

**A STUDY OF SLUM UPGRADATION THROUGH
COMMUNITY BASED ORGANIZATION
IN DHAKA CITY**



BY
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THESIS

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**DEPARTMENT OF URBAN AND REGIONAL PLANNING,
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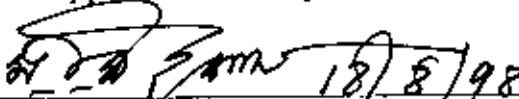
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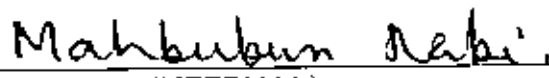
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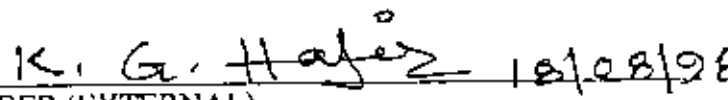
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ABSTRACT

Slums are authorized and unauthorized areas of very high density of population, as well as very high room crowding (3 or more adults in a room) and poor housing. They are usually submerged in filth and dirt without any modern utility services. Educational facilities and health services are absent there. Disease, crime and violence are the common and regular features of the area.

In this research work a case study has been made in selected areas of Dhaka city. Bauniabandh (Block-A) and Mohammadpur Townhall - 1 slums have been selected for the study, because Slum Improvement Project (SIP) has been applied in these areas through community based organization system. Some NGOs are also working in the study areas, but no significant changes have been observed. Rapid growth of urbanization, caused largely by heavy influx of migrants from rural areas has created pressure on urban housing and public services in the metropolitan city of Dhaka. The areas have inadequate water supply, poor sewerage and drainage facilities, little paved streets and lanes and irregular clearance of garbage. The dwellers are dissatisfied with almost all the existing infrastructure services and utilities. 93.75% of the respondents identify that political instability is a major problem in implementing the housing programme. 100% of the respondents think, it is essential on the part of the agencies to co-ordinate and to co-operate in undertaking appropriate steps in improving the life style of the slum dwellers. Most of the slum dwellers were suffering from various diseases. About 46% respondents took the NGOs medical facilities and 54% did not take these facilities. The households usually depend on free treatment in hospitals. The lower income group of people live in the slum areas, Majority of the families (50% of the total) have monthly income Tk. 2501-3000. Length of working activities helps to enhance the efficiency of CBOs. Community involvement is essential in programmes of improving living conditions in existing urban settlements as well as in new area development. It should be noted here that the creation of strong and

competent community organizations is a long term process (usually through political empowerment and resource allocation) and often requires technical assistance from NGOs and development agencies.

The study will help to ascertain the contribution of Slum Improvement Project (SIP) through community based organizations in respect of improvement of the life style of the slum dwellers . In the context of our study it is concluded that the activity should be expanded for overcoming the present problems of the slum dwellers then only we can say the CBO based slum development can be achieved.

**Title: A STUDY OF SLUM UPGRADATION THROUGH COMMUNITY BASED
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GLOSSARY AND ABBREVIATIONS

ADB	Asian Development Bank.
BUET	Bangladesh University of Engineering & Technology.
bastee	Dense slum community territorially defined by the influence of leader, with poor environmental and living conditions.
BBS	Bangladesh Bureau of Statistics.
CBO	Community Based Organization.
CHW	Community Health Worker.
CO	Community Organizer.
CPM	Critical Path Method.
CUS	Centre for Urban Studies, University of Dhaka.
DCC	Dhaka City Corporation.
DPHE	Department of Public Health Engineering.
DSS	Department of Social Services.
GOB	Government of Bangladesh.
ICDDR,B	International Centre for Diarrhoeal Diseases Research, Bangladesh.
kutchra	Impermanent building materials.
LGED	Local Government Engineering Department.
mastaan	Local musclemen extracting surplus from slum dwellers and squatters.
NGO	Non-Government Organization.
PDB	Power Development Board.
RAJUK	Rajdhani Unnayan Karttripakha.
SIP	Slum Improvement Project
SIPCC	Slum Improvement Programme Community Co-ordination.
Slum	General term, also used to designate urban poor renting private land.
Squatter	Unauthorized inhabitant of public/government land.
UPRP	Urban Poverty Reduction Project.

CHAPTER-1
INTRODUCTION

CHAPTER-1

INTRODUCTION



1.1 INTRODUCTION

The slum dwellers live in miserable and sub-human condition. They can be easily identified from other residents by the physical structure of their dwellings which are found to be congested, unhygienic and inhabitable for human beings. Slums are not healthy places. Respiratory diseases are common among slum dwellers. If we look at the characteristics of slum, we find miserable condition and a degraded environment. The people are poor and hence the poverty of the inhabitants is a universal characteristic of slums. Overcrowding is common in almost all slums.

Slums and squatter settlements are found all over the city, especially within the DCC areas. The total number of these slums and squatter settlements is around 3007. It has spread out even to the residential areas of Gulshan and Banani. It has also laid its icy hand even on diplomatic zone of Baridhara. There are about 150 slums in the area of Gulshan, Banani and Bandhara. At least 2 million people are residing in those areas.

1.2 DEFINITION OF SLUM

There is neither a universally accepted nor valid definition of slums. Definitions vary largely, depending on the authors perspective or emphasis, the geographical reference and the broader socio-economic context. According to the United Nations Report on urban land policies, a slum may be defined as:

"..... a building, group of buildings or area characterised by overcrowding, deterioration, unsanitary conditions or absence of facilities or amenities which, because of these conditions or any of them, endanger the health, safety or moral of its inhabitants or the community". According to this definition, a slum may be either a single building or a group of buildings

A working definition for the study of slums in Dhaka has been given by the Centre for Urban Studies, University of Dhaka which states "Bastees (Slums and Squatters) are authorized or unauthorized area of very high density area (over 300 persons per acre) as well as very high room crowding (3 or more adults in a room), and poor housing (generally Stacks, Kutcha or very old structures or semi-pucca flimsy structures or very old dilapidated buildings) The areas have inadequate water supply, poor sewerage and drainage facilities, little paved streets and lanes and irregular clearance of garbage. Bastees are inhabited by very poor and poor people who are mostly engaged in various types of informal sector activities." It ought to be kept in mind, however, that all squatter settlements may be slums, but not all slums are squatter settlements.

1.3 NATURE AND CHARACTERISTICS OF SLUMS

Slums are found all over the world. They are abundant in third world countries. They are also in existence in developed countries, particularly in those of the capitalist system. The important implication is that nature and characteristics may vary from place to place. Yet, there are some characteristics which are common to almost all slums. Some of these common characteristics are enumerated hereunder.

i) Poverty: Poverty of the inhabitants is the universal characteristics of slums. Although the poor economic condition is acceptable to the slum dwellers, living in slums helps in making ends meet only

ii) Overcrowding: Worst slum conditions occur due to overcrowding. Two types of overcrowding are noticed. The space is overcrowded with buildings and the buildings are overcrowded with people.

iii) Substandard Housing: It is the prime characteristics of slums. The shelter problem is manifested by absence or inadequacies of infrastructure services.

iv) Appearance: The neglect and disorderly aspect of the buildings and houses, yards and streets showing structural over-age and decline may be called a universal mark of slum.

v) Health and Sanitation: In general, the slums are characterised by low standard of sanitation. There is a serious lack of utility services such as potable water, sewerage, and drainage. Due to poor environmental condition and malnutrition, the infant mortality rate is high.

1.4. SLUM IMPROVEMENT

Slum improvement could be done in three distinct ways, namely, slum clearance, relocation and upgrading.

Slum clearance- Slum clearance means not only depriving the slum dwellers of their traditional job opportunities, but also clearing away of small but productive industrial establishments and enterprises without their adequate replacement.

Slum relocation – Slum relocation means resettling the dwellers in a new site. This implies relocation of dwellings, but not enterprises.

Slum upgrading – slum upgrading means keeping the slum dwellers on site and providing some improvement within the existing set-up.

Tentative list of the reasons, compiled from various sources, why government in Asia shifted their policies from clearance and relocation to upgrading highlights the following elements

- i) cost of clearance and relocation is prohibitive.
- ii) by clearance and relocation, no net addition is made to the housing stock
- iii) clearance and relocation do not remove slums. These appear in new places. The influx of people continues.
- iv) upgrading is less disruptive.
- v) per capita investment in upgrading is lower than in relocation with less cost, benefits can reach a greater number of people. Thus upgrading projects become replaceable.
- vi) upgrading is socially acceptable to the dwellers. They are not pushed away from the vicinity to their work places.
- vii) to the dwellers, upgrading is more affordable.

- viii) people's participation is more likely found in upgrading projects than in relocation schemes. People's participation lowers subsidy requirement by reducing cost. Thus, it frees public capital for other development investments.

1.5 ROLE OF COMMUNITY BASED ORGANIZATIONS

Community is a social unit where by- i) a group of people sharing a common geographical area; ii) these group of people are interacting within a common culture; iii) having a common need. **Community Based Organizations** are groupings or associations of members of the Community that come together in response to a felt need. Community involvement is essential in programmes like improving living conditions in existing urban settlements as well as in new area. Community involvement is a fundamental democratic process which accords the community and its organization an effective form of participation in decision making, planning implementation and maintenance of shelter and urban services. Its long term benefits are self reliance, technical and organizational efficiency, environmental enhancement, generation of employment and "User Satisfaction." It should be noted here that the creation of strong and competent community organizations is a long-term process (usually through political empowerment and resource allocation) and often requires technical assistance from NGO and development agencies.

A community managed development scheme does not imply that Government has abandoned its responsibility for the provision of services. But it requires a change in administrative, planning and contracting procedures for shared decision making and contractual partnerships between government agencies and communities. This usually requires an enabling legislation and proper registration of community organizations as societies or co-operatives so that they can enter into contractual arrangements with public agencies and the private sector.

Among the potentially wide scope for involvement of community organizations (depending on the level of organization and technical skills) are:

- a) land regulation and plot allocation in existing settlements;
- b) setting up building regulations for self help housing;
- c) construction contracts for improvement and maintenance of on site infrastructure; road network, water supply, drainage, sanitation;

- d) organization of collections of solid waste;
- e) credit co-operative and community saving clubs (mainly for income generation, enterprise development and shelter improvements);
- f) collection of charges and fees for services from municipalities and utility companies;
- g) management of community centres;
- h) participation in basic health care services,
- i) management of vocational training and skills development;
- j) organization of education services and
- k) provision of security services and social welfare.

1.6 RESEARCH OBJECTIVES

Following are the objectives of the research

- i) To study the activities of the community based organizations in the slum areas.
- ii) To assess the relative performance of the community based organizations for slum upgradation.
- iii) To identify the problems and constraints of community based organizations and suggest policy recommendations on those problems and constraints.

1.7 RESEARCH METHODOLOGY

The research mainly based on primary data collected at different stages. Moreover some secondary sources like book publications, Journals, articles, reports and assorted other documents were of use as supporting evidence. The methods employed at various stages of collecting primary data are described below.

Two slum areas were selected for this study. Selection was based on the duration of functions of the community based organizations in the areas. Accordingly, one slum area where community based organizations have been functioning around 2 years and another with around 1 year duration were selected.



Two categories of respondents were selected for the study. One category included the members of the executive body of the community based organizations; while the other category included the service recipients of the community based organizations in the slums. Data/information were collected from selected questionnaires survey. Two types of structured questionnaires were used for two broad categories of respondents i.e. one for the members of the executive committee of concerned community based organizations; while the other was used for slum dwellers. Finally, data was analyzed for presenting comparative statements of the concerned issues of the types of slum areas.

1.8 RESEARCH LIMITATIONS

This research work has been done with information and material constraints. The collection of required research materials from different sectors has been extremely difficult. In Bangladesh the concept of community involvement in development activities was unknown even a few years back. As a result required information, papers, documents and books are hardly available. Government officials are not aware and experienced in this aspect. Hence required input from their end could not be possible. For this reason information relevant for this present research were mainly collected through a primary survey, observations, interviews and finally author's judgement and experience.

1.9 EXPECTED RESULTS

The study will help to ascertain the contribution of Slum Improvement Project (S I P) through community based organizations in respect of improvement of life style of the slum dwellers. It would also be possible to integrate the community based organizations approach with the national planning process for achieving better results in future in respect of slum development.

1.10 APPLICATION

Through this study it would be possible to get a comprehensive idea regarding the facilities provided by the community based organizations to different slum areas for improving the overall conditions of the slum dwellers, especially for their health, sanitation, education, housing conditions etc.

CHAPTER – 2

**ANALYSIS OF FINDINGS
OF THE STUDY AREA**

CHAPTER-2

ANALYSIS OF FINDINGS OF THE STUDY AREA

2.1 DESCRIPTION OF THE STUDY AREA

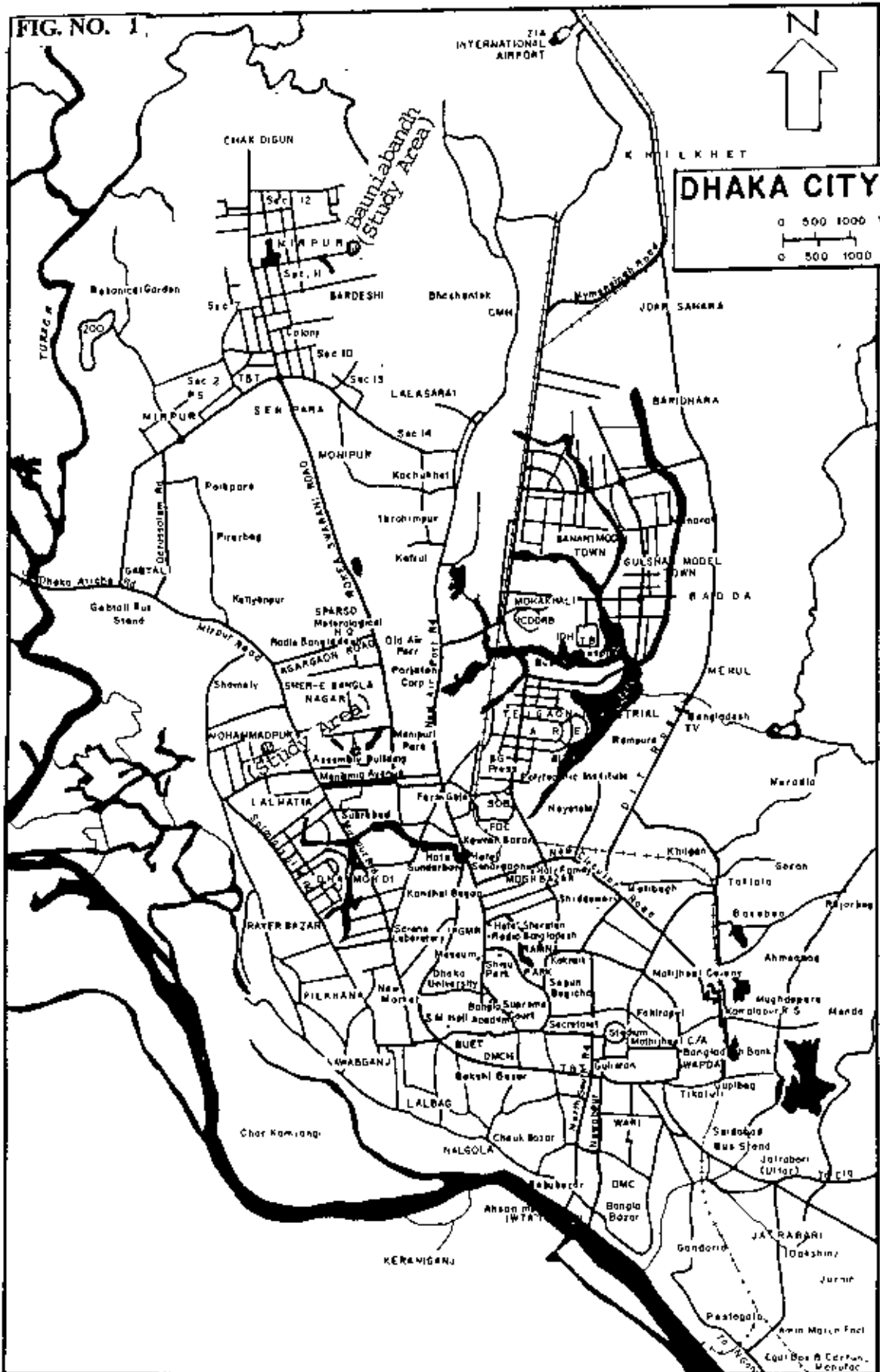
Bauniabandh (Block-A) and Mohammadpur Townhall - 1 are the selected study areas. Bauniabandh (Block-A) is situated at section-11 in Mirpur under Ward no.-05. The total number of houses are 520 where 3120 peoples are living over there. Mohammadpur Townhall-1 is at Mohammadpur under Ward no- 44. The total number of houses are 360 where 2520 peoples are living over there.

Ward no.	Name of the Slum	Main Location	No. of H/H	Population
05	Bauniabandh (Block-A)	Mirpur(Sec.-11)	520	3120
44	Mohammadpur Townhall-1	Mohammadpur	360	2520
Total			880	5640

2.1.1 BAUNIABANDH SLUM (BLOCK-A)

The working organizations in this area are LGED, SAVA, RADDA, PROSHIKA, ASHA. Only LGED is working through community based organization created under their SIP. Their work period is for 2 years. An office room and a primary school are their assets. The location is about one mile on the east from Mirpur bus station (Sec-11). Most of the places situated on slope land which causes water pressure to be lowered in those places reducing the supply of drinking water. Housing conditions are poor, too small in size and very congested in the pattern, uniformity has been maintained in the pattern of slum housing. This is not a good environment for living. Different commercial activities and shops are found within and outside the area. Educational and recreational facilities are not available for slum dwellers. The road layout is regular and narrow. Different service facilities are not available in the area. One single water tap is usually used by a large number of families and inadequacy in the supply of water creates hardship for the slum people. Other service facilities such as sewerage and garbage disposal facilities are also inadequate. Due to lack of proper attention

FIG. NO. 1



DHAKA CITY MAP

0 500 1000 Yards
0 500 1000 Meters

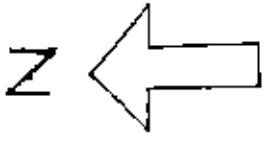
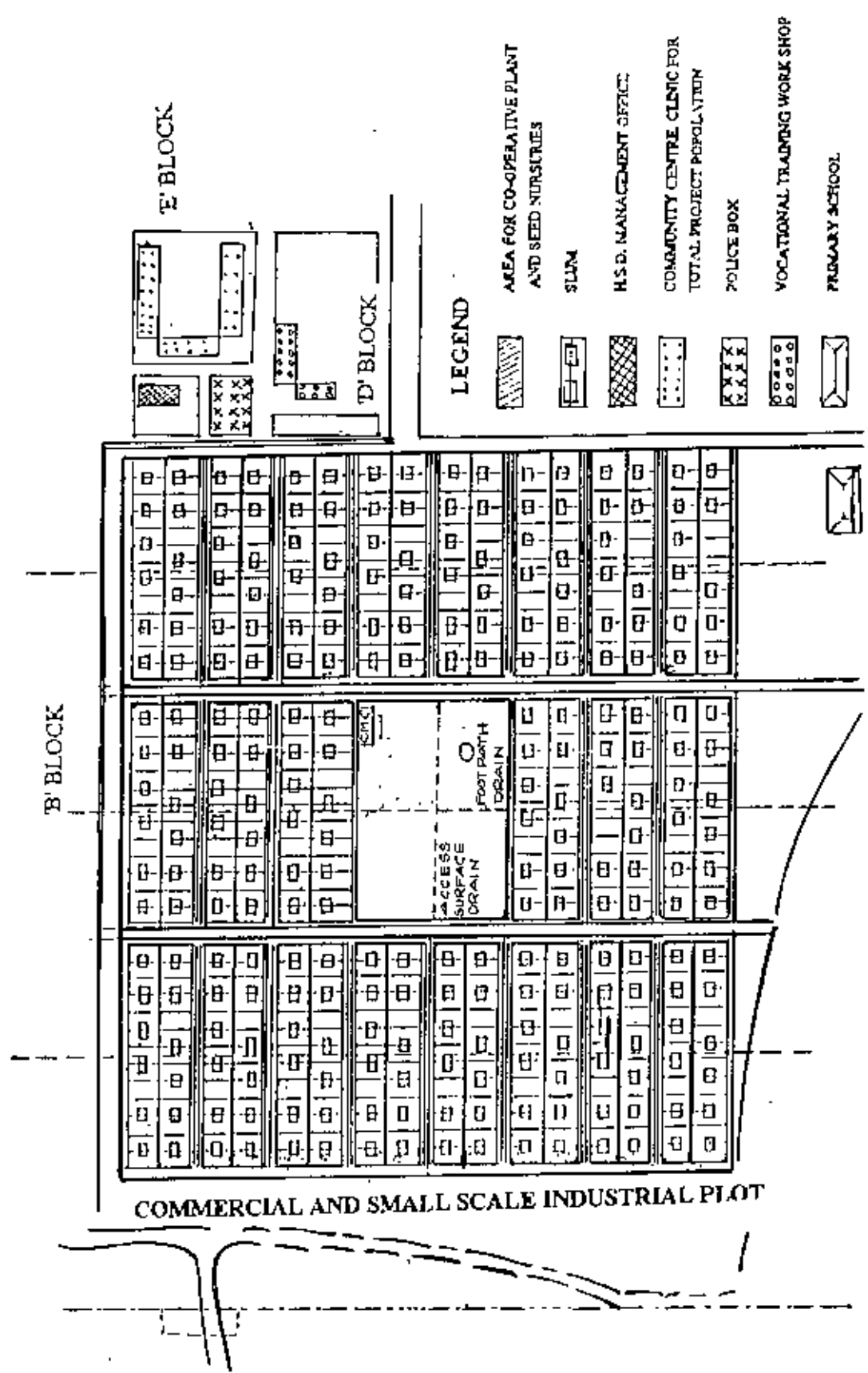


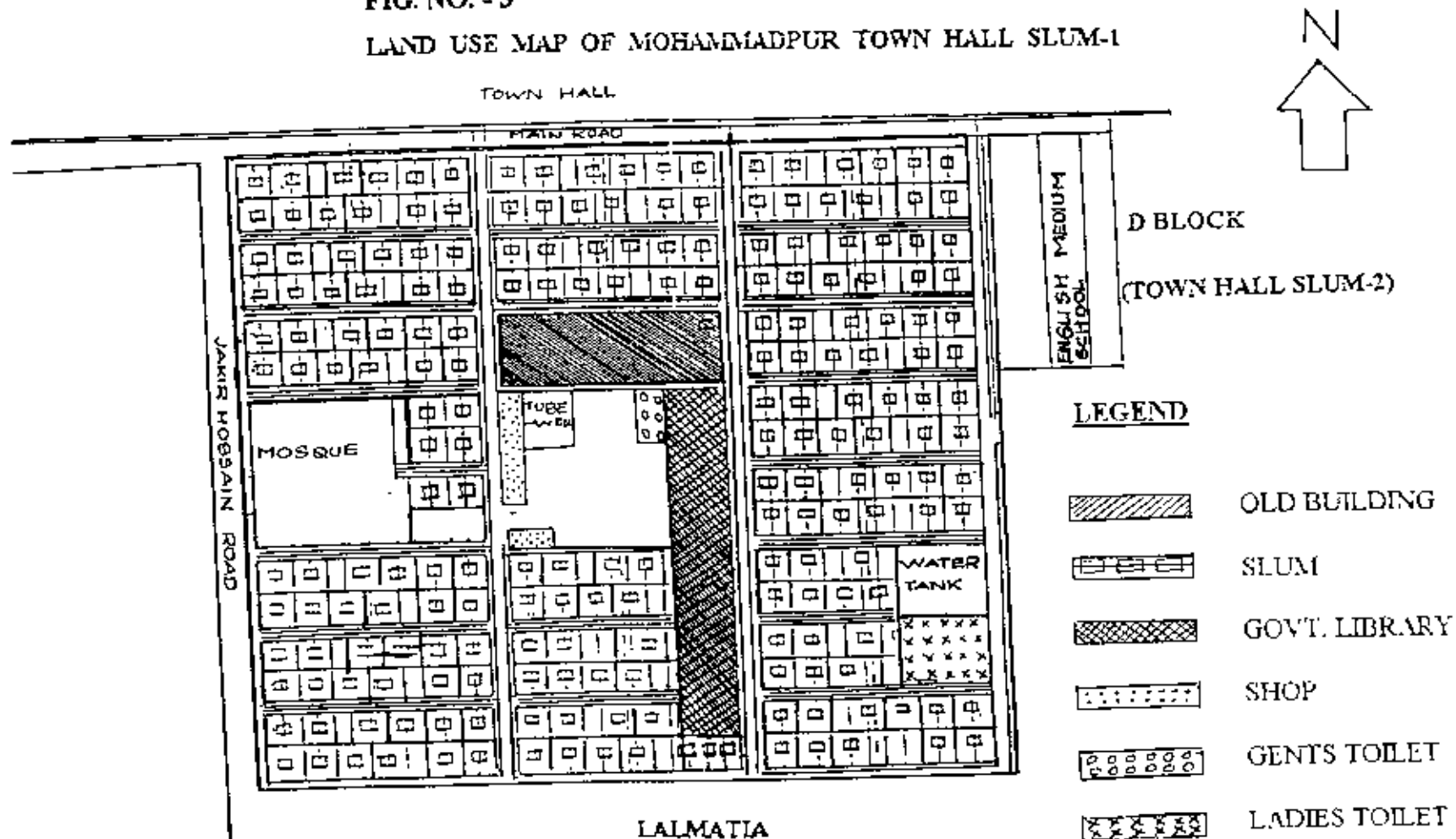
FIG. NO. - 2
LAND USE MAP OF BAUNLABANDH SLUM (BLOCK-A)



SOURCE : UNITED NATIONS CAPITAL DEVELOPMENT FUND (UNCDF).
Scale: 1:10,000

FIG. NO. - 3

LAND USE MAP OF MOHAMMADPUR TOWN HALL SLUM-1



SOURCE : UNITED NATIONS CAPITAL DEVELOPMENT FUND (UNCDF).

Scale: 1" = 60'

of the CBO in respect of the road side drains are over flooded sometimes by this dirty water houses are also inundated causing health hazard to the dwellers. The slum dwellers throw their day to day garbage in the drum provided by the SIP; but CBOs are not regularly clearing those to the specified place. The overall environmental condition is not satisfactory. Moreover the depressed land creates very unhygienic and unfavourable atmosphere for living in Bauniabandh slum (Block-A). The houses are in most cases arranged in rows and in some others the houses are regularly built.

2.1.2 MOHAMMADPUR TOWNHALL SLUM-1

This is also known as "Bihari Bastee". The working organizations in this area are LGED, WORLD VISION, RED CROSS. Only LGED is working through community based organization created under their SIP. Their work period is for one year. An office room which is used as school is their asset. It is adjacent to the residential area of Mohammadpur. This area is enclosed by Asad avenue and Zakir Hossain road. The other two sides are attached with high and middle class residential areas and commercial shopping establishments. The area is developed in an unorganized way. There is no fixed place of garbage disposal facilities of the municipality. Small shops and kutcha bazar are found within the locality. Educational and other recreational facilities are not available within the slum. Drainage system is very poor and inadequate. In such situation, the drains are again in most cases open and not properly cemented everywhere which creates bad smell all the time and breeds mosquitoes and other unwanted insects. The water supply system is ordinary and according to the slum people it cannot meet their day to day need for water. Moreover the taps are fewer in number which are usually used by a large number of families. The poor drainage arrangement and inadequate supply of water has created unhealthy and polluting slum environment. The housing condition in Bihari Bastee is poorer than Bauniabandh slum (Block-A). Lighting facilities are little better. Housing conditions are comparatively poorer than its surrounding areas and developed in an unplanned way. A large number of people live in this slum. The internal roads are semipucca in nature and street lighting facilities are quite inadequate.

2.2. ROLE OF DIFFERENT AGENCIES WHICH ARE INVOLVED IN SLUM IMPROVEMENT PROJECT (SIP)

In Slum Improvement Project (SIP) mainly five agencies are involved namely UNICEF, LGED, City Corporation/Pourasava, NGOs, and CBOs. UNICEF is the initiator and funding agency of project. SIP is a community managed project which was uncommon among the government agencies of Bangladesh. UNICEF first developed this idea in 1982. It was a three year project implemented in 4 (Four) City Corporations i.e. Dhaka, Chittagong, Khulna, Rajshahi. The implementing agency of the project was the Department of Social Services (DSS). The project was undoubtedly a good beginning in the implementation, but could not achieve expected result due to the involvement of local authorities. The local authorities are under the administrative control of the ministry of Local Government Rural Development and Co-operatives (LGRD & C), as DSS or ministry of Social Welfare have no administrative control over local authority. After evaluation of the project in 1985 UNICEF felt that the project should be implemented either through the ministry of Local Government Rural Development and Co-operatives (LGRD & C) or through international agencies through the ministry of LGRD & C. Therefore, UNICEF started Slum Improvement Project through LGED in 1985 for five years in 5 (five) Pourasavas/subsequently which has been extended to 4 (four) City Corporations and 21 (twenty one) Pourasavas of Bangladesh and concluded in 1996. The role of each agency is given below:

ROLE OF UNICEF

UNICEF is the funding agency for the project. The total fund of this project is grant. Usually in a grant project donors have much interference and impose several conditions. But in SIP after approval of workplan they release fund directly to the implementing local body who after implementation send the vouchers to UNICEF for adjustment. In a grant project usually there are lot of international and local consultants for which a good amount of money is spent, but in SIP project no consultancy service is required. UNICEF has given a concept of the project which includes objectives, strategy and standard. The objectives of the project are to draw attention of the government and other stake holders towards slum problem, develop a model for slum improvement and policy advocacy. The strategy of the project is mobilization

and convergence of available resources including harnessing community resource and involvement of community at all stages. UNICEF in consultation and with support from LGED ensure monitoring and supervision of the project

ROLE OF LGED

LGED is a government agency implementing the project, who had to prepare project document like Project Concept Paper (PCP), Project Proforma (PP). Fund for the activities directly implemented by LGED is released in favour of LGED by UNICEF and fund for the activities implemented through City Corporation or Community goes to respective City Corporation/Pourasava. Only training Programme, workshops and seminars are being implemented by LGED. In the training programme LGED usually engage NGOs. All other activities are being implemented through City Corporation/Pourasava. LGED ensures monitoring, evaluation and top supervision of the Project. They are accountable to the central government as well as donors.

ROLE OF CITY CORPORATIONS/POURASAVAS

City Corporations/Pourasavas are the main implementors of the project as because there is a project implementation committee at each Corporation/Pourasava & headed by representative of mayor/chairman. The City Corporation/Pourasava level committee consists of representatives from all stake holders. This committee approves all project estimates and work plan. The local bodies receive fund from UNICEF directly with the recommendation of LGED. Since the schemes under the project are being implemented by CBOs, the City Corporation/Pourasava do not spend any fund directly except salary of the staff and contingencies for the project. They release all project fund in favour of CBOs for implementation, supervision of their work and keep proper accounts for all expenditures by the CBOs for the respective project

ROLE OF NGOs

Under Slum Improvement Project, involvement of NGOs were limited to training and development of training materials. Training includes awareness, raising of community

leaders, community organizers, school teachers and health workers, training on primary health care to the health workers, training on literacy for teachers, community organization training for the community organizers. Besides these, there were provisions for skill development training for the slum women for making self dependent.

ROLE OF COMMUNITY BASED ORGANIZATIONS (CBOs)

In all communities, especially in the urban poor community, to settle local disputes, to organize unified movement and after to solve local problems, local community committee consisting of leading people of the community are seen in many cases. These community based organization are different in nature in different communities. Some organizations are developed in the natural course at the initiative of local people. There are CBOs, especially designed and organized with the support from the NGOs or through donor supported projects of the government. The structure formation of these CBOs are different in different cases. The locally developed CBOs do not have any rigid role, rather those are initiated by the influential persons of the community and headed by them. The structure is also dependent on the wish of the influential persons. Usually there is one president or chairperson, two or three vice presidents or vice chairpersons, one secretary and four to six members. Under slum Improvement Project implemented by Local Government Engineering Department (LGED) through Poursava/City Corporation with the financial support of UNICEF, there are CBOs involved at all stages of the project implementation. In this case the whole community is organized in groups of 10 to 15. There is one elected president and one elected vice president, one of whom must be woman. There is one secretary, nominated by the City Corporation/Poursava from among their staff members. All group leaders are members in the committee. The name of the community committee is Sub Project Implementation Committee (SPIC). All Project fund goes to the SPIC, who purchase materials, engage labourers and implement all project works with the help of technical persons from City Corporation/Poursava. The groups maintain their own bank account independently and start saving at the rate of Tk. 5.00 - 10.00 per week. Account of the group is being operated with joint signature of president and secretary. In case of NGOs the structure of the CBOs are different in different cases. The most common one is that, they organize the whole community in groups of five.

FIG. NO. - 4

GENERAL STRUCTURE OF LOCALY DEVELOPED CBOs :

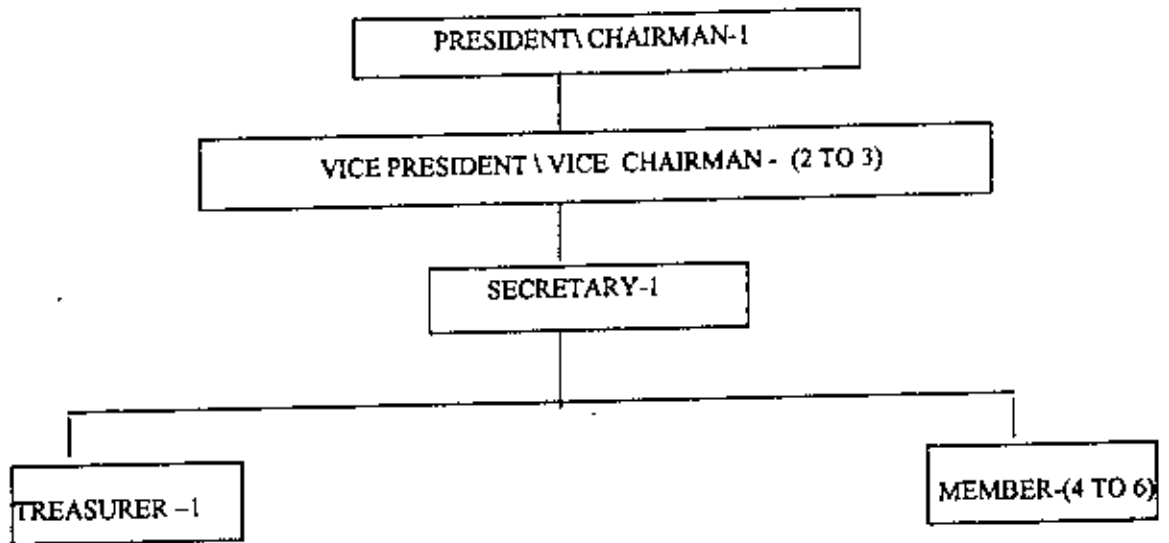
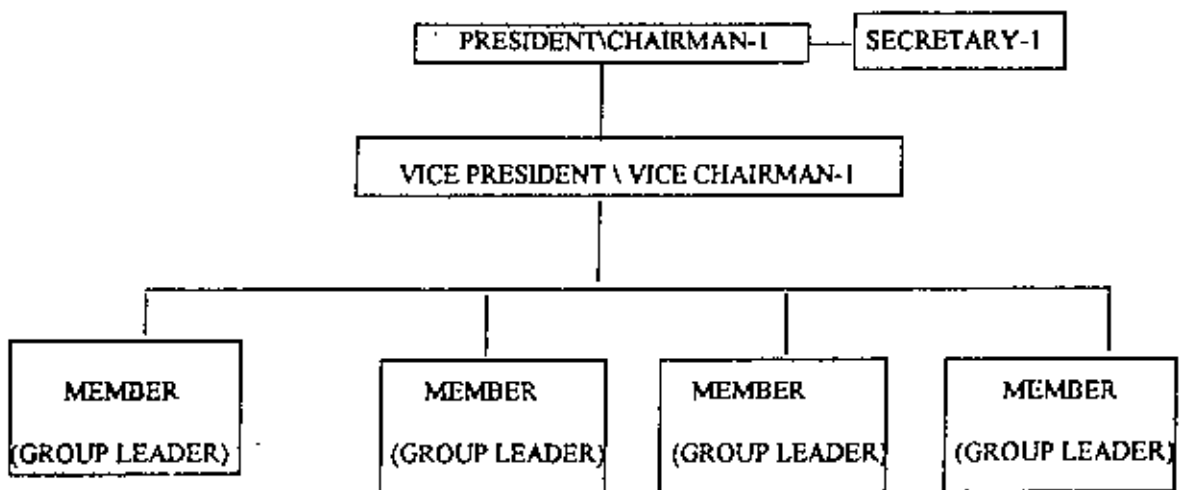


FIG. NO. - 5

STRUCTURE OF SPIC



The Components of Slum Improvement Project are water supply, sanitation, environmental improvement through construction of footpaths and drains, waste management, primary health care, education and income generating loan UNICEF also set standard of the project components which are described below :

- for water supply and sanitation tubewells and latrines are provided in the slum areas. One twin pit latrine for every three families and one tubewell for every ten families are provided among the slum dwellers.

- 1sq.meter footpath and 1m long pucca drain are provided per family. In this respect all materials are being supplied by the department and labour is the contribution of the beneficiaries.

- for waste management there is one dustbin for every one hundred families. Cleaning of the streets is the responsibility of the community for which no payment is made by the department (LGED).

- for primary health care is the responsibility of the health worker who gets only Tk. 200.00 per month as allowance. Necessary medicine at half cost and equipment are being supplied by the department (LGED).

- for education, satellite schools are established in the slum areas. There is one teacher for each school who gets Tk. 500.00 per month as salary. No. of student in each school is limited to 33. Against the rent of school class room space a sum of Tk. 200.00 is given for each school per month. All these payments are made by the department (LGED).

- for income generation there is a provision of credit in the ceiling of Tk 2000.00 - 5000.00 per family.

The community plays the key role in preparing estimate, determining priority of activities and implementation. The staff members of the project provide technical support to the

community for these activities. Maintenance of the infrastructure is the responsibility of the community. For major repair, the City Corporation/Pourasava takes necessary steps.

2.3 PROBLEMS AND CONSTRAINTS OF CBOs

2.3.1 INSTITUTIONAL PROBLEMS.

The existing institutional structure resembles to some extent obsolete perceptions and ideas about urbanization, housing and land development that lead to its inefficiency and ineffectiveness. The following are some of the institutional problems that adversely affect the urban poor. Technical and managerial weaknesses hinder smooth conduct of urban development services.

2.3.1.1 PERSONNEL PROBLEMS AND LACK OF COMMITMENT

In some intervening agencies, such as the DCC and municipal corporation, there are problems related to personnel. For example, the engineering department of the DCC has not co-operated with its chief Slum Improvement Officer (CSIO) by withholding any engineering assistance in the slum improvement schemes under the CSIO's jurisdiction. The CSIO does not always get necessary co-operation from other DCC officials. Likewise many municipal corporations have not given proper support to the LGED co-ordinated SIP. In a number of cases, Slum Improvement Officers (SIOs) and community workers (COS) were not appointed by municipalities.

2.3.1.2 CO-ORDINATION

Lack of co-operation and co-ordination between concerned GOB agencies, DCC and NGOs is a major institutional problem. The problem of co-ordination lies between different line agencies such as RAJUK, HSD and UDD under the ministry of Housing & Public Works, and also between DCC the GOB agencies. There is no proper co-ordination and consultation between the GOB agencies and the NGOs either. Same is the case between the Ministry of Housing and Public Works and its line agencies. The problem of lack of co-ordination has to a large extent made it difficult for concerned institutions to address the problem of urban housing

2.3.2 LACK OF APPROPRIATE POLICY FRAME WORK

Excepting NHP, there is no legal framework in the areas of human settlement and shelter. No definite national level physical planning regulation exists. A national physical planning (land use control) ordinance was prepared by the UDD in draft form in 1985 under the UNDP/UNCHS aided national physical planning project (II). Linkages between employment and income generation and housing were not addressed by any legislation (excepting the case of the Grameen Bank). A national housing policy without a Habitat policy and urbanization policy would not be able to address the multifarious problems, issues and challenges facing the urban poor. One of the consequences of such a vacuum is the absence of a slum Act which would have given slum dwellers a sense of security without establishing a proper linkage between the proposed policies, a comprehensive action plan for addressing the intricate nature of urban problems in which housing is a key component, can not be undertaken. To what extent NHP in a partially policy vacuum environment will be successful at the implementation stage remains to be seen.

2.3.3 LACK OF EFFECTIVE COLLABORATION BETWEEN GOB AND NGOs

There is a lack of effective collaboration between GOB and NGOs in urban housing sector. Although in recent times, a government agency (HBRI) has called for NGO support in familiarising its low-cost housing technique and material for the poor, but there is virtually no co-operative venture between the GOB agencies and the NGOs in the urban housing sector. The SIP is a case in point. Many NGOs are working in slums in the peri-urban and urban areas where LGED is also providing services through its SIP. But due to overlapping and lack of co-ordination between the two, beneficiaries across the country are deprived of a well planned and co-ordinated services. On the other hand too much regulation on the part of the government restrict NGO efforts to mobilize community resources for housing the poor.

2.3.4 LACK OF GOVERNMENT SUPPORT AND FINANCE

The public sector institutions responsible for delivering housing and shelter to the urban poor have not been strengthened. There is inconsistency between the declared housing policy and

the existing support structure for shelter and housing for the urban poor. Finance in housing for the poor is not available. It is neither available on a regular basis nor sufficient when available. The GOB managed and controlled financial institutions are neither supportive nor innovative. Indeed, there is very little formal credit available for the poor for land and development, which compels them to depend heavily on the informal sector for credit at an exorbitant rate. In the public sector, there is no designated financial institution that caters to the funding needs of the urban poor. This is a major cause why housing for the poor has not reached a desired stage. Existing laws also create hindrances on the part of lending institutions to give credit because the poor are not able to provide collateral security as they do not have legal ownership of the land. As regards SIP, it appears that there is a feeling among the policy makers that "slum improvement would lead to slum encouragement" although there is provision that government can distribute khas land (government owned land) among the landless. It has not taken any initiative to provide khas land to the landless slum dwellers.

2.4 COMMUNITY BACKGROUND

2.4.1 LOCATION

The location of Bauniabandh (Block-A) is about one mile on the east from Mirpur bus station (sec-II). Mohammadpur Townhall - 1 is known as "Bihari Bostee". It is adjacent to the residential area of Mohammadpur. This area is enclosed by Asad Avenue and Zakir Hossain road. The other two sides are attached with high and middle class residential areas and commercial shopping establishments. The area is developed in an unorganized way.

2.4.2 DEMOGRAPHIC DATA

Bauniabandh (Block -A) is situated at section-II in Mirpur under ward no-05. The total number of houses are 520 where 3120 peoples are living over there. Mohammadpur Townhall -1 is at Mohammadpur under ward no-44. The total number of houses are 360 where 2520 peoples are living over there. The highest proportion of slum dwellers are illiterate. Due to availability of better education facilities as compared to previous years, the younger generation is being educated better than the older one in general. Business activities are being carried out in the community for a longer period of time.

2.4.3. HOUSING CONDITION

2.4.3.1 DURATION OF LIVING IN THE SAME HOUSE

Combining the households of two slums it has been found that the maximum residents have been staying at the same house for more than 5 years. Table-2.1 shows that about 97.5% respondents are living in the same house for more than 5 years. Among them 2% were living in the same house for 3-4 years. The rest 0.5% households were living 2-3 years in the same house of the study area.

TABLE - 2.1
DURATION OF LIVING IN THE SAME HOUSE

Duration of Living (Years)	Name of the Slum		Total
	Bauniabandh (Block-A)	Mohammadpur Town hall-1	
<1	-	-	-
1-2	-	-	-
2-3	-	1	1 (.5)
3-4	4	-	4 (2.0)
>5	96	99	195 (97.5)
Total	100 (50.0)	100 (50.0)	200 (100.00)

Source: Field Survey, 1996

2.4.3.2 NO. OF ROOMS

Most of the dwellers of the slum have one room to use for all their family members. It is seen from Table-2.2 that 50.5% of the households are in this category and 49.5% of them have been using 2 to 3 rooms. There is need for more housing units if we consider 5 persons per households as per households as per BBS census document. 99% of the total slum dwellers of Bauniabandh (Block-A) have 2 to 3 rooms to use for all their family members. But in Mohammadpur Townhall-1, 100% slum dwellers have been using 1 room.

TABLE -2.2
NO. OF ROOMS OF THE FAMILIES

No. of Rooms	Name of the Slum		Total
	Bauniabandh (Block-A)	Mohammadpur Town hall-1	
1	1	100	101 (50.5)
Part of Room	-	-	-
2-3	99	-	99 (49.5)
No Room	-	-	-
Others	-	-	-
Total	100 (50.0)	100 (50.0)	200 (100.0)

Source : Field Survey, 1996.

2.4.3.3 AVERAGE HEIGHT OF THE ROOM

Table-2.3 shows that about 34% houses have heights within 1 to 2 meters and 66% houses have heights within 2 to 3 meters. In general the better off people fall in to this group (2 to 3 meters). 79% of Bauniabandh (Block-A) have an average height within 2 to 3 meters and the rest 21% houses have heights 1 to 2 meters. but in Mohammadpur Townhall-1, 53% houses have heights within 2 to 3 meters and 47% have heights within 1 to 2 meters.

TABLE -2.3
AVERAGE HEIGHT OF THE ROOM

Height of the Room (m)	Slum Basis Household		Total
	Bauniabandh (Block-A)	Mohammadpur Town hall-1	
<1	-	-	-
1-2	21	47	68 (34)
2-3	79	53	132 (66)
Total	100 (50.0)	100 (50.0)	200 (100.0)

Source : Field Survey, 1996

2.4.3.4 AREA OF FLOOR (SFT)

Most of the sample houses of the poor people are constructed on very small plot. Table-2.4 shows that each of the 12.5% of the families use only less than 50 square feet of space as the floor areas of their houses. 87.5% of the total households have 50-100 square feet floor areas. Generally, the poorest, destitute and new comers live within the floor area less than 50 square feet and in general the better off people fall into the floor area 50-100 square feet. Most of the slum dwellers of Bauniabandh (Block-A) use larger floor area than Mohammadpur Townhall-1 which is shown in Table-2.4.

TABLE -2.4
AREA OF THE FLOOR (SFT)

Floor Area (sft)	Name of the slum		Total
	Bauniabandh (Block-A)	Mohammadpur Town hall-1	
<50	4	21	25 (12.5)
50-100	96	79	175 (87.5)
151-200	-	-	-
Total	100 (50.0)	100 (50.0)	200 (100.0)

Source : Filed Survey, 1996.

2.4.3.5 BUILDING MATERIAL USED FOR FLOOR, WALL AND SHADE

Floor materials :

The construction materials of the floors of the houses of the households are of many kinds; brick and cement, mud, bamboo etc. Most of the houses have kutchha floors made of mud. It is observed from Table-2.6 that in Bauniabandh (Block-A), 81% of total houses used mud as floor materials. Next to mud, brick and cement ranks second. 19% of the floors of the houses are cemented. But in Mohammadpur Townhall-1 most of the houses (57%) are Kutchha made of mud and 43% of the floors of the house are cemented.

Wall Materials:

The materials used for the walls of the houses are brick and cement, tin, bamboo, polythene, leaves, mud etc. Figures in Table-2.6 reveal that most of the houses have used bamboo as wall materials and 83% of the total houses of Bauniabandh (Block-A) used bamboo. But in Mohammadpur Townhall-1 most of the households (99%) used bamboo for walls Table-2.5 also shows that as wall materials 6.5%, 2%, 0.5% households used brick and cement, tin, mud respectively for walls.

Roof materials:

It is seen from Table-2.5 that the highest percentage of households constructed roofs with tin. About 99.5% of the total houses of Bauniabandh (Block-A) have roofs with tin and 0.5% used bamboo for the roof.

TABLE -2.5
PERCENTAGE OF CONSTRUCTION MATERIALS

Materials Name	Floors	Walls	Roofs
Brick & Cement	31%	6.5%	-
Tin	-	2%	99.5%
Bamboo	-	91%	0.5%
Polythene	-	-	-
Leaves	-	-	-
Mud	69%	0.5%	-
Others	-	-	-
Total	100%	100%	100%

Source : Field Survey, 1996

TABLE-2.6
BUILDING MATERIAL USED FOR FLOOR, WALL AND ROOF

Floor Materials	Construction Materials	Name of the Slum		Total
		Bauniabandh (Block -A)	Mohammadpur Townhall-1	
	Brick & cement	19	43	62 (31.0)
	Tin	-	-	-
	Bamboo	-	-	-
	Polythene	-	-	-
	Leaves	-	-	-
	Mud	81	57	138 (69.0)
	Others	-	-	-
Total	-	100 (50.0)	100 (50.0)	200 (100.0)
Wall Materials	Brick & Cement	13	-	13 (6.5)
	Tin	3	1	4 (2.0)
	Bamboo	83	99	182 (91.0)
	Polythene	-	-	--
	Leaves	-	-	--
	Mud	1	-	1(0.5)
	Others	-	-	--
Total	-	100 (50.0)	100 (50.0)	200 (50.0)
Roof Materials	Brick & Cement	-	-	
	Tin	99	100	199(99.5)
	Bamboo	1	-	1(0.5)
	Polythene	-	-	
	Leaves	-	-	
	Mud	-	-	
	Others	-	-	
Total	-	100 (50.0)	100 (50.0)	200 (100.0)

Source: Field Survey, 1996

2.3.2.6 KITCHEN CONDITION

Table-2.7 demonstrates that 55.5% of the families cook for their family members inside their bed room. Because most of the families have only one room and they also cook in the yards or roadsides. 39.5% of the households constructed kutcha kitchens by themselves or by the owner of the houses and only 5% of the households have pucca kitchen. Table-2.7 also shows that 90.5% of the total households were not satisfied where only 9.5% were satisfied with their kitchen structure

TABLE-2.7
KITCHEN STRUCTURE AND SATISFACTION

Name of the Slum	Structure of Kitchen			Total	Satisfaction		Total
	Kutcha	Pucca	Food is Cooked in the Bedroom, Yards, Road side		Yes	No	
Bauniabandh (Block-A)	79	10	11	100	19	81	100 (50.0)
Mohammadpur Town hall-1	-	-	100	100 (50.0)	-	100 (50.0)	100 (50.0)
Total	79 (39.5)	10 (5.0)	111 (55.5)	200 (100.0)	19 (9.5)	181 (90.5)	200 (100.0)

Source : Field Survey, 1996.

2.4.4 BASIC UTILITY SERVICES

2.4.4.1 SOURCE OF WATER SUPPLY

The sources of water supply of the households are : (a) Hand tube-well (b) WASA Connection (c) Pond/well (d) Road side stand pipe (e) Community stand pipe (f) Neighbourhood stand pipe (g) City Corporation stand pipe (h) Others slums. It is observed from Table-2.8 that 46% of the slum dwellers collect water from hand tube-well. In Bauniabandh 92% of the households use hand tube-well and 5% use WASA connection. Both 100% of the households of Mohammadpur Townhall-1 use neighbourhood stand pipe.

TABLE-2.8
SOURCE OF WATER SUPPLY

Source of Water	Name of the Slum		Total
	Bauniabandh (Block-A)	Mohammadpur Townhall-1	
Hand Tube Well	92	-	92 (46.0)
WASA Connection	5	-	5 (2.5)
Pond/Well	-	-	-
Road Side Stand Pipe	-	-	-
Community Project Stand Pipe	-	100	-
Neighbourhood Stand Pipe	-	-	100 (50.0)
Others	3	-	3 (1.5)
Total	100 (50.0)	100 (50.0)	200 (100.00)

Source : Field Survey, 1996.

2.4.4.2 HEALTH FACILITIES

Slums are not healthy places. Unhygienic situation is the general characteristics of the slums. If we look at the characteristics of slums, we find miserable conditions and degraded environment. Overcrowding is common in almost all slums. Majority of them are very poor and they have no ability to take care of food and medicine. They were suffering from various diseases. They have no ability to buy medicine from market. The households usually depend on free treatments in hospitals. The health workers are employed by SIP. Figures in Table- 2.9 reveal that about 96% of total respondents have replied that health workers are employed by SIP and 2.5%,1.5% of total respondents have informed that health workers are employed by NGOs and government respectively. Table-2.10 shows that 46% of the total respondents took the NGOs medical facilities and 54% did not take those facilities. 100% respondents of Mohammadpur Townhall-1 have replied that they have not taken any facilities of NGOs, but 92% respondents of Bauniabandh (Block-A) have taken those facilities. It is also shows that 52.5% respondents were satisfied by the NGOs medical services and the rest 47.5% respondents were not satisfied

TABLE -2.9
HEALTH WORKERS EMPLOYMENT AUTHORITY

Employment Authority	Slum Basis Household		Total
	Bauniabandh (Block-A)	Mohammadpur Townhall-1	
Government	1	2	3 (15)
NGOs	4	1	5 (25)
Community Project/City Corporation	95	97	192 (96.0)
Do not Know	-	-	-
Total	100 (50.0)	100 (50.0)	200 (100.0)

Source : Field Survey, 1996.

TABLE - 2.10
NGOs FACILITIES AND SATISFACTION WITH THEIR SERVICES

Name of the Slum	NGOs facilities		Total	Satisfied by NGOs		Total
	Yes	No		Yes	No	
Bauniabandh (Block-A)	92	8	100 (50.0)	95	5	100 (50.0)
Mohammadpur Town hall-1	-	100	100 (50.0)	-	100	100 (50.0)
Total	92 (46.0)	108 (54.0)	200 (100.0)	95 (47.5)	105 (52.5)	200 (100.0)

Source : Field Survey, 1996.

2.4.4.3 LATRINE STRUCTURE AND SATISFACTION

Comparatively the structure of latrines were better in Bauniabandh (Block - A) than Mohammadpur Townhall-1. It is seen from Table-2.11 that there was no pucca latrines in Mohammadpur Town hall-1, whereas 21% pucca latrines are there in Bauniabandh (Block-A). On an average in two slums, pucca latrine covered 10.5%, kntcha latrine 30.5% and semi-pucca 59.0%. Among the households 94% were not satisfied and only 6% were satisfied with their latrine structure.

TABLE-2.11**LATRINE STRUCTURE AND SATISFACTION**

Name of the Slum	Structure of Latrine					Total	Satisfaction		Total
	Pucca	Kutcha	Semi Pucca	Very Weak	Other		Yes	No	
Baurinbandh (Block-A)									
Mohammadpur Townhall-I	21	61	18	-	-	100 (50.0)	11	89	100 (50.0)
Total	-	-	100	-	-	100 (50.0)	1	99	100 (50.0)
	21 (10.5)	61 (30.5)	118 (59.0)	-	-	200 (100.0)	12 (6.0)	188 (94.0)	200 (100.0)

Source: Field Survey, 1996

2.4.4.4 DRAINAGE FACILITIES

Worse drainage is one of the reasons of polluted environment. Existing drains are usually uncleaned and children, even some of the aged people use drains as latrines. Consequently, water logging takes place frequently. For this reason a grossly unhealthy environment prevails during water logging. From Table 2.12, we see that 30.5% of the respondents do not have proper drainage facilities. 64% faced drainage problem caused by heavy rainfall, 1% households faced the drainage problem due to lack of repairing the drain and the rest 30.5% households faced other problems.

TABLE - 2.12**DRAINAGE FACILITIES IN THE STUDY AREA AND CAUSES OF DRAINAGE PROBLEM**

Name of the Slum	Drainage Facilities Nearer the Houses		Total	Causes of Drainage Problem				Total
	Yes	No		Heavy Rainfall	Drain Blocking	Repairing Constraint	Others	
Baumabandh (Block-A)	94	6	100 (50.0)	9	83	2	6	100 (50.0)
Mohammadpur Townhall-I	45	55	100 (50.0)	-	45	-	55	100 (50.0)
Total	139 (69.5)	61 (30.5)	200 (100)	9 (4.5)	128 (64.0)	2 (1.00)	61 (30.5)	200 (100.0)

Source: Field Survey, 1996

2.4.4.5 WASTE DISPOSAL FACILITIES

There was no regular service of the responsible authority to collect solid wastes. Slum Improvement Project (SIP) provided few drums. But collecting and clearing were inadequate. Figures in Table-2.13 reveal that 98% of the total respondents used the Local Government Engineering Department (LGED)'s drum to throw their garbage. The other 2% have no certain place to dispose their garbage.

TABLE - 2.13

PLACE OF SOLID WASTES DISPOSAL IN THE STUDY AREA

Waste disposed to	Slum Basis Household		Total
	Bauniabandh (Block-A)	Mohammadpur Townhall-1	
Municipal Drum	-	-	-
Open Space	-	-	-
Nearer the House	-	-	-
LGED Drum	96	100	196 (98.0)
River/Pond	-	-	-
Others	4	-	4 (2.0)
Total	100 (50.0)	100 (50.0)	200 (100.0)

Source: Field Survey, 1996

2.4.4.6 ELECTRICITY FACILITIES

Table-2.14 shows that 53.5% of the households have been availing the facilities of electricity of which most are connected from the main roads or neighbor's house. The other 46.5% of them use kerosine lamps or hurricane etc. 46% have electric line nearer their houses

TABLE - 2.14

ELECTRICITY FACILITIES IN THE STUDY AREA

Name of the Slum	Electricity have in the House		Total
	Yes	No	
Bauniabandh (Block-A)	7	93	100
Mohammadpur Townhall-1	100	-	100 (50.0)
Total	107 (53.5)	93 (46.5)	200 (100.0)

Source: Field Survey, 1996

TABLE - 2.15

ELECTRICITY NEARER THE HOUSES BUT DO NOT AVAIL.

Causes	Slum Basis Households		Total
	Bauniabandh (Block-A)	Mohammadpur Townhall-1	
No Capacity to Pay Bill	3	-	3 (1.5)
Institute does not Co- operate	90	-	90 (45.0)
No Need	1	-	1 (.5)
Kerosine is Cheaper Than Electricity	-	-	-
Others	6	100	106 (53.0)
Total	100 (50.0)	100 (50.0)	200 (100.0)

Source: Field Survey, 1996

2.4.5 INCOME STRUCTURE

Income, being a very important variable has been analyzed in the following two sub-sections:

2.4.5.1 MONTHLY INCOME OF THE FAMILIES

Generally the lower income group of people live in the slum areas. It is seen from Table-2.16 that majority of the families (52% of the total) have monthly income Tk. 2501-3000, 32% of them earn Tk. 2001-2500 and 5% of them were very poor and have an income less than Tk. 500 only. About 1.00% of the sample families earn Tk. 1501-2000, 0.5% of them earning Tk. 1001-1500 and the rest 14% of them earn more than Tk.3000.

2.4.5.2 RELATIONSHIP BETWEEN INCOME AND LENGTH OF STAY

Findings (Table-2.16) showed a relationship between household income and their duration of stay in the community. Household where duration of stay was one or two years had the lowest income and the household having the longest durations had the highest income. Furthermore, it is observed in Table-2.16 that the household income of the respondents increase with the increase of dwellers' stay in the community.



TABLE - 2.16
INCOME STRUCTURE

1. Monthly Income of the Families						
Monthly Income (Tk.)	Frequency (H/H)	Percentage (%)	Cu. Percentage			
<500	0	0	0			
501-1000	1	.5	.5			
1001-1500	1	.5	1.0			
1501-2000	2	1.0	2.0			
2001-2500	64	32	34			
2501-3000	104	52	86.0			
>3000	28	14	100.0			
Total	200	100				
2. Relationship between Income and Length of Stay						
Income Level (Tk.)	Length of Stay (Year)					Total
	<1	1-2	2-3	3-4	>4	
<500	-	-	-	-	1	1 (.5)
501-1000	-	-	-	-	-	1 (.5)
1001-1500	-	-	-	-	1	1 (.5)
1501-2000	-	-	-	1	1	2 (1.0)
2001-2500	-	-	-	2	62	64 (32.0)
2501-3000	1	-	-	1	102	103 (51.5)
>3000	-	-	-	-	28	28 (14.0)
Total	1 (0.5)	-	-	4 (2.0)	195 (97.5)	200 (100.0)

Source: Field Survey, 1996

2.4.6 INDEX OF SATISFACTION

An index of satisfaction of the dwellers with available services and facilities in the community has been calculated using the following formula (Miah, A.Q 1998).The results are presented in Table- 2 17.

$$IS = \frac{F_s - F_d}{N}$$

Here,

IS = index of satisfaction

F_s = frequency of respondents satisfied

F_d = frequency of respondents not satisfied/dissatisfied and

N= total number of respondents

The dwellers expressed highest satisfaction with health workers, followed by NGOs medical services, existing education, kitchen conditions, latrine conditions. It is interesting to note that the community was dissatisfied with maximum components. This speaks of the poor environment condition of the community and indicates the need for immediate improvement Fig. 6 displays the indexes of satisfaction with different components.

TABLE- 2.17
INDEX OF SATISFACTION

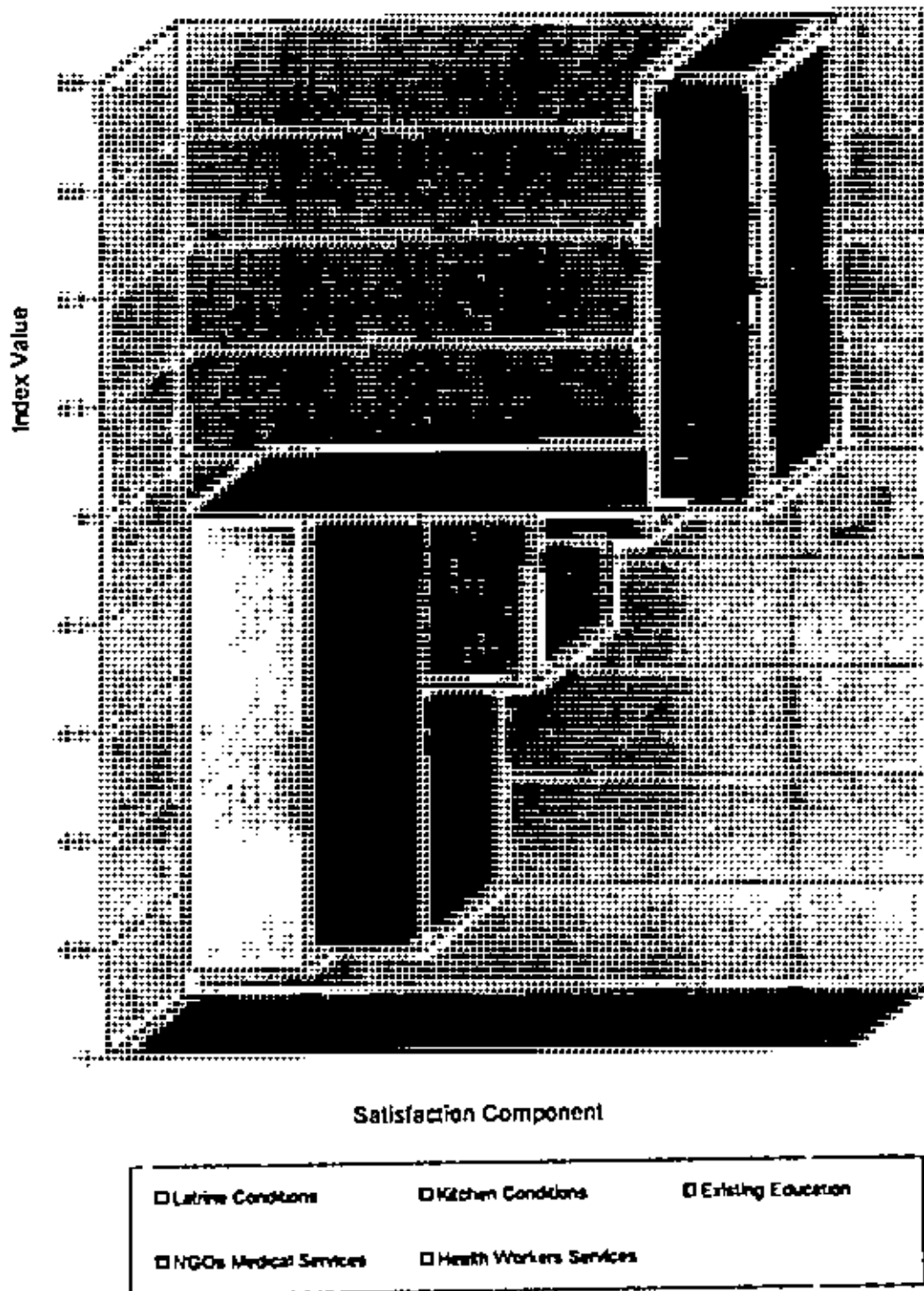
Components	Index Values	Ranking (in order to satisfaction)
Health Workers Services	.79	1
NGOs Medical Services	-.05	2
Existing Education	-.32	3
Kitchen Conditions	-.81	4
Latrine Conditions	-.84	5

Source: Field Survey, 1996

Note. + 1 means full satisfaction

- 1 means gross dissatisfaction

FIG. NO. 6
Index of Satisfaction



CHAPTER - 3
HOUSING PROGRAMME
IMPLEMENTATION PROBLEM

CHAPTER – 3

HOUSING PROGRAMME IMPLEMENTATION PROBLEM

3.1 ADMINISTRATIVE AND LEGISLATIVE CONSTRAINTS TO IMPLEMENT PROJECT

For planned development of urban area there are municipal authorities, who have been given enough power through Pournasava Ordinance (modified up to 30th September'98) for urban fringe area i.e., the anticipated urban area there are Union Parishads and Thana Parishads who do not have similar authority for building, control and conservation of environment. As a result the fringe area develop in an unplanned way and creates problem when even declared as urban and falls within the boundary of pourasava.

A survey was conducted to identify legislative constraints in housing development. 81.25% opined that administrative and legislative constraints create problem in project implementation while 18.75% responded against it. If building control act and environmental loss apply in the newly included urban areas when they were outside the pourasava area. This could be done by empowering Thana Parishad and Union Parishad.

In the urban area head of the pourasava or city corporation is the chief executive of the concerned urban local body. In the rural area also union chairman is the chief executive of the union parishad. All powers vested in this organization are being exercised by the chairman. Both in urban and rural there is no legislative provision for decentralization of power at ward level. As a result wards are useless organs.

3.2 HOUSING PROGRAMME IMPLEMENTATION PROBLEM DUE TO POVERTY AND MIGRATION

Housing is a problem in urban areas. Poverty and migration are constraints to solve housing problem. From a recent survey it is found that all the respondents i.e. 100% respondent supported this idea. From the survey conducted by ADB in 1996 under Urban Poverty

Reduction project it is seen that rural urban migration is the key causes of urban poverty 93% of the urban poor do not own the land where they are staying. As a result they can not think of improvement of the housing structure. Due to their poverty and poor income they can not afford an improved housing accomodation and always prefer constructing a low cost thatched shade on government land or a private land without paying any rant. As a result slums are created and their numbers are increasing at an accelerated and alarming rate, multiplying housing problem.

3.3 INVOLVE THE NGOs TO SOLVE THE HOUSING PROBLEM

Grameen Bank is financing housing improvement of the poor in the rural areas. As of September 1992, total number of housing units financed by them stood at 1,45,062 all over the country specifically Dhaka, Khulna, Chittagong, Sylhet and Netrokonna districts. In the urban area until end of 1980s there were hardly any NGO involvement in the urban areas. From the beginning of 1990s urban poor issues are getting priority and NGOs also started moving towards urban, their activities were limited to water sanitation, environmental awareness etc. Now- a-days they are working with the urban housing problem. Some NGOs are running workers hostel, some are financing housing improvement and some NGOs are working for the rehabilitation of the slum dwellers. PROSHIKA's slum rehabilitation project may be cited as an example. As NGOs have shown efficiency in ensuring access to basic services it is expected that they will do good in the housing sector also. From Table 3.1(c) it may be seen that 75% of the respondent supported involvement of NGOs in solving housing problem.

3.4 PROGRAMME IMPLEMENTATION PROBLEM DUE TO LACK OF INSTITUTIONAL CO-ORDINATION

Due to lack of co-ordination and co-operation among the various urban authorities and public utility agencies delay occur in project preparation and implementation. For example, most of the land where the slums are located belongs to ministry of land, ministry of communication, ministry of water resources but solution of housing problem is the responsibility of ministry of housing and works. There is no co-ordinating body to establish linkage among these ministries. For city problem, City Corporation has people's mandate but building control act

is being exercised by RAJUK and other development authorities who are under the administrative control of two different ministries. As a result the city has become a combination of garbage and slums all over

TABLE 3.1

PROGRAMME IMPLEMENTATION PROBLEM CAUSES OF ADMINISTRATIVE AND LEGISLATIVE CONSTRAINTS, POVERTY AND MIGRATION, INVOLVEMENT OF NGOs, INSTITUTIONAL CO-ORDINATION AND POLITICAL COMMITMENT

Criterion	Response of the Officers		Total
	Yes	No	
(a) Administrative and legislative Constraints to Implement Project	13 (81.25)	3 (18.75)	16 (100.00)
(b) Housing Programme Implementation Problem due to Poverty and Migration	16 (100.00)	-	16 (100.00)
(c) Involve the NGOs to solve the Housing Problem	12 (75.00)	4 (25.00)	16 (100.00)
(d) Programme Implementation Problem Causes of Institutional Co-ordination	16 (100.00)	-	16 (100.00)
(e) Political Commitment to Implement the Housing Programme	15 (93.75)	1(6.25)	16 (100.00)

Source: Field Survey, 1996

3.5 POLITICAL COMMITMENT TO IMPLEMENT THE HOUSING PROBLEM

Political instability is a problem for all kinds of development programmes and for that reason this major problem in the field of housing programme is also seriously affected and the implementation of the project remain as a dream. Because one after another government is changing and also the programmes are changing with the changed emphasis of the government in power. The major cause of the housing project is lack of political commitment. The participant of the seminar on "National Housing Policy", 1993, suggested that political commitment was a key factor, political commitment will be a national document which will be followed by the present and future governments. The government may be changed but

document should not change. For this reason majority of the respondents identify that it is a major problem to implement the housing programme, specially for the landless people. Only 6.25% answered in the negative which is shown in Table 3.1(e).

3.6 ABSENCE OF MASTER PLAN

Basically, a master plan is a broad framework document to control the development of city. In absence of master plan a city develops haphazardly. As for example, the plan of Dhaka city was prepared by the British firm Minoprio and Spencelly and Macfarlane in 1959 and the plan has become outdated. As a result, Badda, Donia, Jattrabari etc, have been built up privately in the fringe areas of Dhaka city. It is clear to all that for lack of master plan the housing units have developed haphazardly and the problems are almost unmanageable by now.

Pourashavas are given planning power in the Pourashava Ordinance 1977. Under this act Pourashavas are empowered to prepare for their own area master plan/site development scheme. But no plan has been prepared and implemented in practice. Table- 3.2 shows that all responsible authorities gave opinion to prepare a master plan to develop slum areas 75% officers replied that the responsibility may be given to the Planning Commission to prepare the master plan, 25% agreed to give responsibility to the LGED.

TABLE 3.2

NEED OF MASTER PLAN TO DEVELOP THE SLUM AREAS

Criterion	Response of the Officers		Total	Responsibility to prepare					Total
	Yes	No		HSD	U.D.D	LGED	Planning Commission	Others	
Master Plan Need	16.00 (100.00)	-	16.00 (100.00)	-	-	4 (25.00)	12 (75.00)	-	16 (100.00)

Source: Field Survey, 1996

CHAPTER - 4
SUMMARY , RECOMMENDATIONS AND
CONCLUSIONS

CHAPTER - 4

SUMMARY, RECOMMENDATIONS AND CONCLUSIONS

4.1 SUMMARY

The summary descriptions of the physical settings and the exiting socio economic conditions provide the back-drop, against which selected analytical findings are presented

4.1.1 PHYSICAL CONDITIONS

The slum community is in an advantageous location, because it is situated in close proximity of existing urban infrastructure and utility and services. These services could be extended to the community without much difficulty. The community has an access road connecting to the city road network. An adequate source of potable water was lacking. Human and solid waste disposal were found unsatisfactory. Electricity was not available. Most of the slum dwellers of Mohammadpur Townhall-1 have one room to use for all their family members, but most of the slum dwellers of Bauniabandh (Block-A) have 2 to 3 rooms to use for all their family members. The dwellers expressed highest dissatisfaction with latrine conditions, kitchen conditions, and health care centres.

4.1.2 SOCIO-ECONOMIC CHARACTERISTICS ✓

With an eye on literacy, the respondents showed that the highest proportion of respondents were illiterate. Generally the lower income group of people live in slum areas. The analysis of the results showed that majority of the families have monthly income Tk. 2501-3000. The household income of the respondents increases with the increase of dwellers' stay in the community. Maximum respondents have no tendency to go back to the village. With the limited earning the slum dwellers have tendency to buy land.

4.1.3 FINDINGS FROM QUESTIONNAIRE SURVEY

a) Most of the houses have kutcha floors made of mud. 69% of total houses used mud as floor materials. Next to mud, brick and cement ranks second, 31% floors are cemented. Most of the houses (91%) have used bamboo as wall materials. It has been seen that as wall materials 65%,

2.5%, 0.5% households used brick and Cement, tin, mud respectively. 99.5% of the total houses have shades with tin and only 0.5% households used bamboo as shade materials.

b) The main source of water supply in Bauniabandh (Block-A) is hand tubewell and in Mohammadpur Townhall-1 is neighbourhood stand pipe. 92% of the households of Baumabandh (Block-A) use hand tubewell and 100% of the households of Mohammadpur Townhall-1 use neighbourhood stand pipe.

c) The health workers are employed by SIP. About 46% respondents took the NGOs medical facilities and 54% did not take these facilities. 100% respondents of Mohammadpur Townhall-1 have replied that they have not taken any facilities of NGOs, but 92% respondents of Bauniabandh (Block-A) have taken those facilities. 52.5% respondents were satisfied by the NGOs medical services and the rest 47.5% respondents were not satisfied.

d) Sample survey showed that 94% households were not satisfied where only 6% were satisfied with their latrine structure. There was no pucca latrine in Mohammadpur Townhall-1, whereas 21% pucca latrine were in Bauniabandh (Block-A). On an average in two slums, pucca latrine covered 10.5%, kutchha latrine 30.5% and semipucca 59.0%.

e) Utility services such as electricity was absent in the slum. 100% households of Mohammadpur Townhall-1 have taken this facility illegally. About 93% of the total households of Bauniabandh (Block-A) are deprived of this facility.

f) Existing drains are usually uncleaned. For this reason water logging takes place frequently. 64% of the total households faced the drainage problem caused by drain blocking, 4.5% of them faced the same problem caused by heavy rainfall, 1% household faced the drainage problem due to lack of repairing the drain and the rest 30.5% households faced other problem such as children, even some of the aged people use drains as latrine.

g) It has been seen that there was no regular service of the responsible authority to collect solid wastes. 98% households used the LGED'S drum to throw their garbage and 2% have no certain place to dispose their garbage.

h) The analysis of the results showed that majority of the families have monthly income Tk. 2501-3000, 32% of them earn Tk. 2001-2500, 0.5% were very poor and have an income less than Tk. 500 only. About 1% of the sample families earn Tk. 1501-2000, 0.5% of them have earning of Tk. 1001-1500 and the rest 14% of them earn more than Tk. 3000

i) 75% of the total respondent supported that the involvement of NGOs specially in housing sector can solve the housing problem. As NGOs have shown their efficiency in ensuring access to basic services it is expected that they will do good in housing sector also.

j) Lack of co-ordination and co-operation among the various urban authorities (i.e. City Corporation, RAJUK and other public utility services) are retarding proper growth.

k) 81.25% of the respondent opined that administrative and legislative constraints create problem in project implementation while 18.75% responded against in this respect. As a result the development in the fringe area are being done in an unplanned way which creates administrative and legislative constraints in converting into Paurasava from Thana Parishad or Union Parishad

l) 93.75% of the respondents identify that political instability is a major problem to implement the housing programme, specially for the landless people. Only 6.25% answered in the negative.

4.2 RECOMMENDATIONS

We have to try and achieve the best use of our resources, to develop cost consciousness and to develop an appropriate solution of the problems. For this some recommendations are presented in the following sections.

4.2.1 PARTICIPATORY APPROACH

Community participation should be the central component in all human settlement project/ activities. Community participation as the strategy should be incorporated in their planning, implementation, evaluation and monitoring phases of the human settlement projects. A community-based saving and lending programme should also be encouraged in slums and squatter settlements. GOB, with its existing SIP and the NGO, with their integrated rural development approach, should formulate a comprehensive, uniform and supplementary plan of action to enhance community participation in the present and future.

4.2.2 RECOMMENDATION OF MANAGEMENT AT MUNICIPAL LEVEL.

The problems with the joint administration of the project at the municipal level needs an early resolution. A closer co-ordination between the municipal officials and the I.GED officials is needed. A clear chain of command among functionaries involved in the SIP has to be devised. An increase of manpower at the field level is needed. The job situation of the field official needs improvement. The reason for the delay in the release of funds to the field officials has to be identified and ways should be devised to make it quicker.

4.2.3 GOB-NGO COLLABORATION

GOB-NGO collaboration has produced positive results in a number of rural development programmes. The spirit of collaboration should be extended to the urban housing sector. More NGOs should be tapped to contribute through identification and preparation of goal-specific projects. In implementation, monitoring and evaluation stages of housing projects, GOB-NGO collaborative efforts would ensure sustainability.

4.2.4 SELECTION OF COMMUNITY ORGANIZERS

It is recommended that local experienced (possible) community organizers be hired by the municipalities and trained by a local NGO/training institute. The final selection will be made

by a panel consisting of ward commissioner, project manager, a community organizer (if one is already working) Training should involve both class room and on the job training Bicycle should be provided for males (and for women if they can use) and transportation costs for females.

4.2.5 RESEARCH, EVALUATION AND MONITORING

Research, evaluation and monitoring capacities of both GOB and NGOs should be considerably strengthened. Professionals and outside academic and research institutions should more frequently be used by GOB and NGOs to bring about objectivity in the policy environment.

4.3 CONCLUSIONS

The discussions and analysis presented in the preceding chapters have provided much information on the goals and objectives of the study on the basis of descriptive findings and statistical analysis, the following conclusions are drawn:

- (i) The environmental condition of the community is critical, housing condition, water supply, sanitation system and other services are deplorable. Improvement of infrastructure services, facilities and utilities namely water supply, drainage, human and solid waste disposal system are an immediate necessity .
- (ii) There is no guidelines or methodology for organizing the community, other than first conducting the base line survey, and then the organizing of female and male groups before forming the CBOs.
- (iii) More attention be given to larger, especially the metropolitan cities where, the slum problem is now at a point of treating the health and well being of all citizens, ways should be devised to retain the programme groups within the programme.
- (iv) In order to improve the financial capacity of the slum dwellers, wide ranging training programmes may be adopted so that large number of people can be made skilled

(v) Political instability is a problem for all kinds of development programmes

(vi) With the passage of time, CBOs' efficiency can be increased if their activities are regularly monitored.

(vii) The problems of slums are gigantic in nature. Their solution require more organized active involvement by the CBOs. To overcome financial constraints, resources may be channelised through CBOs.

—*—

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(FOR RESEARCH WORK)

PART-1

QUESTIONNAIRE FOR SLUM DWELLERS

Name of the Slum	House No	Ward No

Name of the Interviewer	Date	Time	Signature

(IDENTIFICATION OF THE RESPONDENT):

Name :

Religion :

1. Muslim
2. Hindhu
3. Christian
4. Others (specify)

Who is the head of the household ?

1. Husband
2. Wife
3. Father
4. Mother
5. Daughter
6. Son
7. Cousin
8. Others (specify).

GENERAL INFORMATION OF THE RESPONDENT

Age	Male/Female	Educational Qualification	Occupation
1=0-14	1=Male	1=Illiterate	1=Government
2=15-29	2=Female	2=Primary	Service
3=30-45		3=Secondary	2=Non Government
4=46-60		4=S.S.C/H.S.C	3=Business
5=60+		5=Graduate & above	4=Student
		6=Technical education	5=Labour
		7=Informal	6=House wife
			7=Others (Specity)

HOUSING CONDITION

(1) How long have you been living in this house (year) ?

1. 1
2. 1-2
3. 3-4
4. >4

(2) Do you have any land or house anywhere ?

1. Yes
2. No

If yes, Where ?

1. In this city
2. Another City
3. In the Village.

(3) How many rooms do you have in this house for use ?

1. One room
2. Part of a room
3. 2-3 rooms
4. No room

(4) What is the height of the room (m) ?

1. 1
2. 1-2
3. 2-3

(5) What is the floor area in this house (sft)?

1. <50
2. 50-100
3. 101-150
4. 151-200
5. 201-250
6. >250

(6) What are the building materials used in this house ?

-Floor, wall, Roof

1. Brick cement
2. Tin
3. Bamboo
4. Polythene
5. Leaves
6. Mud
7. Others (specify).

(7) What is the structure of Kitchen ?

1. Kutcha
2. Pucca
3. Food is cooked in the bedroom, yards, road side.

(8) Is the kitchen condition satisfactory or unsatisfactory ?

1. Satisfactory
2. Unsatisfactory

WATER SUPPLY

(9) Where is the location of water supply ?

- (1) Within the house
2. Within the Neighbourhood
3. Outside the Neighbourhood

(10) What is the source of water supply in your house ?

1. Hand tube well
2. WASA connection
3. Pond/Well
4. Road side stand pipe
5. Community stand pipe
6. Neighbourhood stand pipe
7. City corporation stand pipe
8. Othcs (specify)

(11) What is the distance of source of water from your residence (in km)

1. Within 1
2. (1-2)
3. (2-3)
4. (3-4)
5. >4

(2) Do you get sufficient supply of water regularly ?

1. Yes
2. No

If No, what is the nature of irregularity ?

1. Daily
2. Weekly
3. Seasonal.

(13) Does the WASA take necessary steps to solve the problem ?

1. Yes
2. No
3. Do not know

(14) Who is responsible to repair the water supply system ?

1. Privately
2. NGO
3. WASA
4. Combinedly
5. City corporation/LGED (SIP)
6. Others (specify)

HEALTH FACILITY

(15) Is there any medical centre nearer your house ?

1. Yes
2. No

If yes,specify the distance from medical centre to your house(km)

1. With in 1
2. (1-2)
3. (2-3)
4. (3-4)

5. >4

(16) Do you get regular service from health workers ?

1. Yes

2. No

If yes, are you satisfied with their services ?

1. Yes

2. No

(17) Who employed these health workers ?

1. Government

2. NGOs

2. Community project/city corporation

4. Do not know

(18) Where are these health workers ?

1. Within the slum

2. Outside the slum

(19) How much the medicine costs ?

1. Free

2. Greater than market price

3. Less than market price

4. Do not know

(20) Do you take help of any NGOs for health ?

1. Yes

2. No

If yes, are you satisfied with the NGOs medical facilities ?

1. Yes

2. No.

LATRINE FACILITIES

(21) Where do you dispose of human waste ?

1. Latrine
2. Open space
3. Sometimes latrine, sometimes open space

(22) Structure of latrine

1. Pucca
2. Kutcha
3. Semi pucca
4. Very weak structure
5. Others (specify).

(23) How many people use a latrine ?

1. <1
2. 10-20
3. 20-30
4. >30

(24) Who is responsible to repair the latrine ?

1. Privately
2. City corporation/LGED
3. NGOs
4. Shared with other families
5. Others (specify).

(25) Are you satisfied with your latrine condition ?

1. Yes
2. No

(26) Is there any institution for education ?

1. Yes
2. No

If yes, what are the educational levels ?

1. Primary (i to v)
2. Secondary (vi to x)
3. Higher secondary (xi to xii)
4. Others (specify)

If No, what alternate facility do you take for education ?

1. Go outside the slum
2. Do not go any where.

(27) Is there any technical facility for slum dwellers ?

1. Yes
2. No

If yes, what are categories ?

1. Swing
2. Loom making/cutting
3. Handicraft
4. Others (specify)

(28) Who employed the teachers ?

1. City corporation/LGED
2. Directly Government
3. NGOs

(29) Where are these trainers/teachers ?

1. Educated person within the slum
2. Educated person outside the slum.

(30) Are you satisfied with the existing education facility within the slum ?

1. Yes
2. No

ELECTRICITY FACILITY

(31) Is there any electricity facility in your house ?

1. Yes
2. No

If No, is the electricity available on the road adjacent to your house?

1. Yes
2. No

If yes, why did you not take this facility ?

1. No ability to pay electric bill
2. Institution does not help
3. No need
4. Kerosene is cheaper than electricity
5. Others (specify)

(32) Do you have to pay this bill ?

1. yes
2. No

If yes, how much is its price ?

1. Comparatively cheaper
2. Comparatively higher
3. Equal
4. Do not know

DRAINAGE FACILITIES

(33) Is there any drain near your house ?

1. Yes
2. No

If yes, did you face drainage problem ?

1. Yes
2. No

If yes, what are the major causes is of this problem ?

1. Heavy rainfall
2. Drain block
3. Repairng constraint
4. Others (specify)

(34) Who is responsible to repair the drainage system ?

1. Privately
2. WASA
3. City corporation /LGED
4. NGOs
5. Shares with other families
6. Others (specify)

WASTE DISPOSAL FACILITIES

(35) Where do you dispose of the waste material ?

1. Dispose through municipal drain
2. Dispose to the open space
3. Dispose near the house
4. Heap on road side

5. Dispose to the city corporation drum/LGED drum

6. River/Pond

7. Others (specify).

(36) Do you think, in future you will buy a land for housing purpose ?

1. Yes

2. No

(37) How much is your monthly income (Tk.) ?

1. <500

2. 501-1000

3. 1001-1500

4. 1501-2000

5. 2001-2500

6. 2501-3000

7. >3000

(38) Do you like to go back to your own village if you get the opportunities you need ?

1. Yes

2. No

(39) Name of the slum

1. Bauniabandh (Block-A)

2. Mohammadpur Townhall-1

BANGLADESH UNIVERSITY OF ENGINEERING AND TECHNOLOGY
DEPARTMENT OF URBAN AND REGIONAL PLANNING
(FOR RESEARCH WORK)
QUESTIONNAIRE FOR OFFICERS

PART-11

NAME OF THE INTERVIEWEE :

(1) Do you practice any urbanization policy in Bangladesh ?

1. Yes
2. No

(2) Do you feel any kind of administrative constraints to implement the housing programme ?

1. Yes
2. No

(3) Do you think that poverty and migration are problems of policy and programme implementation ?

1. Yes
2. No

(4) Do you think that for proper development of slum, master plan is needed ?

1. Yes
2. No

If yes, who will be responsible to prepare it ?

1. H.S.D
2. U.D.D.
3. L.G.E. D/city corporation
4. Planning Commission
5. Others. (specify)

(5) Do you think that structural/constructional constraint is the main problem for the implementation of the project ?

1. Yes
2. No

⑥ Do you agree to involve the NGOs for developing the slums?

1. Yes
2. No

(7) Do you think that lack of institutional co-operation is creating problem for development ?

1. Yes
2. No

(8) Do you think that the works which are done by the city corporation are enough?

1. Yes
2. No

If no, what is your opinion ?

1. Work should be done through community based organization
2. Work should be done through NGOs.
3. Work should be done by the collecting donation from industrialist
4. Others (specify)

(9) Who is the financier for the development of slum ?

1. NGOs
2. UNICEF
3. Government
4. Industrialist/Business man
5. Others (specify)

(10) How much is the duration of this project (year) ?

1. 1-5

2. 5-10

3. Infinite

(11) Who will get priority during employment for the development of slum?

1. Woman

2. Man

(12) Where is the residence of employed workers ?

1. Within the slum

2. Outside the slum

If within the slum, give your opinion serially about their selection?

1. They get job

2. They give importance for their own work

3. They are available for urgent moment

4. Very industrious

(13) Do they have any training facility for the workers ?

1. Yes

2. No

If yes, who is the responsible authority for that training ?

1. S.I.P.

2. City Corporation

3. NGO.

4. The workers are trained up by the different training institutes with their own costs.

(14) Do you have loan facility for the slum dwellers ?

1. Yes

2. No

(15) Do you think that political instability is creating problem to implement the housing programmes ?

1. Yes
2. No

(16) Give your opinion serially for the development of the life style of the slum dwellers.

1. Political stability is needed
2. Proper training is needed for the workers
3. good relation is needed between slum dwellers and officers
4. Workers will be employed within the slum
5. Required facility will be confirmed for the dwellers.

