

## **Development Plans for Mumbai**

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## Plans for Mumbai city development

The **Bombay Municipal Corporation (BMC) Act** was enacted in **1888** giving rise to Local Self Government. This was the first attempt to regulate the functioning of the city in a planned manner. Due to the plague of 1896 most of the population left Mumbai and the city faced commercial extinction. This led to the improvement of the Mumbai (Bombay) City Improvement Trust.

## Bombay (Mumbai) City Improvement Trust (BCIT), 1898-1930

The Mumbai City Improvement Trust was established on **November 9, 1898**, under the Bombay Act IV. The main tasks assigned to BCIT were to remove insanitary housing, develop the northern part of the island to reduce overcrowding and undertake a large number of new housing projects.

Under other improvement projects, roads were widened, unhygienic buildings pulled down, and low-lying lands drained. **33 schemes were undertaken by the BCIT**

This was the first attempt to deal with the ill effects of unplanned development of the city.

## Town Planning Act 1915

Bombay province was the first to enact town planning legislation in India. This Act facilitated the preparation of **Town Planning (TP) Schemes**. Town Planning Schemes (1915) and Improvement Trust introduced planned development. Under the obligatory provisions of this Act, BMC framed various town planning schemes in the suburbs.

Government agencies -**Bombay Development Department (BDD)** & **Bombay Improvement Trust (BIT)** built chawls as low income housing.

## Modak Meyer Plan 1948

This plan recognized the need of development on the mainland. This was the first major effort of urban planning and laid overall growth of Mumbai as the objective.

## Mumbai Town Planning Act, 1954

This Act replaced the earlier Act of 1915. The new Act made it obligatory for local authorities to prepare Development Plans for areas administered by them within the stipulated period in addition to preparation of Town Planning Schemes.

## First Development Plan (DP) – Mumbai

The first development plan of Mumbai was prepared by the BMC in 1964, but was sanctioned in parts between 1965 and 1967<sup>1</sup>. The first DP was initially planned for the period of 1964 to 1977 but extended to the period of 1964-1981. The primary focus of this DP was on (i) providing various amenities in line with a land use plan, (ii) shifting the development to the near suburbs; (iii) restricting operations of industries, trade and population concentration on the island city<sup>2</sup>.

This plan met with some inevitable failures – failure to comply with time lines, failure to expand/ improve the existing infrastructure, failure to develop amenities proposed in the plan.

In 1957, forest department had notified 305 private plots adjoining the National Park as forest lands Revenue department was not informed and development on these lands was allowed. The forest status was never reflected in any Development Plans Government's decision could affect thousands of people already staying in the area<sup>3</sup>.

## Second Development Plan of Mumbai

The second development plan was a revised development plan prepared for the period of 1981-2001 initially. It was sanctioned in parts between 1991 and 1993, the last being in 1993. But it is reported to have been extended to the period of 1991 - 2013, once again exposing the inordinate delays in the making of plan proposals and getting the approvals. The plan proposals appeared to be more realistic with ground situation when compared to the first development plan but it has several shortcomings.

Till the year 2009, BMC had succeeded in acquiring only 12-14% of the total land required to implement the existing DP<sup>4</sup>.

## Vision Mumbai: Transforming Mumbai into a World-Class City, 2003

This report was prepared by McKinsey in the year 2003 and submitted to the Government of Maharashtra, Mumbai. This report was prepared at the request of Bombay First and

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<sup>1</sup> <http://citizensalliance.wordpress.com/2009/09/04/projects-grand-development-plans-or-an-exercise-in-futility/>

<sup>2</sup> Development Planning or Development Control - The changing focus of Master Plan of Mumbai, Ramakrishna Nallathiga, Program Manager, Bombay First (Bombay City Policy Research Foundation), Mumbai, published in the ITPI journal

<sup>3</sup> [http://articles.economictimes.indiatimes.com/2006-06-03/personal-finance/27452703\\_1\\_bombay-environmental-action-group-commercial-development-development-plans](http://articles.economictimes.indiatimes.com/2006-06-03/personal-finance/27452703_1_bombay-environmental-action-group-commercial-development-development-plans)

<sup>4</sup> <http://citizensalliance.wordpress.com/2009/09/04/projects-grand-development-plans-or-an-exercise-in-futility/>

with the concurrence of GoM. The document laid out a blueprint for Mumbai to transform itself into a world class city by 2013. The report suggested an eight-pronged approach, involving investment of \$40 billion and the presumed necessary political will and coordination, to turn Mumbai into the next Shanghai, or any other booming Far East Asian city. A comprehensive program was proposed for the next ten years.

This report was replaced by a hefty seven volume report 'Vision Mumbai- A blueprint for the future'.

### **Vision Mumbai - A blueprint for the future**

This report is prepared by Singapore-based Surbana Urban Planning Group, commissioned by the Mumbai Metropolitan Region Development Authority and with non-profit group Bombay First. This was also supported by the Mumbai Transformation Support Unit (MTSU).

The report envisages a higher average floor space index (FSI) of 5 in the inner city, 3 for the suburbs and 3 in the 'hinterland'. It also envisages further concentration of the central business district by providing much more FSI of up to 14, starting with Nariman Point<sup>5</sup>. The possible solutions provided were as follows<sup>6</sup>:

1. Increase FSI in the island city to 5. In Navi Mumbai and Uran FSI should be 3 and in Kalyan, Panvel Vasai and Virar FSI should be 2
2. Introduce four to five major coastal or trans-harbour roads and rail corridors
3. Create a parking policy, ban road-side parking and make restrict movement of cars in highly congested areas.
4. Introduce congestion tax for car owners, whereby motorists will have to pay to enter central business districts like BKC, Nariman Point, etc
5. Create artificial islands in the eastern water front as mini-cities
6. Develop ferry services on eastern and western water fronts
7. Create more green lungs and parks

### **City Development Plan**

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<sup>5</sup> <http://www.moneylife.in/article/mr-chief-minister-the-proposed-concept-plan-for-mumbai-is-flawed/14684.html>

<sup>6</sup> [http://articles.timesofindia.indiatimes.com/2011-03-05/mumbai/28657765\\_1\\_business-hubs-rail-corridors-concept-plan](http://articles.timesofindia.indiatimes.com/2011-03-05/mumbai/28657765_1_business-hubs-rail-corridors-concept-plan)

## Plans/ Projects for slum development

### Slum Redevelopment Scheme, 1991

### Slum Rehabilitation Scheme (SRS)

### The Mumbai Slum Sanitation Program, 2006

Partnering with Slum Communities for Sustainable Sanitation in a Megalopolis

## Plans for sewage and sanitation

### Mumbai Sewage Disposal Project (MSDP), 1995

MSDP approved in 1995, was financed by the World Bank and was primarily targeted at undertaking special sewerage works in Mumbai and strengthening the capacity of the Corporation to provide sewerage services.

*Project Cost: Rs. 13.2 billion (US\$295.6 million) financed in part by a Bank loan of approximately Rs. 8.6 billion (US\$192 million).*

The Slum sanitation program was a component of the MSDP project and aimed at “improving health and environmental conditions in Greater Mumbai including the slum dwellers”. It was targeted at about one million slum dwellers (approximately 20% of the total Mumbai slum population) living on municipal land at about 10 % of the MSDP project cost.

## Plans/ Projects for storm water drainage

### Brihan Mumbai Storm Water Drainage (BRIMSTOWAD) Project

M/s.Watson Hawksley was appointed as consultant in 1989 to study the whole storm entire drainage system in Mumbai. The survey of the storm water drainage system of the city was conducted by Watson Hawksley in association with AIC India Pvt. Ltd from 1990 to 1993 and the BRIMSTOWAD master plan was submitted to MCGM in 1993. Due to limitations of funds the recommendations in the master plan could not be executed by the Corporation<sup>7</sup>.

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<sup>7</sup> <http://www.scribd.com/doc/60256439/31/BRIMSTOWAD>, Manual on Rainfall Analysis for Storm Water Drainage systems, Prof. Shashikant D. Chawathe, Chapter 6 - Mumbai Floods and Aftermath

This project was approved by the centre at a cost of ` 1200.53 crore on 12.7.2007. A total of Rs. 1000 crore has been released by the Government of India in three installments viz. Rs. 400 crore as first installment on 23<sup>rd</sup> August, 2007; Rs. 100 crore as second installment on 17<sup>th</sup> February, 2009; and Rs. 500 crore as third installment on 31<sup>st</sup> March, 2010.

Apart from these funds the state was also successful in seeking Rs 230.57 crore under JNNURM<sup>8</sup>.

No development zones are essentially marked in the town planning and in the planning of a city to meet the future requirements that cannot be projected at the time of the preparation of the development plan. Simultaneously it is meant to maintain balance in the city in consistency with the infrastructure provision. To control and maintain the population balance land in measured quantum is released for development of for various purposes based on town planning norms with regard to density, workplaces, residences, industry, parks, gardens and other public open spaces. Every ten years, the development plan is reviewed and revised to meet the challenges of time.

**Why Mumbai choked - extract from "Frontline", Volume 22 - Issue 17, Aug 13 - 26, 2005**

*Coastal Regulation Zone (CRZ)* is a zone where no construction is permitted but the CRZ rule is such that if there is a road running near the coast, development is permitted on the non-coastal side of the road. So *development plans show roads, which are proposed but actually never constructed*. The new development plans started in 1992, around the time when the judgment regarding CRZ rules was given. The *first development plan showed a ring road almost touching the sea and encircling the city. This does not exist in reality* but it was inserted in the plan so that wherever they wanted to get exemptions for construction they would actually build a road, say that it was in the original plan and then proceed to carry out the so-called permitted development near the road and violate the CRZ. Slum redevelopment is possible in the CRZ areas within the present rules. If the CRZ rules are relaxed or waived completely, builders will benefit tremendously.

An all-party delegation met successive Prime Ministers to convince them of the need to scrap the CRZ rules. Needless to say, the builder-politician-bureaucrat-underworld nexus was engineering every move. *The maximum damage to the city was done during the Bharatiya Janata Party-Shiv Sena regime*. Two major actions taken in *1997 were the slum re-development scheme and the old and dilapidated buildings reconstruction scheme*. The slum scheme has a unique position among such schemes worldwide. If this scheme just said that land, which is occupied by slums, is declared as valid for slum re-development then it is understandable. But the *Mumbai scheme is such that vacant land, which is a garden or a playground, has been declared as a slum*. This is purely for the benefit of builders. This scheme, under the garb of providing free housing to slum-

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<sup>8</sup> [http://www.sarkaritel.com/news\\_and\\_features/august2007/24maha\\_seek-scheme.htm](http://www.sarkaritel.com/news_and_features/august2007/24maha_seek-scheme.htm)

dwellers, has taken over all the vacant land and incorporated it into slum development with a 2.5 FSI where the normal FSI permitted is 1.

Such were the powers given to the slum re-development authority that if a builder came to it and asked for some vacant plot to be included in the scheme the authority could do so. Incidentally, it is worth noting that the Chief Minister is the Chairman of the Slum Re-Development Authority and also that of the Mumbai Metropolitan Region Development Authority (MMRDA). The Chief Minister also holds the Urban Development portfolio. The present Chief Minister is also the Housing Minister

### Why Mumbai choked - extract from "Frontline", Volume 22 - Issue 17, Aug 13 - 26, 2005

The city's development plan has earmarked lands for gardens and playgrounds within the city limits. These are being de-reserved at a phenomenal rate. As *Chief Minister, Sharad Pawar de-reserved 285 plots; Manohar Joshi 300 plots; and Narayan Rane, in his eight-month rule, de-reserved about 180 plots*, one of which covered 660 acres (264 ha) in Mankhurd (an area that was severely affected by flooding with water rising to 12 feet). Vilasrao Deshmukh continued the trend. *Sushilkumar Shinde de-reserved 67 plots*. All these put together would perhaps amount to almost 50% of the space for amenities. *On paper, the development plan's amenity spaces ratio is 0.2 acres per 1,000 population*. Of this, *82% is taken over by slums* so that the *actual ratio is 0.03 acres per 1,000 population*. This is the lowest in the world. By **Indian standards it should be 4 acres per 1,000 population**. If you take **international standards it is 12 to 14 acres per 1,000 population**. The other metropolitan cities, Delhi, Chennai and Kolkata, have a ratio of about 4 acres each<sup>9</sup>.



Mumbai central business district and inner city revitalisation plan, as proposed by Singapore-based Surbana International

<sup>9</sup> <http://www.frontlineonnet.com/fl2217/stories/20050826004601700.htm> - Frontline, Volume 22 - Issue 17, Aug 13 - 26, 2005