while it should be implemented with vigour and expedition, we have suggested that the short-term objective of improving the slums by providing in them immediately the minimum basic amenities should not be lost sight of. Our recommendations on slum improvement and slum clearance have financial and other implications and we have suggested certain measures, the adoption of which we think, will make it possible to deal with the problem in a realistic manner and to cause the least disaffection amongst those who are affected by Government's policy and action.

3. An examination of the subject has brought us to the conclusion that the problem of slums is not just one merely of clearing the site and putting up structures afresh to a well thought out plan and design. The problem, in the last analysis, is really one of urban development in its widest sense, of a development which will do away with disease and ignorance, unemployment and poverty with which life is associated in the most congested areas of our bigger cities today. We realise that the elimination of this squalor and

tragedy cannot be achieved overnight, but we do feel that a composite or integrated approach should now be brought to bear upon the problem of slum clearance, so that we not only provide to the slum dweller a reasonably decent house to live in, but also the sources of fruitful occupation, so that he is able to lead a life which has some meaning and purpose. Slum Clearance must, therefore, embrace the provision, near at hand, of employment opportunities, of schools and dispensaries and of centres for recreation and cultural activities. An approach somewhat similar to the one adopted for the rehabilitation of rural areas, to our way of thinking, should also be applied to the urban areas. The key to the success of the community development movement in the countryside lies in the fact that it is primarily pegged to agriculture. In the urban slum areas, the base will have to be provided by medium, small scale and cottage industries. If the slum population can be provided with the wherewithals of employment and with all the basic facilities which make life worth living, we will have enlisted public co-operation and removed the greatest obstacle to the shifting of the slum dwellers from the existing congested areas. This Report, therefore, suggests that this approach should be tried, in the first instance, in the worst slum areas of half a dozen cities or so and describes the nature of the set-up and organisation which will be necessary at the State and the Central spheres to implement these pilot projects.

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### III. NATURE AND EXTENT OF THE PROBLEM

1. Slums in the urban areas of India are a legacy of the past. They grew up with the advent of industrialisation in the latter half of the nineteenth century when the policy of *laissez-faire*, scouted all ideas of social welfare and put a premium on private profit and material gain. Labour for the factories, drawn from the rural areas, was herded together in *chawls* and *bustees* close to the factories with little or no regard to sanitation or hygiene. The State, then, had no obligation to provide housing for this proletariat and the entrepreneur did not cater to its needs, as he found it more profitable to build houses for that section of the population which could pay him higher rents. As subsidiary industries grew, the movement of the population from the rural areas also increased and the situation which was deteriorating gradually all these years, became worse with the partition of the country, when countless refugees found their way to the cities and towns in search of employment and shelter. The history of the growth of slums is important from the practical point of view only for the purpose of focussing attention on the fact that any programme for the removal of slums must also contain provisions that will prevent the growth of further slums and the influx of the rural population into the urban areas. In this connection, we would commend the suggestions made on this subject in the Report of the Selected Buildings Projects Team on Slum Clearance.

2. Although no regular or complete social and economic survey of the slums has yet been undertaken either by the Central or the State Governments, it is estimated on the basis of previous census reports and other data available, that the slum population constitute from 7 per cent to as high as 60 per cent of the total population in the big cities. A conservative estimate would place urban slum houses totally unfit for human occupation, at about 1.15 million. In the Sample Survey carried out by the State Statistical Bureau of the Government of West Bengal in 1956, it is estimated that nearly 6 lacs of the population live in slums in the city of Calcutta alone, of which 58.78 per cent have a monthly income between Re. 1/- and Rs. 100/-, 32.82 per cent have a monthly income between

Rs. 101/- and Rs. 200/-, 6.49 per cent have a monthly income between Rs. 201/- and Rs. 350/-, 1.53 per cent have a monthly income between Rs. 351 and Rs. 700/- and 0.38 per cent have a monthly income of Rs. 701/- and above. The Government of West Bengal is undertaking a complete survey of slums and the slum population in the city of Calcutta in the near future. The tables under which the survey is proposed to be made, appear to us capable of providing a complete picture of the slums and the slum population and we recommend that such surveys be made by other States also, to start with, in respect of the bigger cities and later on of the other urban areas. These tables are appended as Appendix I to this Report. No scheme for the improvement or clearance of the slums in the urban areas can be effective or complete unless the Government possess complete information about the slums and their population.

3. A considerable amount of work has already been done in describing the extent and scope of the problem and considerable thought has also been given to the formulation of schemes to clear slums and alleviate the suffering and distress in those areas. The Environmental Hygiene Committee set out to examine living conditions in the urban areas and the First Five Year Plan laid down that slum clearance should form an essential part of our housing policy. The Seminar on Slum Clearance which was organised in Bombay in May, 1957 by the Indian Conference of Social Work brought the subject of slum clearance under the searching scrutiny of number of engineers and architects, town-planners and economists, sociologists and administrators and produced a report dealing with the subject under five different heads, viz.,

- (a) Social Aspects of Slum dwelling;
- (b) The Minimum Housing Standards and Slum Improvement;
- (c) Positive steps for the Prevention of Slum;
- (d) Integrated Plan for Slum Clearance; and
- (e) Examination of Slum Clearance Projects in Ahmedabad, Bombay, Calcutta, Delhi, Kanpur, Madras and Poona.

4. In September, 1957, the Ministry of Works, Housing and Supply published a booklet entitled *The Problem of Housing in India* which contained valuable factual information, the actual



policies followed by Government and the enormity of the problem which confronts us today. In 1958 a Team for Selected Building Projects was set up by the Committee on Plan Projects for public works and building sector for the Second Five Year Plan under the leadership of Shri S. K. Patil, Minister for Transport and Communications. The Report of this team on slum clearance contains very useful material and suggestions for meeting the challenge of the slums. This and the publications referred to above give a fairly exhaustive idea of the nature and extent of the problem of slums and also contain useful suggestions for solving the same. We do not desire to cover the ground already traversed by these reports and publications but we wish to add that we are in substantial agreement with the policies advocated by them.

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#### IV. IMPROVEMENT OF SLUMS: SHORT-TERM OBJECTIVE

1. With the magnitude of the problem being what it is and with what little financial provision that exists or can be made available during the Plan period, it is essential to think of short-term measures which can be adopted to relieve the acute distress in the slum areas. Long-term plans must have as their objective the complete eradication of slums, but steps should be taken now to provide, with comparative lesser finance, the immediate minimum facilities and amenities like a sufficient number of sanitary latrines, proper drainage, uncontaminated water supply, moderately good approach roads, paved streets and proper lighting. A beginning on an organised basis, in this direction has been made in Delhi, but we feel that this aspect of the problem has not received the attention it deserves. The reason may perhaps be that expenditure on such a programme is considered infructuous since the ultimate aim must always be the complete eradication of the slums. In our opinion, however, it is extremely unlikely that complete eradication of slums can be undertaken in a big way throughout the country in the near future. There are financial as well as physical difficulties and till such time, as these can be resolved, attention will have to be focussed on the short-term ameliorative measures which will bring some immediate relief to those who live in the slums.

2. It must be realised that considerable improvements can be made in the existing slums within a short period without waiting for a long time for their complete re-modelling or removal. The appropriate authority charged with the function of slum improvement should survey the slums in order to provide the more important and basic requirements. It is common knowledge that in most of the slums in Calcutta, for instance, and other big cities, there are hardly any drains or roads or lights and that the lavatories for the use of the slum-dwellers are either non-existent or are absolutely insufficient in number. Necessary legislation may have to be enacted empowering the authorities concerned to direct the owners of slums to build roads, drains and lavatories as may be prescribed. If they default in carrying out the works within a prescribed time the authority should be empowered to carry out those works and recover the expenses from the owners. This should bring about a

speedy improvement in the existing slums without much expenditure. Action on this line has already been started in Delhi under the Slum Areas Improvement and Clearance Act, 1956.

3. There is yet another reason why we commend the adoption of the short-term objective of improving the living conditions in the slums. Most of the cities and towns still do not have a master-plan or an interim plan. There is, therefore, always the danger that new sites opened up now for the location of the slum-dwellers, may not fit into the scheme of things contemplated later under the master-plan. We would, therefore, recommend that unless a master-plan or an interim plan has been drawn up for a city or town, the main emphasis should be on slum-improvement rather than on slum-clearance. In the meanwhile every effort should be made to go ahead with the preparation of master-plans for the development of our large cities and towns.

## V. CLEARANCE OF SLUMS: LONG-TERM OBJECTIVE

1. The Slum Clearance Scheme of the Ministry of Works, Housing and Supply which was formulated late in 1956, has for its objective the complete eradication of slums in areas selected by the States in their towns and cities. This Slum Clearance Scheme, which envisages the spending of twenty crores of rupees during the current Plan period (See Appendix II), is based on two basic principles, namely:—

- (i) there should be the minimum dislocation of slum-dwellers and efforts should be made to rehouse them as far as possible at the existing sites of the slums and/or sites nearby, in order to ensure that they are not uprooted from their fields of employment; and
- (ii) in order to keep down rents within the paying capacity of slum-dwellers, the emphasis should necessarily be laid more on provision of the minimum standards of environmental hygiene and essential services rather than on construction of any elaborate structures.

2. The Scheme prescribes the minimum standards of rehousing and recommends that, wherever possible, developed and demarcated plots and Rs. 150 worth of building materials should be provided to the slum-dweller who has to be rehabilitated. The outlay on such a plot, 1,000 to 1,200 square feet in area, separated from another by a wire-fencing or a hedge and complete with a one-foot high earthen 300 square feet platform on which the dweller can put up a structure, a pucca latrine 4' x 3' and an enclosed pucca bathing and washing platform 4' x 4' would come to anything between Rs. 900 to Rs. 1250 and the subsidised rent to Rs. 2 to Rs. 3 per month. In the bigger towns and cities where this self-help method is not practicable, where land is scarce and the slum-dweller can afford a higher rent, the Scheme provides for the construction of single or multi-storeyed structures with a minimum accommodation of one room 120 square feet in size, a 84 square feet verandah and kitchen, a bathroom 4' x 4' and a latrine 4' x 3'. Depending on the towns and cities in which these tenements are constructed and on the number of

storeyes in each building, the cost would be anything between Rs. 3,300 and Rs. 6,000 per tenement. The subsidised rent works out between Rs. 12-50 and Rs. 23 per month. The pattern of financial assistance to the State Governments who must operate this Scheme is a 25 per cent subsidy and a 50 per cent loan from the Centre and the States have to find the balance of 25 per cent as subsidy from their own resources. It is this element of 50 per cent subsidy which reduces the normal rent by half, otherwise, the slum-dwellers would have to pay anything upto Rs. 6 per month for a developed plot and Rs. 46 for a one roomed tenement. The States repay the 50 per cent loan to the Centre through the collection of rents from the rehabilitated families.

3. This Scheme of the Ministry of Works, Housing and Supply, in the formu'ation of which the Planning Commission and other concerned Ministries have spent some time and thought, should be given a fair trial, but unless some positive action is taken immediately to set certain matters straight, there is every danger that this Scheme might go wrong and not produce the results which are desired. In order to make the Scheme more effective, we suggest that the measures described in the succeeding paragraphs be considered for adoption by the Government of India.

4. The Scheme started by enjoining on the State Governments to give priority to the very worst slums and not to fritter away the limited financial resources available on the smaller slums in the mofussil areas. Local considerations and pressure groups working for limited interests seem, however, to have more or less set at naught the above injunction which is a very salutary one. A Ministry at the Centre finds it extremely difficult to question, let alone stop the work in a slum which the State Government takes up for clearance. While it cannot be doubted that the State Government, in the last analysis, is the best judge as to what does or does not constitute the worst slums in its area, an examination of the projects now under way tends to show that considerations, other than those relating strictly to the work in hand, perhaps influenced the selection of areas to be cleared. Small towns and municipalities where the problem could not be so acute, have been selected in certain cases, to work the Centre's Slum Clearance Scheme. A much better impression on the problem could certainly have been made. if the bigger slums in the bigger towns and cities or even the

bigger slums in the small towns had been taken up for treatment. It is, of course, not contended that a slum in a smaller town cannot be as bad or even worse than a slum in a bigger town; but when our financial resources are so limited, we can get much better value for our money, if we confine our operations, initially at least to the bigger towns and cities.

5. It is realised that what has been said might raise a debate on fundamentals and the right of every State to deal with the subject as they think fit. One does feel, however, that it is not beyond the Centre's powers of legislation and persuasion to get the State Governments to select what *prima facie* are the worst slums in their areas. In order, however, not to hold up the little activity which is now becoming perceptible in the field of slum-clearance in the States and get lost in a debate which may not be fruitful, we would recommend that the States be allowed to proceed according to their own plans, with the proviso that the Centre earmark some additional funds, over and above the existing allocations, to be spent in the cities of Bombay, Calcutta, Madras, Delhi, Kanpur and Ahmedabad, which by all accounts and concensus of opinion contain about the worst slums in the country. It is suggested that the State Government or Administration concerned be given during the current Plan period an additional sum of Rs. 2 crores for each of these six towns, so that this money is spent on the worst slums in those cities only. Such a procedure, while not interfering with the right of the States to select, according to their own lights, slums for clearance in their other towns and cities, will ensure that some of the worst slums in the country do get a priority in treatment. It would be easy to add a few more cities to the list if money were available, but as the subsequent paragraphs will show, it will be with considerable difficulty and some exercise of ingenuity that we will be able to get these extra twelve crores of rupees for slum-clearance during the period of the current Plan.

6. Though the Central Slum Clearance Scheme is based on the principle that there should be the minimum dislocation of slum-dwellers from the fields of their employment, the pattern of financial assistance prescribed tends to work in just the opposite direction. The State Government which is required to find the 25 per cent of the cost of slum project from its own resources, more often than not, will try to find it by selling the cleared slum-sites by auction at the

highest prices for commercial and other purposes. The result will be to rehabilitate the slum-families away from their original location, and the farther they go away from this location, the more difficult it will be to find them employment by means of which alone they can pay the rent for their new dwellings. It is necessary, therefore, that to the extent it is possible, and, inasmuch as it conforms to the general development plan of an area, open developed plots and pucca tenements be provided on the cleared site of the original slum itself. In order that this does not remain a pious wish only, but is actually acted upon by the States who have already embarked on their slum-clearance projects, it will be necessary to come to a decision straight away on two important points. The first point relates to the question as to whether the States should not be relieved of their present responsibility of finding the matching 25 per cent subsidy from their own resources, so that the Centre provides the entire 50 per cent required; and the second relates to the fixing by law, the principle or formula which will determine the compensation to be paid for the acquisition of the slum area. If it can be arranged soon that the Centre finds the entire subsidy for slum-clearance, in much the same way as it does for the housing of industrial workers, we will have arrested the tendency in the States to sell the cleared sites for purposes other than for rehousing the slum-families. Government seems to have accepted the policy of discontinuing the principle of matching subsidies in the future: it is important that this should be brought into play in the field of slum-clearance also, if not immediately, at least in the Third Plan period, unless of course necessary funds could be made available earlier. As indicated above, to be really effective, this step must be combined with restricting the compensation to be paid for the acquisition of the slum area. Only then will it be possible to keep the economics of the problem under control and to arrest the tendency to locate housing projects on wrong sites because of the high price of land. Only then also will it be possible to ensure that, as many families as possible, are in fact rehabilitated in the original slum site which has been developed and made fit for occupation. Something fairly soon will have to be done about this question of compensation, a subject with which we will deal later in the Report.

7. The Central Slum Clearance Scheme realises that considerations of town-planning and other factors may make it impossible in certain cases to rehouse the slum-dwellers at the existing sites. It also recognises that the original sites may not physically be adequate in size to take in all the families at the prescribed densities

of population. The Scheme does not answer, however, the question: how the families, who must be removed to localities farther away, will find employment in their new surroundings. There is a physical as well as a human content in the problem of slum-clearance. The former, which consists of clearing the sites and the putting up of dwellings is important, but has little meaning unless it is linked with the latter, which consists of the economic rehabilitation of the slum population. If the cleared areas and the new houses built at other sites are not to lapse back to their original status of slums, it is necessary to link up the work of clearing and improving the slums with the work of ensuring a proper livelihood for the slum-dwellers, whose numbers include not only the very indigent, but also families of the lower middle classes who, given the opportunity, can render a very good account of themselves.

8. A beginning could be made in co-ordinating the work of slum-clearance with that of establishing small-scale industries in new areas, in the six towns of Bombay, Calcutta, Madras, Delhi, Kanpur and Ahmedabad. Steps are already being taken to effect this integration in Delhi, and it is recommended that action should be initiated now in the other five major cities also towards the same object. A large number of machine tools are stocked in warehouses in different countries. These lathes, grinding, milling, sawing, drilling, welding and boring machines and the like, might be outmoded and obsolete for the present needs of the more advanced countries, but they should be quite useful in India. If some 5,000 machines or so could be made available to the Small Scale Industries Organisation of the Ministry of Commerce and Industry, pilot projects could be started for the benefit of the slum-dwellers in the 6 cities in addition to utilising the machines for other programmes of Government for the development of small-scale industries. With employment ensured, much of the argument of the present slum-dwellers against moving from their existing sites will have been removed. If, in addition, they can be provided with an urban community centre, which can, for instance, serve as a milk-distributing centre in the early morning, a handicraft school during the day, a dispensary with antibiotics during the evening and a centre for adult education during the night, this population will have been provided with some of the basic amenities which are completely lacking in the slums today.

9. It is realised that there will be quite a few persons amongst the slum-dwellers who already have a steady employment of sorts in



the congested areas of the cities. To remove them to new and distant sites would thus not only mean swelling the ranks of unemployed but also dislocating the life of the community in the areas which they previously used to serve. It is for consideration, therefore, whether providing them with cheap transport to their original centres of employment, will not be better and more economical than attempting to fit them into the new trades and vocations to be opened up in the vicinity of their new dwellings.

10. We have so far confined ourselves to indicating how with the adoption of certain measures, the Central Slum Clearance Scheme can be made more effective. We have suggested that priority, in the first instance, should be given to clearing the big slums in six of our major cities by allotting extra funds to the States concerned; that as far as possible slum-families should be rehoused at the original sites of the slums and that, where this is not possible and the slum-dwellers have to be shifted farther away, care must be taken to provide some of them cheap transport to their centres of work and to the others employment by setting up small-scale industries in the new surroundings. The financial outlay implicit in these suggestions has to be examined with some care, but an attempt must be made here to indicate how the extra finances that are required can be found with the currency of the Second Five Year Plan.

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## VI. FINANCIAL IMPLICATIONS OF THE SLUM-CLEARANCE PROGRAMME

1. In their paper on the Appraisal and Prospects of the Second Five Year Plan presented to the National Development Council in early May, 1958, the Planning Commission in advising that the total Plan outlay be reduced from Rs. 4,800 crores to Rs. 4,500 crores, have suggested that the original figure of Rs. 120 crores for Housing should be reduced to Rs. 84 crores. It is difficult to appreciate a cut of this magnitude when in the other development heads under Social Services, of which Housing forms a part, the cut is far smaller. On the first occasion when the overall cut on Social Services was 9 per cent the cut imposed on "Housing" was 17 per cent, while on this occasion the reduction in "Housing" is 16 per cent when the overall cut on Social Services is only 6 per cent. The Resolution passed by the National Development Council, however, holds out some hope. The Council decided that the total Plan outlay should be maintained at Rs. 4,800 crores, but suggested that the projects and programmes to be undertaken within the ceiling of Rs. 4,800 crores should be divided into two parts. Part (A) involving an outlay of Rs. 4,500 crores should include besides projects and programmes directly related to increase in agricultural production, "core projects" and projects which have reached an advanced stage and other *inescapable* schemes. The remaining schemes involving Rs. 300 crores should fall in Part (B) and should be entered into, to the extent additional resources become available. In view of the importance of the Slum Clearance Scheme, it should be possible, by some slight adjustment to retain the Rs. 120 crores allocation for Housing. This is necessary not only because "all housing programmes", as pointed out by the Report of the Team on Selected Buildings Projects "are either meant to clear existing slums or prevent the coming into being of additional slums", but also because the original allocation of Rs. 20 crores for Slum Clearance, out of the total Rs. 120 crores for Housing, as it is, is inadequate to make even a slight impression on the problem. If this could be done, the Ministry of Works, Housing and Supply may be able to find the extra sum of Rs. 10 crores recommended for the cities of Bombay, Calcutta, Madras, Kanpur and Ahmedabad, with Rs. 2 crores for Delhi being obtained from elsewhere in the Plan. The Resolution of the National Development Council speaks of

*inescapable schemes* as qualifying under Part (A) of the Plan. If there is an activity which can be termed inescapable today, it is the activity relating to housing. With the present programme, the deficit in housing at the end of 1961 will be twice what it was in 1951. In no other sphere of the Plan, is our progress so markedly retrograde. There should, therefore, be no question of reducing the present allocation for Housing: what little there is out of Rs. 120 crores with the Ministry of Works, Housing and Supply, which is still unallocated, should be spent on the clearance of slums.

2. We are convinced that unless steps are taken *now* to put the State Governments into possession of developed land, what little activity there is today on slums clearance and housing will come to a full stop. The Report of the Team on Selected Buildings Projects recommends that there should be got ready now "a compendium of schemes worked out in essential details at least in the sectors which are likely to find a place in the Third Plan" so that "when the consideration of the Plan is taken up, the only issue should be one of deciding priorities from amongst prepared plans". It will be no use getting this compendium ready unless there is developed land which can be utilised. Sorting out organisational matters is not so difficult, but ensuring availability of developed land is a long drawn-out process on which action must be initiated now. In this connection we would commend the schemes of reclamation of land in the bigger cities like the Salt Water Reclamation Scheme of the Government of West Bengal. The above Report also comes to the same conclusion when it says that "if the programme of slum clearance by construction of new houses is to be successful, it is essential to acquire and develop land in bulk well in advance". A sum of Rs. 25 crores to be given as loan to the State Governments for only acquiring and developing land, during the currency of the present Plan, we think, would not be too high a figure for this purpose. Unless this is done, the tempo of house-building activity will not only slow down in the current Plan but may, virtually come to a standstill during the Third Plan.

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## VII. RAISING ADDITIONAL REVENUE FOR THE PROGRAMME

1. We realise that the retention of the original provision of Rs. 120 crores for the Housing and Slum Clearance programmes and finding Rs. 25 crores for the acquisition of land will be a difficult task when all the available resources are already committed in the Second Plan. Nonetheless, we feel that this objective should always be before us and it is for this reason that we suggest that extra sources of revenue be tapped to find the additional funds required, so that the State Governments and the local bodies can play an effective role in increasing the national stock of housing and clearing the slums. There are various ways of levying taxes to find the requisite funds, but we would recommend that Government examine the possibilities of invoking Entry 89 of List I of the Seventh Schedule to the Constitution which speaks of terminal taxes on passengers and goods carried by rail, sea or air. Under Article 269 of the Constitution such taxes, which can be levied and collected by the Union Government, do not—with certain exemptions—form part of the Consolidated Fund of India but have to be assigned to the States in which they are collected in conformity with such principles of distribution as may be formulated by Parliament by law. Except at centres of pilgrimage and at Calcutta and a few other towns, there is no terminal tax at other places and the time now seems to have come to give effect to the recommendation of both the Local Finance Enquiry Committee and the Taxation Enquiry Commission that the resources of the State Governments and, through them, of the local bodies be augmented by the levy of this terminal tax.

2. A considerable amount of discussion and consultation with the State Governments has already taken place on the subject over the last three years and there seems to be a fair degree of unanimity about the measure which can be introduced in Parliament. The Taxation Enquiry Commission favoured the levy of tax on passengers and goods carried by rail, sea and air; on examination it appears best, initially at least, to exempt passengers and goods carried by sea and air from the tax. The Commission suggested a tax on passengers travelling a distance of 150 miles and above to be levied in cities with a population of 5 lacs and more. The concensus of opinion among the States, however, is that the tax on passengers

should be on a distance of 100 miles and above and should be collected in cities with a population of 1 lac and more. As regards the rate of the levy, the one prescribed for the terminal tax on pilgrims, namely, 8 annas per Class III passenger ticket; Re. 1 for II Class and Rs. 1-8 for Class I and ACC, appeared to find the approval of all. For goods, the rate could be based on the railway classification and may vary according to the type of goods. The main differences of opinion evidently reduced themselves to two: some of the States were not very happy about being asked firstly, to levy a corresponding tax on passengers and goods carried by road and, secondly, from exempting goods which had already paid the terminal tax from the payment of octroi and other dues. Finally, however, it was the fact of the additional surcharge on railway freight in last year's Railway Budget and the tax on railway fares imposed as part of last year's additional taxation, that put an end in November, 1957, to the idea of the terminal tax on passengers and goods.

3. As has been stated earlier, the question must be reopened if we are to find extra revenue to carry out the very minimum that is required in the matter of housing and slum clearance. The yield from the last year's tax on railway fares, expected to be about Rs. 14 crores or so per annum is to be assigned to the States in accordance with such principles of legislation as may be formulated by law. But it is extremely doubtful whether any portion of this money will ever find its way from the States to the authorities which would be charged with the execution of slum clearance and housing projects. So far as last year's enhancement of the supplementary charge on goods and parcels traffic from  $6\frac{1}{4}$  per cent to  $12\frac{1}{2}$  per cent is concerned, the income from the levy will not go to the States at all, but will be credited to the Development Fund of the Railways. It is all the more necessary, therefore, to proceed with the legislation on terminal tax on passengers and goods as earlier proposed, which may be able to produce an additional revenue of about Rs. 1.15 crores per annum from the passenger traffic and about Rs. 12 crores per annum from the goods traffic. At places where the terminal or some similar tax is already levied, an increase in the rate could be considered. Since the intention is to augment the existing sources of revenue of the States, it need not be insisted that they forego the revenue from octroi when the terminal tax is imposed, nor again does it seem really necessary to insist that they agree to a levy of a tax on passengers and goods travelling by road, as a condition precedent to the Centre introducing the terminal tax on passengers

and goods travelling by rail. After all, the States should, by and large, be the best judge on these two points and could be left to decide for themselves whether the road traffic can bear an additional impost and goods coming in can afford to pay both octroi and a terminal tax.

4. This one measure of terminal tax on goods and passengers travelling by train over a hundred miles and to cities with a population of 1 lac and over, should bring in sufficient revenue to maintain the provision of Rs. 120 crores for Housing in the Second Plan, provided it is not considered feasible to retain this figure by a corresponding reduction in some other head of development under the Plan. With this done, it should not be difficult, by some slight adjustment to find the extra sum of Rs. 10 to Rs. 12 crores recommended earlier for slum clearance and also anything up to Rs. 25 crores for the acquisition and development of land. Since the smaller cities with a population of even 1 lac should benefit by the imposition of the terminal tax, the State Governments will tend to concentrate their activities on the worst slums in their bigger towns and cities, a position which it should be our endeavour to bring about as soon as possible. We would at this stage like to emphasise, however, that the utmost care will have to be taken to ensure that the proceeds of the terminal tax do find their way for the benefit of local bodies charged with the clearance of slums. Article 269(2) of the Constitution states that the terminal taxes levied by the Union are to be distributed to the States but is silent on whether or not the States must, in their turn, pass on the proceeds to the local bodies. The States could, however, be brought round to agree that they would spend the proceeds of the tax on slum-clearance and rehousing, through the appropriate authorities in charge of urban development, in the towns and cities in respect of which the tax becomes leviable. Only by such a linking, will it be possible to ensure that the proceeds of this tax are spent on slum-clearance and rehousing and not on something else.

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## VIII. THE FOREIGN EXCHANGE COMPONENT

1. We have so far refrained from touching on the subject of the foreign exchange that may be required in the matter of slum-clearance. By all standards, slum-clearance and housing will have a low claim on what foreign exchange is available to the country, for there are other and more pressing projects whose claim is higher. We cannot, however, ignore realities and the biggest reality of them all is that, while the rate of building houses in the urban areas is, on the average, 300,000 a year, the increase in urban population alone requires the building of 450,000 houses a year. When it is realised that 50 per cent of our urban households have an income of less than Rs. 100/- per month, we begin to see that if houses have to be built, they must be built immediately and now, if only to prevent the backlog of nearly 5 million urban houses from assuming fantastic and unmanageable proportions later on. In all conscience, this backlog, even as it is at present, is frightening enough, and we cannot afford to see it increasing at the rate of 150,000 every year. Even if it were possible to find the rupees to arrest the present state of affairs from getting any worse, it is extremely doubtful whether we could find the foreign exchange required for the construction of 150,000 urban houses a year for the low income groups. If, for instance, we set before us a target of building 500,000 houses in the next three years, i.e. building at the rate of about an additional 150,000 a year, the total cost of building these 500,000 houses, inclusive of land, would come to about Rs. 270 crores, of which the foreign exchange component would be about Rs. 55 crores. This figure of Rs. 55 crores, is, if anything, a conservative estimate reached after cutting down the requirements of cement and steel to the barest minimum. But even after effecting all economies, we shall still need this sum over a three year period for the import of commodities in short supply at present, like steel, galvanised corrugated iron sheets, cast iron pipes, galvanised iron pipes, cement, water works plant and machinery, and sewage disposal works plant and machinery. It is, therefore, for serious consideration whether we should not obtain and set aside foreign exchange which would give us these scarce materials, plant and machinery for a period of three years at

least, by which time we may be in a position to manufacture most of the components ourselves. Rs. 55 crores or \$ 110 million, at the rate of about \$36 million a year for the next three years, is what would be required in terms of materials, plant and machinery to build these 500,000 houses.

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## IX. COMPENSATION AND ACQUISITION OF LAND

1. If valuable foreign exchange has to be spent on slum-clearance and housing and, if it is not to be spent in vain, we must take all measures now to prove our intention by acquiring and developing land on which we can build and rehouse the slum-dwellers. Even otherwise, this land must be acquired, for most of our bigger towns and cities have already used up most of what was available and the paucity of suitable building site is a real bottleneck today. Even though the Constitution has been amended in order to facilitate the acquisition of land needed for slum-clearance at reasonable prices, there has been a general apathy in almost every State to really get down to the business of working out a set of principles or formulae to determine the rate of compensation. Generally speaking, the 15 per cent solatium provided in the Land Acquisition Act for compulsory acquisition has been done away with in most States, but a formula of compensation which will really be workable in the clearance of slums has yet to be evolved by most of the States. The Slum Areas (Improvement and Clearance) Act of 1956, enacted by the Central Government for the Union Territories, contains a formula for compensation, but each State must work out for itself whether such a formula will be apposite in their territories. The tendency in the States has, however, been to leave the Centre to enact legislation for the entire country on this unpleasant subject. The question of amending the Central Land Acquisition Act with a view to minimising delays entailed in the effective acquisition of land has already been referred to the Law Commission, but it is clear that if formulae for the compensation of land have to be prescribed for the country as a whole, a body of experts will have to be constituted to go round every State and to recommend in the light of land prices and other factors, the formula for compensation for every region. Apart from the fact that such a procedure will involve a considerable amount of delay, it does not seem that it is really necessary. The economics of clearing a slum in the light of the Slum Clearance Scheme can always be worked out in the States and, from that as the fixed point, it is not difficult to go backwards and determine what compensation should be prescribed for the acquisition of land and what compensation, if any, should be given for the dilapidated and

insanitary structures on that land. The problem really is one of bridging the gap between the economic and social rent of the new dwellings which have to be given to these slum-dwellers. After taking into account the subsidy which Government can give, the job is one of finding out what the price of land should be in order to ensure that the rehabilitated families can pay the rent which is within their means. It is only the States themselves and not any other outside body which can work out this price and it is time that they are persuaded to take this vital work in hand and not wait for the Centre to do the work for them. Past attempts by them, to get the Centre to shoulder this responsibility, seem to us confessions of their unwillingness to come to grips with this unpleasant and unpopular problem, but it is clear that it must be faced boldly and squarely by the States themselves.

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## X. SLUMS AND URBAN DEVELOPMENT

1. We have earlier in this Report touched upon the human content of the slum clearance problem and have stated that it is not just enough to build homes or develop open plots for the slum-dwellers. Removal of slums is not only a matter of demolishing sordid and insanitary structures and putting up in their places new and sanitary ones. It is a very difficult and complicated operation involving improvement in the living conditions of the individuals and their families who unfortunately have to inhabit these areas by force of circumstances. ✓ These conditions must necessarily include provision of employment, elementary education, basic sanitary needs, medical attention, environmental hygiene and the minimum of standards according to which any civilised government may expect its citizens to live and work. ✓ Unless all these elementary but basic needs of this community of the slum dwellers can be met, no scheme of slum clearance or slum improvement can ever be successful. We feel that the work done so far and the reports and publications on the subject stress mainly the physical aspects of the problem; namely, the provision of new structures, roads and various civic services and amenities. We are of the opinion, however, that the clearance of slums should be viewed as a part of the problem of urban development. The purpose of any State, dealing with this problem, should be to create for the citizens, inhabiting the urban areas an environment in which they can enjoy the benefits of a rich and full life. Buildings and civic services are important elements, but they do not by any means constitute the only elements of the environment which ensures a rich life. People inhabiting the cities and dwelling in the slums must be provided with proper employment and reasonable standards of living along with clean houses and satisfactory civic services. They must also be provided with proper educational and health facilities and be given an opportunity to express themselves through the medium of arts and crafts of their own choice and desire. The clearance of slums, therefore, is very closely linked with the problem of the development of the entire urban area as a whole.

2. The most effective way of dealing with this problem would be to set up Urban Community Development Centres and extension blocks through which the slums and depressed neighbourhoods in

every urban area could be developed. The function of administration would be to develop particular areas in every city and town by developing its industries, providing employment to the people who are unemployed, improving roads and sanitation, building houses, so that the slums can be removed as quickly as possible. The Community Development Administration for each area should also be allotted the duty of providing education, medical facilities and technical training for the people within that area by working in close coordination with such organisations—statutory and otherwise—which may be found useful for this purpose. In a city like Delhi, the Delhi Development Authority and the Corporation would obviously be the important bodies through which the community development organisation could function. Necessary laws will have to be passed empowering the Community Development Administrations to take over particular areas and develop them expeditiously without the interference of such other existing laws which tend in their working to impede rather than facilitate action. This will mean that all the social service activities of Government and other local and voluntary organisations in the urban areas, where the community development administrations would function, will have to be integrated so that the particular area concerned is developed to the maximum extent possible. To clear and develop a slum will mean removing the existing unhygienic structures and putting up in their place decent houses; laying out proper roads, sewerage, drainage and water supply; providing civic amenities relating to education, health and cultural activities and last, but not the least, providing the means of livelihood by setting up industries in that area or in nearby areas. This in short would be the function of the future Urban Community Development Centres. It is our considered view that such Centres should be set up without delay, to start with, in the six big cities of Calcutta, Bombay, Madras, Delhi, Kanpur and Ahmedabad and extended to other urban areas in course of time.

3. Inasmuch as the problems of urban areas are inter-related and inter-dependent and should be tackled more or less simultaneously and by one Central authority, it will be desirable to entrust the work of urban development and coordination to one Ministry. The primary function of the Ministry would be not only to integrate the various activities of the other Ministries at the Centre in order to develop completely and in all respects the particular slum areas chosen for treatment, but also to promote urban community development. We have at the Centre today, separate organisations

or Ministries for small industries; town-planning, water-supply, sewerage and health; slum clearance and slum improvement; construction of houses for the industrial workers, Harijans and others in the low income groups and for education and social welfare through private organisations. It is necessary to integrate and coordinate these varied activities under one Ministry, so that there can be a composite and coordinated development of the selected urban areas.

4. In actual working, a State Government instead of sending up a proposal to the Centre for the construction of new houses in order to clear a slum, as it does today, will send up a composite scheme. This will not only provide for housing, but also for water-supply, drainage, sewerage, lighting and roads and for the setting up small-scale industries, educational, health, recreational and social centres. On receipt of this proposal, the Ministry in charge of Urban Community Development will consult the various Ministries at the Centre which deal with these various activities and, after ensuring that they can provide the necessary funds from within their existing allocations, sanction the scheme for implementation by the State Government concerned. Since the various Ministries have their own system of priorities for the disbursement of funds and have to cover the entire country, it will be necessary, in our opinion, to place at the disposal of the Ministry, separate funds under each relevant head of development, so that it can concentrate effectively on the clearance and re-development of the selected slums. The schematic budget for the activity of the Ministry of Community Development in charge of the rural areas could serve as a good pattern for the schematic budget which should be provided for the Ministry in charge of Urban Community Development.

5. The organisation that will be needed in the States, in which the first six experiments on urban development are to be conducted, could be headed by an Administrator for each selected area working under the State Government. It will be his responsibility to draw up, in consultation with the Ministry in charge of Urban Community Development and with the state and local bodies concerned the composite urban development scheme mentioned above and to implement the scheme after it has been approved and sanctioned by the Centre. As mentioned earlier, he will have to be vested with powers to implement the scheme, the details of which could be worked out in consultation with the States. We are of the view that the best

machinery for carrying out effectively an extensive urban development and slum clearance programme, is the urban community development organisation, which would integrate the different activities of Government for producing the maximum results in a given urban area. This will also produce the maximum result for the expenditure which will be incurred for education, health, social services and industries in the urban areas. Without much extra expenditure, the available funds under these heads could be geared for the development of the particular areas. It is competent for the Centre to legislate in order to enable the urban community development administration to be set up in each big city—to start with in the six big cities mentioned above—and to ensure that there is coordination between these administrations and the existing authorities, like the Improvement Trusts, Local Bodies, Health Authorities etc. Such legislation could also compel action to be taken according to plans which have been formulated by the community development administrations for particular areas. We are convinced that unless slum improvement and urban development are carried out under integrated plans, the different activities of Government today will lose much of their meaning and will lead to overlapping and conflicts.

6. We would like to utilise this opportunity to reiterate that with all the Centre can do by way of providing funds and clearing the deck for action, the implementation of the slum clearance, housing and urban development programme must remain the primary responsibility of the States. In order to discharge this responsibility, they must set up an adequate machinery and acquire the powers to implement the various schemes. There are three major schemes which are in operation in the urban areas today: the Subsidised Industrial Housing, the Low Income Group Housing and the Slum Clearance Schemes. More often than not, there is a separate department in the State for each of these three Schemes. It has to be realised that each scheme is complementary to another; to think of any one of them by itself, isolated from the others, is fatal to planning and may lead to chaos. All three of them, together with the States' own housing schemes, if any, taken together, must subserve to the object of allaying the housing distress in the urban areas. Coordination of a high order is, therefore, clearly indicated and each scheme must fall into place in a pre-determined pattern of development for the entire area. There must, thus be one coordinating body in every State which can view housing and slum clearance as part of the same problem and programme. Only then will it be possible for the Administrators to coordinate the full housing programme with the

ones they draw up for the clearance and integrated development of the selected slum areas in the States. It is our view that the Administrator should be very carefully selected and should be able to play the same role in the State sphere, as the Ministry in charge of Urban Community Development does within the sphere of the Central Government.

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## XI. SUMMARY OF THE MAIN RECOMMENDATIONS

1. Slum Clearance should be viewed as a part of the problem of urban development and all activities relating to social welfare, including the provision of fruitful employment, should be integrated to bring about the development of the depressed and slum areas.

2. It will be desirable to entrust this urban community development to one Ministry at the Centre which could integrate the activities of the other Ministries in respect of town-planning, slum clearance, housing, health, education and industries in order to develop completely the particular slum areas chosen for treatment.

3. To start off with, the worst slum area in the six cities of Calcutta, Bombay, Madras, Delhi, Kanpur and Ahmedabad may be taken up for treatment.

4. In the States, in which the first six experiments are to be conducted, the urban community development organisations may be headed by Administrators. These Administrators will draw up and implement, in consultation with the Ministry in charge of urban community development and with the State and local bodies concerned, the composite urban development scheme for the selected areas.

5. The short-term objective of providing the basic amenities in the existing slums should be carried out with expedition and vigour.

6. In order to make more effective the Ministry of Works, Housing and Supply's Slum-Clearance Scheme, which has for its objective, the eradication of the slums, it will be necessary to:—

- (i) provide an increased financial allocation for slum clearance, especially for the cities of Bombay, Calcutta, Madras, Delhi, Kanpur and Ahmedabad;
- (ii) find the entire subsidy envisaged under the Scheme from the Centre's own financial resources;
- (iii) set up medium, small scale and cottage industries in order to provide the slum-dwellers who have to be moved



away to distant sites, means of employment in the new neighbourhoods; and

- (iv) acquire land in bulk on the payment of reasonable compensation and to develop it for use in the housing and slum-clearance programme.

7. It is suggested that there should be a levy of terminal tax on goods and passengers carried by rail, in order to initiate the programme of urban community development, to implement more effectively the present Slum Clearance Scheme and to acquire and develop land in advance.

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## APPENDIX I

### *Tables for the Survey of Slum Clearance in West Bengal*

TABLE I

Families and average income by monthly income levels

Monthly income level	Industrial workers		Others		Total	
	N.	Average income	N.	Average income	N.	Average income
1	2	3	4	5	6	7
Rs.						
Upto 50 .						
51—100 .						
101—175 .						
176—200 .						
201—250 .						
251—300 .						
Above 300 .						
<b>TOTAL .</b>						

TABLE 2

Rentees and average rent paid by rent-group

Monthly rent-group	Industrial workers		Others		Total	
	N.	Average rent	N.	Average rent	N.	Average rent
1	2	3	4	5	6	7
Rs.						
Below 5						
5—10 .						
11—15 .						
16—17 .						
18—20 .						
Above 20 .						
<b>TOTAL .</b>						

TABLE 3

Distribution of families living in owned house by monthly income-level and average income

Monthly income-level	Industrial workers		Others		Total	
	N.	Average income	N.	Average income	N.	Average income
1	2	3	4	5	6	7
Rs.						
Upto 50						
51—100						
101—175						
176—200						
201—250						
251—300						
Above 300						
TOTAL						

TABLE 4

Families paying rent by rent-group and income-level

Monthly income-level	Monthly rent-group (Rs.)						Total
	Below	5—10	11—15	16—17	18—20	above	
	5					20	
1	2	3	4	5	6	7	8
A. All combined							
Upto 50							
51—100							
101—175							
176—200							
201—250							
251—300							
Above 300							
TOTAL							

## B. Industrial workers

Upto 50 . . . . .	.	.
51—100 . . . . .	.	.
101—175 . . . . .	.	.
176—200 . . . . .	.	.
201—250 . . . . .	.	.
251—300 . . . . .	.	.
Above 300 . . . . .	.	.

TOTAL . . . . .	.	.
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## C. Others

Upto 50 . . . . .	.	.
51—100 . . . . .	.	.
101—175 . . . . .	.	.
176—200 . . . . .	.	.
201—250 . . . . .	.	.
251—300 . . . . .	.	.
Above 300 . . . . .	.	.

TOTAL . . . . .	.	.
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TABLE 5

Distribution of persons by major occupation and their average monthly personal income  
(All bustees combined)

Sl. No.	Occupation Class	No. of earners	Average monthly income (Rs.)
0	1	2	3

TABLE 6

Distribution of persons by industry—class.  
(All bustees combined.)

Sl. No.	Industry Class	No. of earners
0	1	2

TABLE 7

Distribution of persons by places of work and distance from the present residence

Place of work	Distance group (miles)	No. of persons
1	2	3

*Survey of Bustees in Calcutta and Tollygunge Areas, 1958*

End—Table on Housing condition.

TABLE 1H

Number of living rooms	Percentage of house	Average number of rooms
1	2	3
1—5 . . .		
6—10 . . .		
11—15 . . .		
16—20 . . .		
Above 20 . . .		

TABLE 2H

Covered space in square feet	Mainly pucca		Mainly Kutcha		Total	
	N	P.C.	N	P.C.	N	P.C.
1	2	3	4	5	6	7
600 or less . . .						
601—1000 . . .						
1001—2000 . . .						
2001—3000 . . .						
Above 3000 . . .						
TOTAL . . .						

TABLE 3H

Nature of sharing	Percentage of families
1	2
(1) Living independently in separate houses	
(2) Living independently in separate huts.	
(3) Huts shared by—	
(a) 2 families . . . .	
(b) 3 families . . . .	
(c) 4 families . . . .	
(d) 5 families . . . .	
(e) more than 5 families	
TOTAL . . . .	

TABLE—4H

Number of living rooms occupied	Percentage of families
(1)	(2)
1	
2	
3	
4	
More than 4	
TOTAL	

TABLE 5H

I. Average floor space per living room

II. Average number of living rooms per family :—

- (a) Owner family
- (b) Tenant family
- (c) All combined

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 III. Average floor space per family :—

- (a) Owner family—(i) Living room  
                           (ii) Veranda  
                           (iii) Total
- (b) Tenant family—(i) Living room  
                           (ii) Veranda  
                           (iii) Total
- 

 IV. Average open space per family.
 

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 V. Number of persons per living room.
 

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 VI. Per capita floor space.
 

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(A) TABLE 6H

Type of privy	Percentage of premises
(1)	(2)
Sanitary Service Nil	
<b>TOTAL</b>	

(B)

Use of privy	Percentage of families	
	Mainly pucca houses	Mainly kutcha houses
(1)	(2)	(3)
Exclusively Shared Nil		
<b>TOTAL</b>		

---

(C)

Nature of water supply	Percentage of premises	
	(1)	(2)
Tap		
Tube well		
Well etc.		
Nil		
<b>TOTAL</b>		

(D)

Use of water supply	Percentage of families	
	Mainly pucca houses	Mainly kutcha houses
(1)	(2)	(3)
Exclusively		
Shared		
Nil		
<b>TOTAL</b>		

(E)

Use of kitchen	Percentage of families	
	Mainly pucca houses	Mainly kutcha houses
(1)	(2)	(3)
Exclusively		
Shared		
Nil.		
<b>TOTAL</b>		



(F)

Use of Bath room

Percentage of families

Mainly pucca  
housesMainly kutcha  
houses

(1)

(2)

(3)

Exclusively  
Shared  
Nil.

TOTAL

(G) TABLE—6H

Electricity

Percentage of families

(1)

(2)

Light only  
Light and fan  
Total using  
Nil

TOTAL

Average number of lights per family  
using electricity.Average number of fans per family  
using fans.

TABLE—7H

Floor space of lighting room

Average house rent

(Sq. ft.)

With electricity

Without electricity

Form No.

GOVERNMENT OF WEST BENGAL

## STATE STATISTICAL BUREAU

Bustee Survey, 1958-59

## Schedule I—Bustee (Holding) Schedule

## I. Location of the Bustee (holding) :

- (1) Ward No. ....
- (2) Street/Road/Lane.....
- (3) Municipal No. ....
- (4) Bustee No.....

## II. Details about the bustee holding :

- (1) Name of the owner (Zamindar).....
- (2) Address of Owner : Street/Road..... House No.....
- (3) No. of huts.....
- (4) No. of thika tenants.....
- (5) No. of other tenants (direct).....
- (6) Annual rent received by the owner from the bustee holding.....
- (7) Amount of corporation tax collected annually by owner from tenants.....
- (8) No. of families; (a) Hindu.....(b) Muslim.....
- (c) Others.....(d) Total.....
- (9) No. of shops.....
- (10) No. of Industrial Establishment.....
- (11) No. of godowns.....
- (12) No. of vacant huts.....

## III. Taps, privies etc. outside the huts for common use of the families of different huts.

Name	No.	Type of use	Remarks about cleanliness and condition
(1) Water tap		D.W./B;W	
(2) Tube-well		D.W./B;W	
(3) Privy		X	
(a) U.G.		X	
(b) Sanitary		X	
(c) Service		X	
(4) Urinals		X	
(5) Enclosed bathing place		X	

## IV. Drains and lanes within :

(1) (a) Type of drainage system :  
U.G./K/P.

(b) If cleaned regularly :-

(2) Lanes :-

(a) Yds. X Ft.

(b) Yds. X Ft.

(c) Yds. X Ft.

(d) Yds. X Ft.

(e) Yds. X Ft.

V. If refuge kept outside the hut is cleaned regularly.....

VI. Distance (in yds.) of nearest outside taps etc. from the centre of the bustee (those beyond 200 yds. need not be recorded).

Names	Distance (Yds.)	Approximate No. of persons of the bustee holding using it.	Type of use D./W./B./W
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(1) Water tap

(2) Tube-well

(3) Public latrine

(4) Canal

(5) River

(6) Public bathing place

(7) Market

(8) Nearest tram/bus stop.

## GOVERNMENT OF WEST BENGAL

## STATE STATISTICAL BUREAU

Bustee Survey, 1958-59.

SCHEDULE—1(a)—List of Thika Tenants/Direct Tenants of the Owner.

Location of Bustee.

Ward No. .... Street ..... Holding No .

Hut No.	Name of Thika/Direct Tenants	Annual Rent (excluding C. Tax)	If direct tenant	Hut No.	Name of Thika/Direct Tenants	Annual Rent (excluding C. Tax)	If direct tenant
(1)	(2)	(3)	(4)	(1)	(2)	(3)	(4)

Name of Investigating Officer.....Date.....  
Name of Inspecting Officer.....Date.....

FORM NO.

GOVERNMENT OF WEST BENGAL  
STATE STATISTICAL BUREAU

*Bustee Survey, 1958-59*

SCHEDULE NO. II

Location of Bustee.

Ward No. .... Street ..... Holding No. ....  
Schedule for details of huts

Hut No.	Kind of structure	Area (Katha)	Years of lease		Ventilation of living rooms	Condition of ground floor
			Total	Expired		
(1)	(2)	(3)	(4)	(5)	(6)	(7)

Hut No. as in (1)	No. of rooms used as							Total rooms
	Living	Living +shop	Living + Industry	Shop	Industry	Kitchen	Others	
(1)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)

Hut No. as in (1)	No. of families				Open space within enclosure (Sq. ft)	Varandah (Sq. ft.)	If there is electricity connection	No. of taps	No. of tube wells
	H.	M.	O.	Total					
(1)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)

Hut No. as in (1)	No. of privies				If privies regularly cleaned	Rent excluding C. Tax. paid annually to owner.	C. Tax paid to owner annually	Open space in ft. on four side			
	U.G.	San.	Service	Total				Nor-East	West	South.	
(1)	(25)	(26)	(27)	(28)	(29)	(30)	(31)	(32)	(33)	(34)	(35)

FORM NO.

GOVERNMENT OF WEST BENGAL  
STATE STATISTICAL BUREAU

*Bustee Survey—1958-59.*

SCHEDULE -II(A) — *List of Families.*

Location of Bustee:

Ward No. .... Street ..... Holding No. ....

Serial No.	Hut No.	Name of Head of family	Monthly rent paid (Rs.)	Serial No.	Hut No.	Name of Head of family	Monthly Rent Paid (Rs.)
(1)	(2)	(3)	(4)	(1)	(2)	(3)	(4)

Signature of the Investigating Officer ..... Date .....

Signature of the Inspecting Officer ..... Date .....

FORM NO.

GOVERNMENT OF WEST BENGAL  
STATE STATISTICAL BUREAU

*Enquiry into living Conditions of Bustee People of Calcutta, 1958.*

SCHEDULE III

**BLOCK—I: DETAILS ABOUT THE SAMPLE:**

- (1) Address of the Bustee
- (2) Holding No.
- (3) Serial No. of the family
- (4) Name of Head of family
- (5) Religion (      )
- (6) Mother Tongue (      )
- (7) No. of members
- (8) No. of living rooms
- (9) Total space in living rooms (Sq. ft.)
- (9a) Type of House (Pucca/Kacha)
- (9b) Total floor space
- (10) If electrified, Yes/No
- (11) No. of families with whom tap is shared
- (12) No. of families with whom latrine is shared
- (13) If owns a cooking shed, Yes/No
- (14) Whether residence is
  - (a) Owned :—
  - (b) Rented :—
  - (c) Leased :—
  - (d) Occupied without owner's permission:—
  - (e) Others

(15) If leased—

- (a) Years of contract remaining.
- (b) Present worth of lease.
- (c) Annual tax paid.
- (d) Annual rent paid.

(16) For other than leased—

- (a) Annual rent paid Rs.
- (b) Annual tax paid Rs.

(17) Family Industry Class (      )

(18) Family Occupation Class (      )

(19) Annual Expenditure Rs.

(20) If desirous of having accommodation in the—

- (a) Multi-storeyed building—Yes/No
- (b) Open space—Yes/No

(21) If willing to pay standard rent—Yes/No

## BLOCK II—DETAILS ABOUT THE FAMILY MEMBERS

Sl. No.	Relationship with Head	Age on next birthday	Sex	Civil condition	Standard of Education.	
					General	Technical
1	2	3	4	5	6	7

BLOCK II—DETAILS ABOUT THE FAMILY MEMBERS—*contd.*

Sl. No.	INDUSTRY CLASS		OCCUPATION CLASS		Whether employed under others (Yes/No)	Name & address of the establishments indicating P. S./Ward
	Name	Code	Name	Code		
1	8	9	10	11	12	13

**BLOCK II—DETAILS ABOUT THE FAMILY MEMBERS—*concl.***

Sl. No.	Distance of place of work from residence.	Is it a factory Yes No.	If a factory		Annual Income	
			with power or without power	Number of workers in the factory (Group)	From Major Occupation	From all types of occupation
					Rs.	Rs.
14		15		17	18	19

Annual family income (excluding that in cols (18) and (19)

Rs. ....

Signature of the Investigating Officer ..... Date .....

Signature of the Inspecting Officer, ..... Date .....

FORM NO.

**GOVERNMENT OF WEST BENGAL  
STATE STATISTICAL BUREAU**

*Enquiry into Housing Conditions in Bustee of Calcutta, 1958.*

**SCHEDULE IV**

**BLOCK I—DETAILS ABOUT THE SAMPLE :**

- (1) Address of the Bustee
- (2) Holding No.
- (3) Serial No. of the family
- (4) Name of head of family
- (5) Religion (      )
- (6) Mother Tongue (      )
- (7) No. of members
- (8) Whether residing in—
  - (a) Owned
  - (b) Leased
  - (c) Rented
  - (d) Others
- (9) Family Industry and Occupation class—
  - (a) Industry Class      Code (      )
  - (b) Occupation Class      Code (      )
- (10) Total Annual Expenditure Rs.
- (11) Total Annual Income

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**BLOCK II : DETAILS ABOUT THE ENCLOSURES WHERE THE FAMILY LIVES:**


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- (1) No. of exclusive and independent huts or buildings in the enclosure.
  - (2) No. of families residing in the enclosure.
  - (3) Total No. of living rooms in all the huts or buildings of the enclosure.
  - (4) Area of the land including precincts which the enclosure covers (sq. ft.).
  - (5) Total covered space in the enclosure (sq. ft.)
  - (6) System of drainage.
- 

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**BLOCK III : DETAILS ABOUT HUT OR BUILDING OCCUPIED BY THE FAMILY:**


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**(a) General:—**

- (1) No. of huts or buildings occupied by the family.
- (2) Type of hut or building occupied (Code).
- (3) Whether the family shares the hut or building with others— Yes/No.
- (4) Number of families occupying the hut or building as at (A-2) above.
- (5) Number of living rooms occupied by the family (*vide* Block VI).
- (6) Total floor-space of living rooms occupied (sq. ft.) (*vide* Block VI).
- (7) Total floor-space of Verandah occupied (sq. ft.).
- (8) Total floor-space of other constructions occupied (sq. ft.).
- (9) Total area of open space occupied (sq. ft.) independently.
- (10) Number of store rooms.
- (11) Cooking-space :  
(Kitchen/Verandah/living room/other shed/open space).
- (11a) Size of cooking space (sq. ft.).....
- (11b) Whether the cooking space is shared with others.....
- (12) If roof is accessible (Yes/No/Does not arise).
- (13) If electricity is used—(Yes/No).
- (14) Number of—
  - (a) Light points:
  - (b) Fan points:

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**(b) Sanitary conditions, water supply, etc. within the premises of the hut used by the family.**


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	Total member	Number in exclusive use	Number shared	Number of families sharing.
1. <i>Pricy</i>				
(a) Sanitary				
(b) Service				
2. <i>Water supply</i>				
(a) Tap				
(b) Tube Well				
(c) Well				
(d) Others				
3. <i>Bath room</i>				

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(c) Arrangements regarding washing and bathing etc. If no privy, water supply or bathing arrangements in the premises:—

(1) Distance of privy from the hut or building in yds.

(2) Drinking water

(a) Source.

(b) Distance from the hut or building in yds.

(3) Bathing Water

(a) Source

(b) Distance from the hut or building in yds.

**BLOCK V : RENTS, TAXES, etc.**

If family is owner or lessee	If the family is tenant
1. Number of independent huts rented out.	1. Monthly rent (including occupiers tax) Rs.
2. Annual rent for such huts—Rs.	2. If rented with furniture—Yes/No.
3. Number of independent huts shared with tenants	3. Period of occupation. Yrs. Months
(1) Number of living rooms let out	4. Monthly rent in 1950 (including occupier's tax) Rs.
(2) Number of families to whom let out	5. If the present rent is proper according to tenant's opinion—Yes/No.
(3) Annual rent for such rooms	6. If the rent is not proper, the rent in tenant's opinion Rs.
	7. Number of living rooms sublet by the family.

If owner	If lessee
1. Land Revenue (Annual) Rs.	1. Period of tenancy Yrs.
2. Corporation Tax (Annual) Rs.	2. Rent of land (Annual) Rs.
3. Other taxes (Annual) Rs.	3. Corporation Tax (Annual) Rs.
	4. Other taxes (Annual) Rs.

**BLOCK VI : PARTICULARS OF THE LIVING ROOM OCCUPIED BY THE FAMILY :**

Serial Number of Living rooms	Name of floor	Type of		
		Floor	Walls	Roof
1	2	3	4	5

Floor space (Sq. ft.)	Number of		Purpose for which used	If bed room, number of persons using it	
	Doors	Windows		Adult (18 Years and above)	Others
6	7	8	9	10	11

Signature of the Investigating Officer.....Date.....

Signature of the Inspecting Officer.....Date.....

## APPENDIX II

*Statement showing the Second Plan Allocation for each State under the Slum-Clearance Scheme of the Ministry of Works, Housing and Supply and value of the projects approved till 15th of July, 1958.*

S. No.	State	Plan Allocation	Value of projects approved so far.
		(Rs. in lakhs)	(Rs. in lakhs)
1.	Andhra Pradesh	102.66	25.72
2.	Assam	12.00	8.98
3.	Bihar	60.00	..
4.	Bombay	429.33	318.98
5.	Jammu & Kashmir	8.00	..
6.	Kerala	57.28	20.04
7.	Madhya Pradesh	28.00	5.00
8.	Madras	168.00	41.73
9.	Mysore	74.66	23.69
10.	Orissa	12.00	0.99
11.	Punjab	28.00	..
12.	Uttar Pradesh	196.00	196.00
13.	Rajasthan	45.07	5.28
14.	West Bengal	280.00	71.04
	Total	1501.00	717.45
(1)	Total amount allocated so far	Rs. 1501.00	lakhs
(2)	Amount available for further allocations to States and Union Territories	Rs. 499.00	lakhs
(3)	Total Plan provision	Rs. 2000.00	lakhs

NOTE.—Out of the total amount allocated to the State Governments during the 2nd Plan period as indicated above, 75% of the amount will be provided by the Central Government (50% as loan and 25% as subsidy) while the remaining 25% of the amount will be provided by the State Governments as matching subsidy from their own resources.