

B. Bombay, INDIA

1. Summary of Conditions.

Bombay is India's largest city and its largest sea port. It was developed by the British East India Company as a trading post in the middle of the 17th century. Under British India, it grew into a major port city, second to Calcutta. By the time of Independence it was a city of almost 3 million people. In the past four decades the population of the Municipal Corporation has grown at an average annual rate of about 3 percent, bringing it to just under 10 million people in 1991. But the city has also grown beyond the boundaries of its Municipal Corporation, and in the census of 1991 emerged for the first time as a major urban agglomeration that included the city proper and five contiguous urban areas of 2.67 million, for a total greater urban area of 12.6 million. Bombay continues to grow spatially, now extending over 467 square kilometers with an overall population density of more than 21,000 persons per square kilometer.

Bombay is a major economic center for the nation as a whole. It generates one in ten of all the jobs in India, pays one third of the country's entire income tax, 20 percent of excise taxes, and fully 60 percent of India's customs. Its airport handles 60 percent of India's international and 40 percent of domestic air traffic. Its leading industries include rubber, plastics, petroleum, chemicals, textiles, food products and electronics. It is the center of the Indian film industry, making it the world's leading film producing city. Its major rival, Calcutta, has suffered stagnation, and Bombay's vibrant growth has made it not only the country's largest city, but a center of great energy in the country.

Population Dynamics. The average annual growth of 3 percent over the past four decades shows some variation, with a general decline in the growth rate. The city more than doubled in population between 1951 and 1971 for a 3.6 percent average annual rate, but in the last decade the rate was just under 2 percent. As might be expected, the growth of the central city has slowed, while that of the surrounding suburbs is increasing. For the first two decades, migration added significantly to the city's population and today over half of the residents were not born in the city. The sex ratio is highly unbalanced, with over 120 males per 100 females. Natural increase remains the largest contributor to the city's current growth, even though the birth rate has fallen to just above 21 and the death rate stands at 9, for a rate of natural increase of 1.2 percent. It is estimated that almost 53 percent of eligible couples are protected against pregnancy, which is higher than the rate for Maharashtra or for all India. As for all India, the major contraceptive method is sterilization, accounting for 75 percent of contraceptive prevalence. IUDs and oral contraceptive pills account for only 9 percent of users, and condom users account for 11 percent. The almost exclusive official program use of sterilization is comparable to India's overall pattern of contraceptive use, and constitutes a major barrier to achieving targets of fertility decline.

Quality of Life. Although the city is a vibrant entity, with higher living standards than all India or even than its wealthy state of Maharashtra, it also shows strains in the quality of life for many of its citizens. Almost two-thirds live in what is considered substandard housing of one room or less. Half the population live in slums in low-lying areas that flood in the rainy season, and are only marginally provided with urban amenities. The largest slum,

Dharvi, extends over 4 square kilometers and in its center houses 180,000 people in one square kilometer. The homeless are estimated to account for about 20 percent of the city population. One third of its work force is considered unemployed. The aggregate water supply is estimated at about two-thirds of the demand. Much of the water coming into the city is drained off in leakages and illegal diversions, leaving little for the urban poor. Half the city is without access to clean water. Sewage coverage is better, servicing about 90 percent of the households, but pipes simply carry untreated sewage into the sea. Although the infant mortality rate is less than for all India, it is still about 50.

Status of Women. Although urbanization and economic development are expected to improve the status of women, a report of an Indian committee in 1974 suggested that women's status had deteriorated rather than improved since independence. The objective data are complex and partially contradictory, however. Female life expectancy is higher, but only marginally higher than for males, 65 versus 64 years. The male-female gap in literacy has declined only marginally in the past decade (13 to 12 percentage points), less than the decline for India as a whole (30 to 17 percentage points). At the same time, urban administrators tend to view the situation more favorably. They believe women in Bombay are better off and happier than women in other urban areas, or in the country as a whole, and the problems of crime or violence against women does not appear to the administrators to be a serious problem.

Perceptions of City Administrators. This study included interviews with 20 city administrators, whose perceptions on the range of problems is of considerable interest. First, most administrators gave accurate responses to the question of city size, noting that it is in the neighborhood of 10 million. As to the residents' satisfaction, they viewed the migrants as more satisfied with life in the city than the long term residents, though they also noted that even the dissatisfied do not wish to leave the city. Most considered the growth rate to be too high and would prefer a growth rate of one percent or less, or an adherence to the government's two-child family norm. To control growth, they wished to restrict temporary migrants and to focus on development, industries and job creation in other areas to attract the population away.

The major problems, as the administrators saw them, were rapid population growth, inadequate housing and congested transportation. They also viewed as serious the slums and the problems of pollution and environmental degradation that come with unrestricted industry. As in many other cities in the low income world, administrators saw the city as manifesting all the symptoms of system overload. They see their infrastructure and services are being overwhelmed by rapid population growth from both natural increase and in-migration, and rapid economic development, which brings vehicles and congestion, industry, jobs and pollution.

2. Major Problems and Projects.

The most serious problems are considered to be housing, water and sewage, transportation and population growth. Each has been the topic of a major development project.

a. Housing is considered one of the city's most urgent problems, The Bombay Urban Development Project, Phase I, aims to provide about 85,000 housing plots to about half a

million people Land is scheduled for development, sold on time payments to the poorest people, who are then given permission to build. Incrementally, services are provided to the landholders. As plots and communities are developed, community organizations are formed to take over various aspects of local management.

b. Water and sewage constitute a second major problem, with the aggregate shortfall constituting about one third of water demand and extension. Both require extensive public investment, which in turn has required external financing from the World Bank. The problems are daunting, and massive investment will be required simply to maintain the existing intermittent and inadequate supply service, to keep it from falling further behind the demand. At the same time, standpipe water will be extended to more and more of the slum population, and sewage service will be increased, benefiting more than 3 million more people.

c. Urban transport, as in other cities constitutes a major problem. The majority of the city's population is now served with a relatively efficient public transport system, which carries millions of commuters per day. The bus fleet will be greatly expanded, with attention to repair, routing, and litter collection. The problems lie in the inability to plan and operationalize an effective overall system, so that private vehicles continue to grow rapidly, leading to increased congestion.

d. India's population growth rate remains high and constitutes one of the city's and country's major problems. The new Population Project V aims to extend public health services, including information-education-communication and family planning services. The project will enlist non-governmental organizations, which already provide extensive services, especially to the urban poor. There will also be efforts to enlist the medical colleges to assist in the provision of primary health care and family planning services.