CONDITIONS OF SLUM POPULATION OF MAJOR SUB-URBAN WARDS OF MUMBAI IN MAHARASHTRA

M. S. Deshmukh
Associate Professor, Department of Economics,
Shivaji University, Kolhapur-416004

Abstract

This paper analyzes slum dwellers access to basic amenities and the ways in which they gain access. Mumbai city is a city of the haves and a city of the have-nots. Among these two, one is grimy (slum) and other one is neat (non-slum). They are two distinct but inter-dependent and give Mumbai a part of its character. As per 2011 census the total population of Mumbai was 12.48 Millions. The city has experienced substantial growth rate during last five decades due to high level of industrial development and growth in the suburban areas of greater Mumbai jurisdiction. According to the 2001 census, Mumbai slum population was 54.5%. Provisional data from the 2011 census shows that nearly 41.3% of the city's population lives in slums. Dharavi is a part of G north ward and its population is 5.82 lakh with nearly 60% slums. Dharavi is no longer Asia's largest slum. It's now rivalled and dwarfed by four slum clusters in Mumbai itself, some of the major slumdweller's pockets in Mumbai & suburbs are Kurla-Ghatkopar belt (70%-80% slum population), Dindoshi belt (80% slum population), Bhandup belt (70% slum population), Mankhurd-Govandi belt (95% slum population). This paper focuses more on the living environment of households and the population of major wards such as Kurla (L), Chembur (M), and Ghatkopar (N) of Mumbai city in Maharashtra. It is understood from the primary survey that around 82% people are living in one room, having drinking water facility through common connection (says 65% people) but which is not available regularly and in sufficient quantity, 84% slum population is depending on public toilets . The drainage system in slum area is open (says 85% people). On the other hand it is also observed that 82% households have mobiles and 87% households have Television sets. This paper concludes with magnitude of problems of slum population in Mumbai & provides an overview of policy options through which governments can assist in providing adequate shelter for the growing number of poor households expected to be living in cities in the future.

Keywords : Slum, Urban, Population, Wards.

The term slum in a general context is a heavily populated urban area characterized by substandard housing and squalor. The definition encapsulates the essential characteristics of slums, i.e. high densities, low standards of housing (structure and services), and squalor. The definition also includes the traditional meaning, that is, housing areas that were once respectable or even desirable, but they have since deteriorated. The condition of the old houses has been declined, and the units have been progressively subdivided and rented out to lower-income groups. They are the inner-city slums. UN-Habitat (2003:6) defined slums as contiguous settlement where the inhabitants are characterized as having inadequate housing and basic services. Lall *et al.* (2004), in a study of Bangalore's slums, find that residents in the lower to middle parts of the welfare distribution are most willing to participate in group efforts, including the political process, to improve living standards within a community. NSS 58th round shows that, while nearly 70% of non-notified slums lack pucca houses, just over one-third of notified slums want these structures. Over half of non-notified slums have no latrine facilities versus 16.6% of notified slums. The rapid pace of urbanization in developing countries is generating greater demand for shelter, especially among poor families who lack the income to pay for decent housing.

Mumbai city is a city of the haves and a city of the have-nots. These two cities are within the same geographical territory but occupy entirely different economic, physical and social spaces. Both depend on each other despite their economic and social asymmetry. Among these two one is grimy (slum) and other one is neat (non-slum). Thus they are two distinct but inter-dependent and give Mumbai a part of its character. Mumbai slums have unique issues. They have to be seen in two ways; one, as an issue of housing and basic facilities, and two, as an issue of income poverty which calls for an altogether different approach. Providing adequate shelter in cities of developing countries has been a fundamental problem for national and municipal governments for more than a quarter of a century. Although progress has been made in dealing with housing problems in some developing countries, in many others housing deficiencies are likely to become more serious over the decades as urbanization accelerates and as the concentration of poor households in cities increases. The rapid pace of urbanization in developing countries is generating greater demand for shelter, especially among poor families who lack the income to pay for decent housing. The problems of providing adequate shelter in urban areas are likely to worsen as larger numbers of poor families move to cities over the decades. As per 2001 census the total slum

population in Maharashtra was 26.31 percent which has gone down to 19.78 percent in 2011 census.

On the basis of an empirical field study conducted in Mumbai in 2012 this research paper investigates and reviews the magnitude of the slum problem in Greater Mumbai & provides an overview of policy options through which governments can assist in providing adequate shelter for the growing number of poor households expected to be living in cities in the future, and examines in detail experience with slum clearance, public housing, sites-and-services, core housing upgrading, and government assisted self-help programs. Although not all slum dwellers are poverty-stricken but the vast majority live at or below subsistence levels in communities with shelter of minimal quality.

Objectives

To study the trend in the size of slum population in Mumbai

To identify / find out the living conditions/ problems of the slum population in Mumbai.

To study the demographic and socioeconomic characteristics of slum population in Mumbai.

To suggest the policy measures to improve the urban life of slum population in Mumbai.

Methodology

Mumbai slums have unique issues. They have to be seen in two ways; one, as an issue of housing and basic facilities, and two, as an issue of income poverty which calls for an altogether different approach. The study examines the living environment, socioeconomic characteristics of households and the population of major wards of Mumbai city in Maharashtra. The personal interview is adopted to collect the data from the head of household. The questionnaire covered a wide variety of topics related to the provision of basic services to urban population such as access to sanitation, access to water supply, access to health and education, access to credit facility, solid waste management, knowledge of HIV/AIDS and other important aspects of urban life for major wards such as Kurla (L), Chembur (M), and Ghatkopar (N) of Mumbai city in Maharashtra. This research work is based on both primary and secondary data. Primary data was gathered through structured questionnaire and observation techniques. Around one hundred twenty people were personally contacted (40 from each ward). The secondary data were collected from various reports of Ministry of Health and Family Welfare, Government of India, Economic survey, Government of India and Government of Maharashtra, Census reports, Statistical database, Government of India, various reports of Municipal Corporation of Greater Mumbai (MCGM) etc. The basic statistical tools such as percentage, growth rate are used to analyze the statistical information.

Status of slum at national level

India's slums were officially recognized by the respective municipalities, corporations, local bodies or development authorities. The rapid pace of urbanization in developing countries is generating greater demand for shelter, especially among poor families who lack the income to pay for decent housing. Although national shelter strategies must be concerned with total housing supply, upper income groups can usually obtain housing with little difficulty. Most of the urban poor in developing countries live in slum and squatter communities that not only lack adequate shelter, but also potable water, sanitation facilities, and basic health and educational services. Although progress has been made in dealing with housing problems in some developing countries, in many others housing deficiencies are likely to become more serious over the next decades as urbanization accelerates and as the concentration of poor households in cities increases. Thus, government's role in creating conditions that enables poor families to obtain decent housing should be a primary focus of a national shelter strategy.
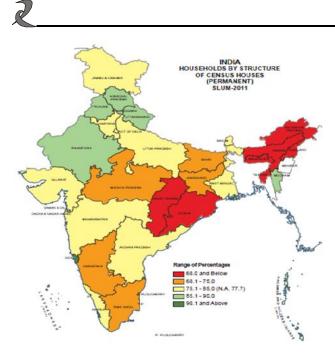
Table: 1 Ranking of Million Plus Cities with High Proportion of Slum HHs (Top 10 only) – 2011

Sr. No.	Million Plus Cities	Proportion of Slum HHs to Total Urban HHs (%)	Ranking
1	Agra (M Corp.)	29.8	10
2	Greater Hyderabad M Corp. (GHMC)	31.9	8
3	Greater Mumbai (M Corp.)	41.3	3
4	Greater Vishakhapatnam M Corp.	44.1	1
5	Jabalpur Cantt (CB)	43.3	2
6	Kota (M Corp.)	31.8	9
7	Meerut (M Corp.)	40	5
8	Nagpur (M Corp.)	34.3	7
9	Raipur (M Corp.)	39	6
10	Vijayawada (M Corp.)	40.6	4

Source: Census-2011

Table:1 reveals that in India there are certain cities whose total population is million plus and most of the people are living in slums. As per 2011 census the top slum populated cities in India are Greater Vishakhapatnam (44.1%), Jabalpur (43.3%), Greater Mumbai (41.3%) and Vijaywada (40.6%).

Fig. 1

As per 2001 census Maharashtra state has highest proportion (26.3%) of slum population followed by Andhra Pradesh (12.18%). Table: 2 states that the slum population is expected to grow more in Maharashtra and Utter Pradesh at 19.6% and 11.8% respectively on 2017.

Table: 2 Projected Slum Population of Major States in India (%):

States/UTs	2011	2012	2013	2014	2015	2016	2017
Andhra Pradesh	8.80	8.71	8.62	8.54	8.46	8.37	8.29
Gujarat	5.01	5.01	5.01	5.01	5.01	5.01	5.01
Madhya Pradesh	6.87	6.87	6.87	6.86	6.86	6.86	6.86
Maharashtra	19.51	19.53	19.56	19.58	19.60	19.62	19.64
Rajasthan	4.11	4.10	4.09	4.08	4.06	4.05	4.04
Tamil Nadu	9.29	9.33	9.37	9.41	9.44	9.47	9.50
Uttar Pradesh	11.69	11.72	11.74	11.77	11.79	11.82	11.84
West Bengal	9.18	9.10	9.01	8.93	8.85	8.77	8.70

Source: Authors Calculation

Demographic profile of the greater Mumbai

Mumbai is India's leading cosmopolitan city, which is one of the most populated cities in the world. Like other metros of India, the population of Mumbai has also grown rapidly in last 20 years. It is one of the largest cities of India in terms of population, business and trade activities. A large majority of Mumbai's population are migrants from other states of India.

Mumbai is one of the world's largest metropolitan centers with perhaps the second-largest municipality globally. Table :3 reveals that population of Greater Mumbai grew from 0.9 millio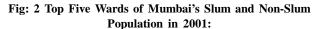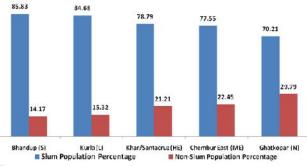n in 1901 to 8.2 million in 1981 to 9.9 million in 1991 to 11.9 million in 2001 and, by 2011 it reached to 12.47 million. Provisional data from the 2011 census shows there are 3.1 crore people in the island city and 9.3 crore in the suburbs, while nearly 41.3% of the city's population lives in some 2,000 slums cramped in about eight percent of the city's land area.. According to the 2001 census, Mumbai had a total population of 11.9 million, of which 64.5 lakh or 54.5% lived in slums. There were only 23.3 lakh slum dwellers in 1991, which was 24.5% of Mumbai's total population of 99.6 lakh, whereas in 1981 the 22.8 lakh slum dwellers comprised 27.7% of the total 82.5 lakh population. This is believed to be the largest proportion and absolute number of slum dwellers in the world. With demand accelerating and supply restricted because of regulatory, institutional and other constraints, slum areas have persisted and grown and a large informal housing market has emerged.

Table: 3 Growth of Population in Mumbai:

Year	Population	Decadal Growth Rate (%)	CAGR (%)
1901	927968	-	-
1911	1148445	23.76	2.15
1921	1380914	20.24	1.86
1931	1397383	1.19	0.12
1941	1800883	28.88	2.57
1951	2994020	66.25	5.21
1961	4151933	38.67	3.32
1971	5970575	43.80	3.70
1981	8243405	38.07	3.28
1991	9925891	20.41	1.87
2001	11914398	20.03	1.84
2011	12478447	4.73	0.46

Source: Census Reports

Fig: 2 Top Five Wards of Mumbai's Slum and Non-Slum Population in 2001:

Source: Census-2001

Table : 4 states that there are 24 wards in Mumbai. The Kurla West-Ghatkopar West belt, part of the L and N civic wards, comprises at least 75 large slum settlements. The BMC said the L-ward population is approximately 7.78 lakh, with nearly 80% in slums. In N-ward (Ghatkopar), 70% of the approximate seven lakh population lives in slums. In Ghatkopar West, nearly four lakh people reside in slums. Dharavi, is no longer Asia's largest slum. It's now

rivalled and dwarfed by four slum clusters in Mumbai itself, some of the major slumdwellers pockets in Mumbai & suburbs are Kurla-Ghatkopar belt, Dindoshi along the western side of national park belt, Bhandup to mulund along yeoor hill slopes belt, Mankhurd-Govandi belt and Dharavi. Kurla-Ghatkopar belt is part of the L and N civic wards, The BMC said the L-ward population is approximately 7.78 lakh, with nearly 80% in slums. In N-ward (Ghatkopar), 70% of the approximate seven lakh population lives in slums. In Ghatkopar West, nearly four lakh people reside in slums. Dharavi is a part of G north ward and its population is 5.82 lakh with nearly 60% slums.

This study examines the living environment, socioeconomic characteristics of households and the population of major wards such as Kurla (L),Chembur (M), and Ghatkopar (N) of Mumbai city in Maharashtra. Attempt is made to find out the provision of basic services to urban population such as access to sanitation, access to water supply, access to health and education, access to credit facility, solid waste management, knowledge of HIV/ AIDS and other important aspects of urban life. Table: 5 reveals that sanitation in slums is very poor. It poses the greatest challenges in the city's slum areas. A large number of Mumbai's slum population is dependent on toilet
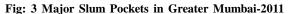
Table: 4 Ward wise Mumbai's Slum and Non-Slum Population in 2001:

Ward	Area	Population	Slum Population	Non-Slum Population	Slum Sex Ratio	Non-Slum Sex Ratio	Slum Population Percentage	Non-Slum Population Percentage
ISLAND CITY DISTRICT		3,338,031	1092491	2245540	723	791	32.73	67.27
A	Colaba	210,847	60893	149954	787	712	28.88	71.12
B	Sanhurst Road	140,633	18746	121887	638	751	13.33	86.67
C	Marine Lines	202,922	0	202922		587	0.00	100.00
D	Grant Road	382,841	38077	344764	740	878	9.95	90.05
E	Byculla	440,335	52230	388105	631	773	11.86	88.14
F South	Parel	396,122	141653	254469	788	855	35.76	64.24
F North	Matunga	524,393	304500	219893	731	882	58.07	41.93
G South	Elphinstone	457,931	151506	306425	732	774	33.08	66.92
G North	Dadar/Plaza	582,007	324886	257121	735	908	55.82	44.18
SUBURBAN DISTRICT		8,638,408	5382949	3257470	777	902	62.31	37.71
H East	Khar/Santacruz	580,835	457622	123213	777	893	78.79	21.21
H West	Bandra	337,391	138541	198850	797	968	41.06	58.94
K East	Andheri (East)	810,002	472226	337776	817	866	58.30	41.70
K West	Andheri (West)	700,680	316065	384615	761	925	45.11	54.89
L	Kurla	778,218	658972	119246	741	876	84.68	15.32
M East	Chembur East	674,850	523324	151526	785	859	77.55	22.45
M West	Chembur West	414,040	283557	130493	790	919	68.49	31.52
N	Ghatkopar	619,556	435009	184547	826	928	70.21	29.79
P South	Goregaon	437,849	210591	227258	707	877	48.10	51.90
P North	Malad	796,775	508435	290340	775	901	63.81	36.44
R South	Kandivalli	589,886	326235	263652	687	860	55.30	44.70
R Central	Borivali West	513,077	173160	339917	800	943	33.75	66.25
R North	Dahiser	363,827	169662	194165	745	893	46.63	53.37
S	Bhandup	691,227	593300	97927	811	887	85.83	14.17
T	Mulund	330,195	116250	213945	830	930	35.21	64.79
MUNICIPALITY OF GREATER MUMBAI		11,976,439	6475440	5503010	757	589	54.07	45.95

Source: Census-2001

facilities provided by Municipal Corporation of Mumbai or through MAHADA. A survey of slums reveals that about 63% of the slum population does not have adequate access to safe sanitation facilities. About 84% depend on public toilets, 2% depends on private toilets and almost 4% defecate in the open and 10% have, pay to use toilets. Thus, slum populations have been forced to depend on public toilets to meet their sanitation needs. The basic norm of 1 toilet seat per 50 populations is not fulfilled in most of the slum areas. Inadequate number of toilets leads to long queue and waiting time. Overuse and poor maintenance makes them unhygienic. Inadequate or no water supply and absence of electricity connections further limit the use of public toilets. The users are forced to carry their own pails. Women and children face major difficulties due to poorly maintained toilets. Thus mere physical presence of toilet does not ensure that it is functional. Bathroom facility was not available for nearly 70% of slum households. Proper drainage arrangement meant a system of easy carrying -off waste water and liquid waste of the house without any overflow or seepage. This is an essential requirement for maintaining hygienic condition surrounding the house. In this respect the non-existence of drainage arrangement can be viewed as potential health hazard. However the presence of open drainage from which seepage of water can take place, pose similar problems to the households living in the house. Around 85% slum dwellers reported that there is open drainage and 10% says there is no drainage in slum area. Another important aspect is the garbage collection system. 35% slum dwellers through their garbage on road. This is an arrangement to carry away the refuse and waste of households to some dumping place away from the residential areas. The availability of micro-credit to slum dwellers is extremely insufficient (85%) and there is no awareness about HIV/AIDS to 15% slum population.

Fig: 3 Major Slum Pockets in Greater Mumbai-2011

Source: The Times of India, 6th July, 2011, Wednesday

Table: 5 Responses of Sample Slum Households From Major Suburban-wards of Mumbai:

Sr. No.	Item	Status/ Households (%)			
1	Households by Number of Room	Status	One	Two	Three & more
		Households (%)	82	16	2
2	Households by Ownership Status	Status	Owned	Rental	Others
		Households (%)	76	23	01
3	Households by Number of Couples	Status	Married	Unmarried	-
		Households (%)	88	12	-
4	Source of Drinking Water	Status	Common connection	Other Source	Individual tap
		Households (%)	65	27	8
5	Access to Education	Status	Govt./BMC School	Pvt. School	No
		Households (%)	73	25	02
	Access to Primary Health Services	Status	Government	Private	NO
		Households (%)	20	40	40
6	Solid Waste Management	Status	BMC Garbage bin	Garbage on Road	Other
		Households (%)	55	35	10
7	Availability of Bathing Facility	Status	Attach	Detach	No
		Households (%)	10	20	70
8	Drainage	Status	Closed	Open	No
		Households (%)	05	85	10
9	Latrine Facility	Status	Public	Private	Sulabh / Open
		Households (%)	84	02	10 / 04
10	Availability of Kitchen	Status	Cooking inside	Cooking outside	-
		Households (%)	92	08	-
11	Fuel for Cooking	Status	Gas	Kerosene	Other
		Households (%)	65	30	05
12	Bank Accounts	Status	Available	Not available	-
		Households (%)	82	18	-
	Micro credit	Status	Available	Not available	-
		Households (%)	15	85	
13	TV	Status	Available	Not available	-
		Households (%)	87	13	-
14	Computer	Status	Available	Not available	-
		Households (%)	11	89	-
15	Mobile	Status	Available	Not available	-
		Households (%)	82	18	-
16	Households by Household Size	Status	Two and Less	Between three and four	Five and above
		Households (%)	11	75	14
17	knowledge of HIV/AIDS	Status	Know	Don't know	-
		Households (%)	85	15	-

Survey Data: 2012

The MCGM supplies about 3000 million liters of water per day to its citizens. Water supply arrangements in Mumbai's slums are through shared connections or group connections (stand post based supplies), which cater to groups of five households or more. About 65% of the slums have this arrangement. 27% have supply from more than one source and remaining get from tube wells and community standpipes. About 8% have individual tap connections. Mumbai, unlike other Indian metropolitan areas, is fortunate in not having a major water scarcity problem. However, contamination, low pressure, supply at odd hours, and high access costs are localized problems in slum settlements. It is understood from the primary survey that around 82% people are living in one room and depends 73% slum dwellers on government aided schools where as 40% people says there are no primary health centers. On the other hand it is also observed that 82% households have mobiles and 87% households have Television sets.

Conclusions and policy recommendations

In spite of rapid economic growth, India's slum population is vast. Be it due to high levels of rural-to-urban migration, misguided public policy, or an aversion to housing consumption. A large majority reported either a lack of

improvement or deterioration in the condition of roads, water supply, latrines, sewerage facilities, drainage, and garbage disposal in the last few years. The paper has presented the statistical overview of the households in slums of Mumbai. The health status of children is poor particularly due to non-availability of public sector utilities and non-coverage of health programs to the slums. The availability of micro-credit to slum dwellers is extremely insufficient and some of them depend on informal sector. To pull these households out of poverty micro-finance funding is needed. Similarly, for the short-run transfer payments and social security nets are required. It is recommended to identify the slums within the urban areas and targeted programs for water supply, sanitation and other utility services should be launched by the governments. The basic needs like education and health services should be provided to slum dwellers on priority basis. Generally, the government should aim to spend more of national income on education and health.

This paper concludes that, cities are commonly described as engines of economic growth. But unless the right policy lubricant plays catalyst in the engine, the development of cities may degenerate and cause a negative effect on the lives of people. Urban slums in Mumbai are deprived of many essential facilities and culpability can be fixed with adequate policy priorities and concomitant public provisioning. An analysis of the various reasons for the dismal conditions of essential services is merely not enough; rather, solutions to improve the scenario need to be looked into. There is an acute need to look beyond the existing tiny schemes-centric intervention. A comprehensive agenda for the overall development of slums through a time-barred mission should be formulated with higher allocations for the overall development of water and sanitation facilities in Mumbai, especially in urban slums. It is necessary to have an improved governance structure and processes at the institutional level so that significant policy benefits reach end-users/beneficiaries. Finally, issues such as lack of decentralized planning, centralized budgeting, shortage of human resources and poor convergence among implementing agencies need to be surmounted for the smooth implementation of programmes and schemes.

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