

Mainstreaming of Slums and Informal Sector towards Achieving Inclusive Growth of Durgapur

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Article Info

Page Number: 15 - 28

Publication Issue:

Vol 69 No. 1 (2020)

Article Received: 20 October 2019

Revised: 28 November 2019

Accepted: 10 December 2019

Publication: 10 January 2020

Abstract

Pandit Jawaharlal Nehru on the eve of independence made a pledge “for ending of poverty, ignorance, disease and inequality of opportunity.”

In India while there is sustained high economic growth, but we are still lagging far behind to fulfill the pledge. There are enough evidences to suggest that there are inequality and lack of inclusiveness in development. Economic growth that is achieving an increase in GDP is seen as a means to uphold the life standard of people, productive employment, and education, health care and so on. Unfortunately the major drawback in this economy is that the growth is not inclusive. The lack of inclusiveness is implied by data on several dimensions of performance in comparison with the economic achievements at national level; even urban morphology of Durgapur bears the testimony of it.

Table-1 :

Economic Achievements	Lack of inclusiveness in development
<ul style="list-style-type: none"> ❑ In the 9th plan period (1997-98 to 2001-02), GDP grew at 5.5% per annum. ❑ 10th plan period (2002-03 to 2006-07) to record an average growth of 7.7% ❑ Growth rate in the last four years of plan has averaged 8.7% making India as one of the fastest growing economies of the world. (However as a consequence of global financial crisis during the first three quarters of 2008-09 slowed down significantly to 6.9% from 9%) ❑ The 11th plan endorsed a target 	<ul style="list-style-type: none"> ❑ Rise in urban poverty both in % and in absolute number. ❑ Absolute number of urban poor rises from 67.1 million (urban poverty ratio 23.6%) in 1999-2000 to 80.8 million (urban poverty ratio 25.7%) in 2004-05. (Indicates high incidence of poverty in urban slum.) ❑ National Health Survey-3 shows that 46% of children in the 0 to 3 years age group suffered from malnutrition in 2005-06. More over the estimate shows no decline from the level of 47% reported on NFHS-2 in 1998. (Shows poor access in health care service) ❑ The literacy rate has gone up from 18.3% in 1951 to 64.8% in 2001; the number of illiterate person still

of 9% GDP for the country as whole.	<p>exceeds 304 million making India the country with highest no. Of illiterate person in the world.</p> <p>□ Life expectancy at birth is 63.9 years for male 66.9 years for female in 2001-2006. Is well below the life expectancy of around 80 years in industrialized countries and 72 years in China.</p> <p>□ India also an adverse sex ratio with only 933 women per 1000 men. And child sex ratio (0-6 years) declined sharply from 962 in 1981 to 927 in 2001.</p> <p>□ Regional inequalities are alarmingly high and probably increasing.</p>
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So in the light of the above, vision for 11th plan is not just faster growth but also inclusive growth. It has several inter-related components, rapid growth that reduces poverty, creates employment opportunities, access to essential services in health and education, especially for the poor, equality of opportunity, empowerment through education skill development, employment opportunity, environmental sustainability, recognition of women agency and good governance. In this paper these issues will be discussed in the context of mainstreaming of slum and informal sectors of Durgapur urban center.

1 URBANIZATION, URBAN POVERTY, SLUMS AND INFORMAL SECTORS: AN OVERVIEW OF DURGAPUR.

Modern Durgapur the “Rurh of Bengal” was visualized as potential industrial metropolis by First elected C.M of West Bengal Dr. Bidhan Chandra Roy. Initially the city conceived as industrial agglomerations from a small hamlet “Gopinathpur”. There was a massive follow up of industries with scattered development of integrated townships for industries. Simultaneously trading and commercial activities grew around. Like any other industrial city the city witnessed the decline and revival of industries, in sixties, late eighties and mid nineties. Therefore the socio economic scenario of the city presents a dual picture of growth, hope on one side, and deteriorations on the other. In the recent Decade the urban morphology undertakes a modernization drive under the impact of globalization economic liberalization and privatization, thus the hi-tech and knowledge-based industries along with software Technology Park, institutional hub, and commercial hub has been generated. Slums are still scar, which remain juxtaposed with this high-tech buildings showing disparity in developmental scenario.

1.1 Demographic profile of the city with the region.

Durgapur city with a population of half a million (As of [2001 India census](#), Durgapur had a population of 492,996. Men and Women constitutes 53% and 47% of population respectively), is sprawling over an area of 154.2 sq-km. More than 1/3rd of urban population of ADPA

(urban population of ADPA is 14, 99,347) is housed by Durgapur; the city has an average literacy rate of 75%, much higher than the national average of 59.5%: male literacy is 81% and, female literacy is 69%. In Durgapur, 10% of the population is under 6 years of age.

Population Projections

Population of urban areas of ADPA regions is increasing continuously over the decades. This dynamics of population growth is accounted by the spillover rural population of the region and adjacent states as well as by the natural growth of population. The decadal growth rate of ADPA during 1991-2001 has been 39%, which is much higher than the growth rates of the district and the state. This indicates a rapid growth of population in the region.

Table -2: Population Projection

Year	Kulti	Asansol	Raniganj	Jamuria	Durgapur	Total
1991	108518	262188	61997	0	425836	858539
2001	289903	475439	111116	129484	493405	1499347
2011	330958	546029	170247	164268	700794	1912296
2021	393426	690538	244980	212047	932355	2473346
2025	421598	758537	268523	235105	1045148	2728911

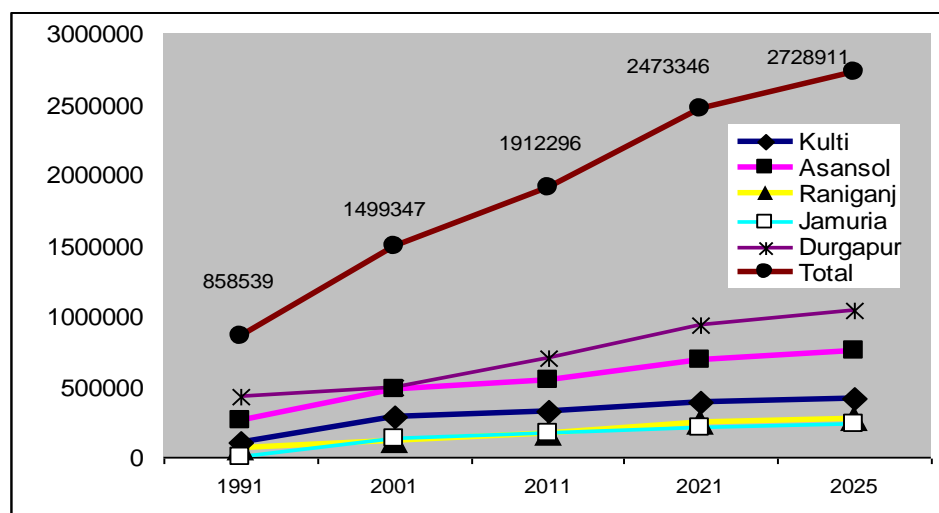


Figure 1: Population trend and Projections

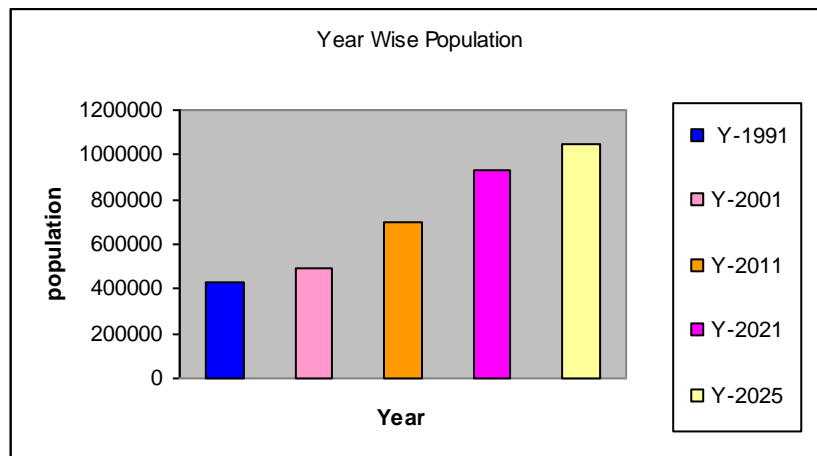


Figure 2: Population trend and Projections

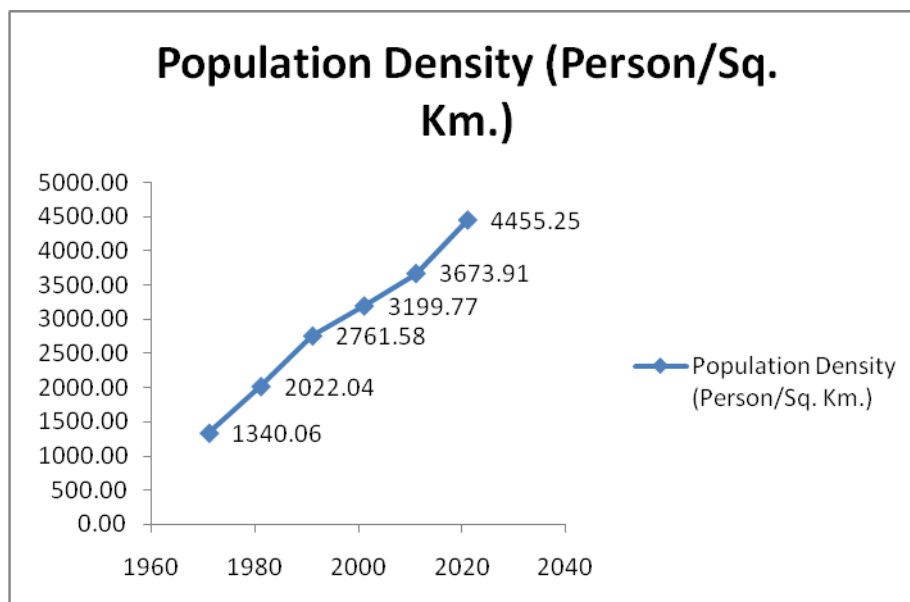


Figure 3: Population Density

The population of individual townships is plotted from the previous census available till 2001 and then the trend has been formulated on an exponential series to forecast the future projections. Based on the above, the total population of the major urban areas of ADPA region is expected to reach a total of 27 lacs by Year 2025

Table -3: Population Growth of Durgapur

Decadal Year	Total Population of DMC Area	Growth Rate	Population Density (Person/Sq. Km.)

1971	206638	50.89	1340.06
1981	311798	36.57	2022.04
1991	425836	15.87	2761.58
2001	493405	14.82	3199.77
2011	566517	21.27	3673.91
2021	687000	N/A	4455.25

The table shows that Durgapur witnessed a rapid growth since 1971.

During the period of 1981-1991 there was sharp drop in the steel market which affected the rate of growth of the settlement based on steel industry.

1.2 Urbanization associated with in migration in the Region.

West Bengal has been among the top nine urbanized states in India with approximately 28.15% of the state's population living in urban areas. About 77.55% of total populations of ADPA area live in urban areas. It is much higher than national (28.68%), state, and district level (36.94%). This higher degree of urbanization in this region (ADPA area 1616 sq-km) is similar to the proportion of urban population in developed countries which vary between 75 to 80 %.The region is moving towards steady urbanization due to high levels of industrialization and mining activities.

Table -4: Percentage of Urban Population

Area	Total Population	Urban Population	Percentage
Jamuria (M)	129484	129484	100
Kulti (M)	289903	289903	100
Asansol (MC)	475439	475439	100
Raniganj (M)	111116	111116	100
Durgapur (MC)	493405	493405	100
Salanpur (CD Block)	156320	71792	45

Barabani (CD Block)	110393	18701	17
Ondal (CD Block)	168853	127430	76
Kanska (CD Block)	151276	30796	20
Jamuria (CD Block)	112893	28668	25
Raniganj (CD Block)	101626	77257	76
Durgapur Faridpur	105532	16611	16
Pandabeswar	146541	108830	74
Total	2552781	1979432	78

This huge urbanization is associated with the in migration of the spill over of the rural poverty. So the urban poor in this region is an over flow of rural poor from adjoining state and districts of West Bengal. In fact urban poor is the misnomer of rural poor. In the boom periods of industrialization (during-1973-1980) more than 25% of the populations are migrants. Of late there is a steady influx of 15% of total population as migrants. (Refer table-5)

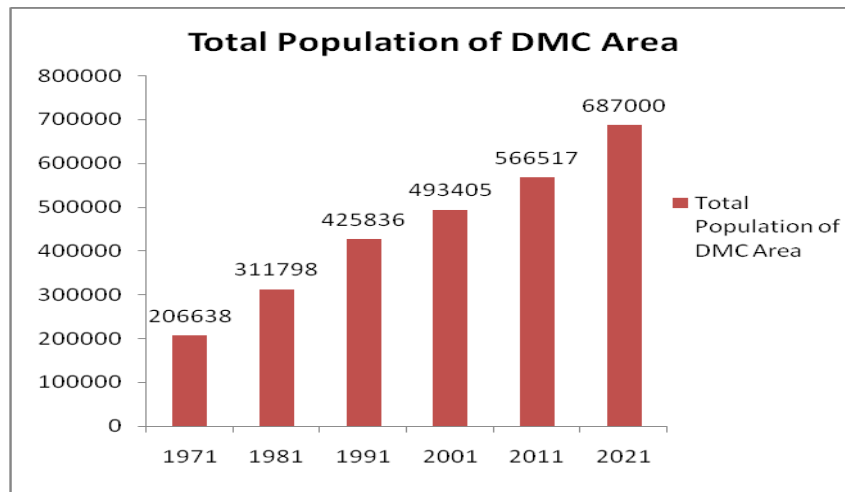


Figure 4 : Total Population of DMC area

1.3 Slums and Housing need.

The consequence of high urbanization is continuous in migration of rural poor for the search of lively hood in ADPA region. Simultaneously their failure to find adequate means of support, results the growth of sprawling slums in different urban areas of ADPA. The percentage of slum population in DMC and AMC area (refer table-6) is as much as that of KMC area and much higher

than average urban West Bengal. Hence inclusive development for the mainstreaming of this significant slum population is a burning question.

Table -6:

Regions/Country/ State/Metropolis/City	Urban population (in million)	Urban slum population (in million)	% of slum population as of urban.
World	2983.000	924.000	31.6
Developed Regions	902.000	59.4000	6.5
Developing Regions	2022.000	870.000	43
Least Developed Countries.	179.000	140.000	78.2
India	285.608	158.418	55.46
West Bengal	22.427	4.663	21
KMC Area	4.5728	1.485	32.5
DMC Area	0.492	0.149	30.31
AMC Area	0.486	0.158	32.68

Source: UN Population report & Census of India 2001

ADPA region has a housing shortage of 1.2 lakh. The Lions' share of urban housing shortage of ADPA is accounted for DMC Area, and it is about 33,457 DUs . Projected housing shortage of ADPA is likely to be 6.3 lakh in the year 2025 , if necessary actions to overcome the sever problem is not initiated.(Source, Perspective plan for ADPA, VISION-2025 by Department of Architecture and Regional Planning, I.I.T Kharagpur)

1.4 Informal sectors

Urbanization pattern of (78% urbanized) ADPA reveals that a large share of population engaged in industrial, mining activities, earn high wage compared to their counterpart engaged in farming. Only 8 percent of the main worker population in ADPA is engaged in agriculture compared to 41 percent of the Bardhaman district. This leads to a decline in marginal worker population and higher dependency ratio. Following Tables, Showing the distribution of workers (Main workers, marginal workers and non workers) implies the same.

Table-7

Units	Total Worker	Main Worker	% Main Worker	Marginal Worker	% Marginal Worker
Barddhaman district	2451241	1902334	77.61	548907	22.39
DMC Area	153701	130274	84.76	23427	15.24
AMC Area	134225	113630	84.66	20595	15.34
ADPA Region	761146	607461	79.81	153685	20.19

Source: Census of India 2001**Table-8**

Units	Total Worker	Non worker	% Non worker
Barddhaman district	2451241	4444273	64.45
DMC Area	153701	339704	68.85
AMC Area	134225	341214	71.77
ADPA Region	761146	1791635	70.18

Source: Census of India 2001**Table-9**

Units	Marginal Worker	Cultivator	Agri-Labour	H.Hold Industries.	Other worker
Barddhaman district	548907	47283	270837	38388	192399
DMC Area	23427	264	2532	1023	19608
AMC Area	20595	872	1430	790	17503
ADPA Region	153685	10030	40024	6133	97498

Source: Census of India 2001

However in these workforce characteristics of the major urban centre of ADPA, certain socio-economic phenomena have catalyzed the growth of informal sectors including marginal workers of DMC/AMC areas as illustrated below.

Table 10 :

Decadal Year	Total Population	Growth Rate	Population Density
1991	154208	9.50	1816.99
2001	168853	10.70	1989.55
2011	186915	24.00	2202.37
2021	231775	N/A	2730.94

Andal area - 84.87sq.km

Table 11 :

Decadal Year	Total Population	Growth Rate	Population Density
1991	133893	9.45	1369.05
2001	146541	10.47	1498.37
2011	161891	24.00	1655.33
2021	200745	N/A	2052.61

Pandabeswar - Area - 97.80 Sq. Km.

Table 12 :

Decadal Year	Total Population	Growth Rate	Population Density
1991	128497	17.73	459.84
2001	151276	17.75	541.35
2011	178125	28.00	637.44
2021	228000	N/A	815.92

Kanksa - Area - 279.44 Sq. Km

Table 13 :

Decadal Year	Total Population	Growth Rate	Population Density
1991	91275	15.62	585.21
2001	105532	9.85	676.62
2011	115924	24.00	743.25
2021	143746	N/A	921.63

Faridpur- Durgapur area - 155.97sq.km

a) Closed industries-

The old industries as already stated previously, even before the liberalization of the economy have been closed in Durgapur and ADPA area for many reasons. Fertilizer, Machinery, Machine tools are major closed industries of Durgapur. May be the existing labour laws and trade union activism contributed to this process. In fact the workers of Closed industries are forced to survive in the informal sectors of city's economy. Most of the times social security provisions of health insurance, provident fund, allowance have been forfeited. So people once employed in organized sectors, are thrown out of their regular jobs and found themselves engaged in informal activities (though considered illegal) this reasons give rise to the origin of the informal sectors of Durgapur.

b) New investments out side the Urban area.-

New industrial hubs in this decade have been groomed up out side the urban area. Such as Gopalpur-Bamunara industrial area, Mongalpur industrial area. Industrial location policies of ADDA, the continuous threat of pollution and insufficiency of land suitable for industries, have much to do with it. So new investments, lions' share of employment opportunities for hard blue collar jobs are out side the city. This makes the expansion of informal sectors.

c) Retail chains in urban area-

In the early part of this decade, 4 to 5 big retail chains have opened different outlets in different parts of Durgapur and Asansol. More over, people have accepted the concept of this air-conditioned footpath (Super market, Anchore shop) as a pleasure shopping of all the daily needs. The demerit of this concept is its impact on urban poverty. The daily incomes of the small retailers have dropped to a large extent.

d) Lack of low skilled Blue collar job-

The emergence of new white collar industries in the heart of the city like IT, Different consultancy service, hospitality, banking and finance all have a high growth potential. Unskilled urban poor have nothing to deal with this knowledge based jobs. So they have no place at all in this growing sector.

2. POLICY AND PLANNING INTERVENTION FOR-“MAINSTREAMING OF SLUMS AND INFORMAL SECTOR TOWARDS ACHIEVING INCLUSIVE GROWTH OF DURGAPUR.”

2.1 Poverty alleviation through housing and integrated slum development with access to the essential services (that is equality of opportunity).

Housing activities has a massive impact on GDP and employment so it is a major sector in terms of direct indirect and induced effect on all sectors of the economy. In this part we shall explain how the proper housing of urban poor will eradicate urban poverty.

To eradicate urban poverty and misery we must focus on creation of an environment where the poor are not exploited and deprived. In the domain of housing and urban development provision of services such as water supply, sanitation, power supply, street light health and education, road networks connectivity, legal protection and employment generation is vital. It is not only essential for their physical well being but is also important in context of their ability to earn living.

❑ Inadequate housing, housing with temporary structure and not conforming to the building norms i.e. the low quality housing account for ill health and child mortality in slums. Often poor people pay much for the services like water supply, power supply and other basic services. Inadequate access to water, resulting in time and money spent on collection of water affects income, livelihood opportunities and health of the urban poor. Some time the squatter settlement develops haphazardly without planning and allocation of spaces for infrastructure, often in hazardous zone (for example-below HT corridor, adjacent to industries, STP etc.), in order to provide housing and infrastructure it needs relocated rehabilitation.

❑ Slums have to be integrated in municipal solid waste scheme, poor people have the employment opportunities in the form of collection services, and there should not be any disparity between the organization and implementation of municipal solid waste programme between slum area and rest of the city.

❑ Proper road connectivity is an important infrastructure support to the settlement it can uplift the economic status with small-scale production and trade activities.

❑ If proper housing need of urban poor is fulfilled, then free connection to the BPL families can be provided from state electricity board (as the cost of electrical installation & wiring is included in the Housing scheme) moreover provision of electricity should be provided in addition to all the common facilities of the slum such as street light, community hall, health center, community toilets.

❑ Improvement of drainage and proper operation maintenance of drains and roads reduce water logging in slum. This prevents the incidence of Malaria and other water borne diseases.

❑ Urban poor suffers from insecure and over crowded housing leading to environmentally hazardous living condition .The situation may be somewhat overcome with proper Architectural and planning intervention of the housing scheme. Indoor air pollution leads to major health problems. Poor people use common biomass fuel mostly wood charcoal, coal, cow dung, which emit large amount of smoke directly inside the dwelling place without adequate ventilation. With

view to control indoor air pollution a new approach must be done with the use of alternative energy source, climatic control with natural ventilation as well as in corporation of exhaust, hoods and chimney.

□ In order to undertake housing (to meet the beneficiary contribution) urban poor must have access to housing loan and it is the responsibility of the ULB to catalyze the process with the dwelling unit as a collateral security.

So the goals of integrated housing scheme are economic and social uplift -ment. These lessen economic and social cost of disease, injury, pre-mature death associated with poor quality housing, infrastructure, and services. More over convergence of services such as water supply, drainage, solid waste management as well as health care, family welfare education, anganwadis and crèches should be the main plunk of urban poverty elevation. Thus comprehensive incorporation of all the basic services to the slum development and housing scheme is the proper approach to ending urban poverty and Mainstreaming of slums dwellers.

2.2 Creating Income and employment opportunities for urban poor.

India is currently at a stage of “demographic transition”, here population growth is slowing down but the population of the young people entering the labour force continues to expand. This means the working person will have fewer dependents. The dependency ratio declined from 0.8 in 1991 to 0.73 in 2001; it is expected to decline further to 0.59 by 2011.

In this context of slum level scenario, targeted lively hood support programmes, in relation with the growth of small, medium scale industries and service sectors will enhance the job opportunities of the slum dwellers. Slum level socio-economic survey to carried out by the ULB to identify the target groups of microenterprises, weavers, artisans, craftsman, technician, and other marketable skills of men and women. It has been identified by the social planners that these slums are the hub of “small unorganized industries” in densely populated residential areas. Economic development as well as inclusive development requires a new look to rehabilitate or regularize these activities in unauthorized premises with proper credit subsidies, supply, inputs and marketing of finished products. In view of this Govt. housing schemes, CDP, may be comprehensively planned accordingly. Approved vending zones within the city limit where vendors will be conferred legal status, should be incorporated accordingly.

2.3 Environmental and social safeguards for environmental and social sustainability.

a) Environmental safeguards have an important role in inclusive development. The issue related to community lives and lively hoods require to be dealt with extreme sensitivity, otherwise developmental activity in and around the urban area will actually lead to a deteriorated quality of life. This seems to be happening all around, the degradation of natural resources like air, water, reduces the wellbeing of the people. Urban poor, child and womenfolk suffer more as they depend much more on natural resources for fuel and water and also have fewer strategies to take defensive action. They are easy pray to environmental degradation. So environmental safeguards are to be strictly enacted.

b) Social safeguards- The vision of inclusive development includes equality of opportunity as well as economic and social mobility to all sections of society ,with affirmative action actions for SCs,STs,OBCs, minorities womenfolk and gender equity is also an important step for inclusive growth. To ensure the social justice and well being social safe guards should be enforced. Say for example- Child labour is a woe in informal sector, so astern steps to be taken to enact “child labour prohibition and regulation act-1986”

3.4 Good governance

UN secretary-General Kofi Annan has rightly pointed out “Good governance is perhaps the single most important factor in eradicating poverty and promoting development”. Govt. of India felt the importance of good governance. So initiatives with an act further to amend Constitution of India,

Was taken. Soon 74th constitution amendment act 1992, followed to provide the ULB administrative and financial authority as well as to take decision on its own developmental issues. How ever in Indian scenario our experience suggests that many initiatives of poverty alleviation have floundered because of poor design, insufficient accountability and transparency are critical elements of good governance.

4. CONCLUSION

The eleventh plan approach paper aims at “faster and inclusive growth”. So to implement this “faster and inclusive growth” is a major challenge to policy makers and planners. It is evident that cities cannot remain just white collar enclave. All urban areas including Durgapur and Asansol do need worker for blue collar jobs like - cleaners,washers,watchmans,loadcarriers,gardeners,drivers,plumbers,electricians,masons,carpenters ,domestic servants even if the big industries are kept out. So it is an essential part to integrate and house the low paid worker properly within the city system in a comprehensive manner. This will trigger a development process making our cities as engines of growth rather than the concentration of urban povertyand make our cities to take the advantage of economic growth, globalization, liberalization and privatization.

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