REVISED DRAFT DEVELOPMENT PLAN 2034 FOR MUMBAI

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LEGAL BACKGROUND

• List III of constitution “Economic and Social Planning”

• List III is a concurrent list, where State as well as Centre can enact laws.

• Present MRTP act is prepared by State by drawing powers from the Constitution under the heading “Economic and Social Planning”
List III.- CONCURRENT LIST

1. Criminal law, including all matters included in the Indian Penal Code at the commencement of this Constitution but excluding offences against laws with respect to any of the matters specified in List I or List II and excluding the use of naval, military or air forces or any other armed forces of the Union in aid of the civil power.

2. Criminal procedure, including all matters included in the Code of Criminal Procedure at the commencement of this Constitution

....20. Economic and Social planning.
MRTP ACT PROVISIONS

• Section 38 mandates for revision of DP once in 20 years.
• Procedure of making of DP till final sanction is elucidated in section 21 to 31 of MRTP Act.
• Section 22 describes what should be there in development plan –
  a. Proposals of land use and zoning.
  b. Proposals for designation for public purposes.
  c. Proposals of open spaces, playground etc.
  d. Transportations.
  e. Water supply and sewerage.
  f. Reservation of lands.
  g. Service industries, industrial estates and extensive development.
CONTENTS OF DEVELOPMENT PLAN

h) Conservation of areas of natural scenery and landscapes
   preservation of historical places, heritage buildings.

i) **Proposals for flood control and prevention of river pollution.**

j) Proposals of central or state Govt.

k) **Land reclamation proposals.**

m) Regulations for controlling development plan.
23. Declaration of intention of DP

24. Town Planning officer to be appointed.

Maharashtra development plans rules 1970, issued on 16.6.1970, under section 158 of MRTP act, mandates that after declaring the intention of DP, under section 23, if any suggestions objections are received, the same shall be considered while preparing the draft DP.

The DP report does not spell out clearly, whether, such process was followed and if so, what is the outcome..

25. Survey of the land to be carried out (ELU).......the process is completed and ELU was published. MCGM carried out various seminars with stake holders......which is not required in MRTP act....but a good proactive step by MCGM.
MRTP ACT PROVISIONS

26 (1) Planning authority to publish draft DP with time extensions.

26(2) The Notice shall also state that copies of the following particulars in relation with draft DP are also available for inspection by the public and copies thereof or extracts there from certified to be correct, are also available for sale to the public at reasonable price at the place so named namely,

i) Report on ELU and Maps
ii) Maps, reports explaining draft DP.
iii) Map showing planning unit or sectors undesirable till DP is revised.

iii) Regulations enforcing the said draft DP.
iv) Report of the stages of DP as to how it will meet obligations of DP
v) Approximate cost estimates for acquisition.
Process of ELU explained and outcome

• Entire City is divided in 3 sections ES, WS and City
• 24 administrative wards
• 150 planning sectors (1991 DP 103 sectors)
• Sectors determined by Bounds by major roads, creek-arm, rivers or by clear cut campus bounds like BARC, IIT
• Planning sector coverages are given in table 3.2 of the report.
• In ELU, existing amenities like social, open space, public utilities, zones, users, and all such details are captured at sectoral level and then built up to ward and then city level.
• ELU reveals that 65% land is developed and 35% is undeveloped.
• Statistical parameters are as explained.
Statistics of ELU

- Residential 25%
- Commercial + offices 3%
- Industrial 5.5%
- Developed open spaces 3.7%
- Edu + Med + Social amenity 3.7%
- Public utility 2%
- Transport 13%
- Gaothan 0.8%
- Vacant under development 2.7%
- Unclassified 5%
- Natural areas 28%
- Vacant Land 5.5%
- Primary activity 2%
- Total 100% area = 41505 Ha excluding SPAs
Existing bulk FSI computations

• Blocks comprising of identical development are captured.
• Area footprint is computed by P line.
• Average No of stories is captured.
• Total foot print area* average no of floors = bulk BU area.
• Bulk FSI = Bulk BU area/ block area.
• This is explained at page nos. 102-107 of the report.
• The report at page 241, accepts that due to free of FSI areas, the bulk FSI so computed will vary with BU area as per approved plans, in new buildings.
Population Forecast

- Population Projections by Ratio Method
  
  ✓ Ratio Method recognizes the population growth influenced by larger area/boundary.
  
  ✓ Various ratios were computed for the past data and projections were made.
  
  ✓ Maharashtra’s projected population was considered based on reports by Population foundation of India and Population reference bureau-2007
  
  ✓ Based on Maharashtra population, Urban population in Maharashtra was projected and based on this, Population of GMUA was projected and based on this Population of Greater Mumbai was projected.
  
  ✓ The Magic figure is 13.95 Millions.
Process of Making of PLU explained

Visions and Objectives and Goals were set Apriori

1. **Competitiveness** - includes ease of business, one window approvals, flexible regulatory climate, enhance public transport and access to recreational and other amenities

2. **Inclusivity** - increase supply of land for public amenities, bring informal markets into plan, place based DCRs, Supply of place based redevelopment incentives, participatory local planning

3. **Environmentally sustainable city** - protect ecological sensitive areas, enhance urban biodiversity through network of biodiversity hubs and corridors, measure to address flooding and pollution

4. **Total 5 objectives and 19 strategies are described**, forming vision for DP 2034
FSI BASIS IN NEW DP/DCRS

- 2001 - 11.97 MILLION
- 2011 - 12.48 MILLION
- 2034 - 13.94 MILLION
- 42% LIVE IN SLUM AND WILL REMAIN IN SMALLER Sized TENEMENTS OF SAY 300 SQ FT BU AREA(8 SQ MTRS PER CAPITA) EVEN AFTER REHAB IN NEW BLDGS
FSI AND COMPUTATIONAL METHODOLOGY

- EXISTING PERCAPITA BU SPACE = 9 SQ MTRS

- WITH HEAVY INCREASE IN INCOME OF MUMBAI CITIZENS, AND ASPIRATIONS, PER CAPITA AVERAGE BU SPACE WILL ZOOM TO 27 SQ MTRS...

- \[(27 \text{ SQ MTR} \times 13.94\text{MILLION})/\text{DEVELOPABLE LAND IN MUMBAI} = \text{AVERAGE FSI} = 3.5\]

- THIS IS THE BASIS OF VARIED FSI FROM 2.00 TO 8.00
CONSIDERING THE AVERAGE BU SPACE OF 27 SQ MTRS PER CAPITA, THE NEW BUILDINGS SALABLE COMPONENT MUST CONTAIN THE TENEMENT SIZE OF 45 SQ MTR PER PERSON (45*4=200 SQ MTRS BU SPACE)

2200 SQ FT FLAT IN NORTHERN CORNER OF MUMBAI (MULUND) - A DREAM FOR AN IIM GRADUATE WITH 5 YEARS EXPERIENCE

MAGIC FIGURE OF 27 SQ MTRS PER CAPITA, SCIENTIFIC BASIS,

FSI MODEL = DREAM MODEL???

WILL THIS CREATE AFFORDABLE HOUSING???
FSI DISTRIBUTION

![Bar chart showing FSI distribution with categories: 2 FSI, 3.5 FSI, 5 FSI, 6.5 FSI, 8 FSI]
TOD (TRANSIT ORIENTED DEVELOPMENT ZONE CONCEPT)

• NEW CONCEPT USED IN LAST DECADE.

• INCORPORATED IN DELHI.

• ALLOWING MORE DEVELOPMENT NEAR TRANSPORT CORRIDORS AND NODES, SO AS TO HAVE LESS COMMUTE.

• TOD ZONES INCORPORATED ALONG MAJOR TRANSPORTATION CORRIDORS INCLUDING UPCOMING METRO CORRIDORS.

• ENTIRE FREE SALE AREA IN TOD (8 AND 6.5 FSI) MUST BE SMALLER SIZED FLATS, AS THE PEOPLE FROM THIS SECTOR WILL USE PUBLIC TRANSPORT.
T.O.D. Contd....

- Rail Lines and Metro and Mono were considered for development zones around.
- Survey by MVRC and MMRDA-CTS, were used to for “passenger boarding Volumes” and then to accord higher weightage.
- Interchanges between different modes were accorded additional weightage.
- Using this logic -
  - Order 1 stations with 1 km radius
  - Order 2 stations with 500m radius
  - Order 3 stations with 300m radius
Graph 15.3: TOD weightage for metro rail stations

- Interchange Weight
- Passenger Weights

500m High FSI
TOC Zone C2
300m Mid FSI
TOD Zone 03
300m Low FSI
## FSI CHARACTERISTICS

<table>
<thead>
<tr>
<th>Sr No.</th>
<th>Present DCRs</th>
<th>New DCRs</th>
<th>Apprehensions</th>
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<tbody>
<tr>
<td>1</td>
<td>FSI was tool of controlling growth and density</td>
<td>FSI as opportunity for extra floor space</td>
<td>Appears that extra FSI is used as tool to control prices, which may not prove correct.</td>
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<tr>
<td>2</td>
<td>FSI as “BIRTH RIGHT”</td>
<td>FSI as upper limit as indicator of maximum achievable FSI</td>
<td>FSI index may remain a DREAM in areas like Vileparle, Ghatkopar, Kurla.</td>
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<tr>
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<td>Many freebies/exemptions</td>
<td>No free bees/exemptions</td>
<td>Staircase and lift areas if allowed free of FSI, are provided wider than required.</td>
</tr>
<tr>
<td>4</td>
<td>Various additional FSI provisions</td>
<td>No additional FSI provisions except SDCRs for slum, cessed buildings</td>
<td>Every aspect is monetized. This DP is a purely Finance driven DP.</td>
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</table>
Planning Standards adopted

• 2 sq. mtrs. per person open space.

• 0.4 sq. mtrs. per person primary school and 0.5 sq mtrs per person secondary school total = 1.37 sq mtrs per person including colleges

• Dispensary- 0.013 sq m per person, nursing home-0.034 sq mtrs per person Total 0.385 sq m per person.

• Hospitals – 0.351 sq mtrs per person.

• Total Health amenities = 0.385 sq mtrs per person.

• Total social amenities = 0.44 sq mtr per person.

These standards are actually bifurcated at neighborhood level, sector level and ward level.
ZONING

- **RC ZONE**: Predominantly Residential with partially commercial to serve retail needs of population.
- **CR Zone**: Mixed use zone where Commercial, Residential and Service Industry will be permitted.
- **Industrial Zone**
- **Natural zone**: Conserves ecological sensitive areas - No development is permitted.
How Land for public purposes was assigned

1. Existing amenities implemented on site, including existing designations as per 1991 DP were captured and marked at sector level.

2. Based on Planning standards adopted, space demand for a public purpose (Say school in particular sector), was computed.

3. Demand Gap = 1-2
How Land for public purposes was assigned

4. First, the unimplemented DP reservations from 1991 DP were checked. If they were encroached upon, the reservation was deleted.

5. Vacant land adjacent to 1991 Reservation was checked and if still remained vacant, and no IOD/CC was given, reservation was incorporated.

6. Priority was given to Open space reservations.
How Land for public purposes was assigned

7. Adjustment of amenities is also done across the planning sector/ward.
8. More amenities/Reservations are provided near slum areas, as they lack in amenities.
9. Due to paucity of lands for reservations, even though for open spaces, complete criteria of thresholds was met with, for buildable amenities, only 50% land was reserved to that required.
10. Balance “Buildable Reservation” land was proposed to be met with from “Textual Model” of DCR by imposing 10% in all plots of redevelopment having area more than 2000 sq. mtrs.
WHAT IS PUBLISHED NOW?

- PROPOSED LAND USE PLAN WITH ZONING AND RESERVATIONS.
- PROPOSED FSI PLAN WITH DELINEATION OF TOD ZONES AND ZONES FOR LOCAL AREA PLANNING.
- A SET OF REGULATIONS CONTAINING GDCRS AND SDCRS.
- 2 TIER APPROACH SELECTED FOR THIS DP SO AS TO HAVE MANY MORE SMALL AREA PLANS IN NEXT 20 YEARS GIVING LOT OF NEW SURPRISES TO CITIZENS, DEVELOPERS AND ARCHITECTS
- EXPERIENCE OF TP SCHEMES AS WELL AS DHARAVI IS NOT OPTIMISTIC FOR SUCH LOCAL LEVEL PLANS, DUE TO COMPLEXITIES INVOLVED.
- THIS GIVES A FEELING THAT “PICTURE ABHI BAKI HAI YARON !”
## Legend

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<tr>
<th>Range of Zonal FSI</th>
<th>TOTAL</th>
<th>BASE</th>
<th>PREMIUM A</th>
<th>TDR</th>
<th>PREMIUM B</th>
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### Roads
- **Existing Road**
- **Proposed Road**
- **Proposed Road Widening**
- **Sanctioned Road Line (RL)**
- **Flyover / Bridges**

### Transportation Network
- **Mono Rail Alignment/ Stations**
- **Metro Line 1/ Stations**
- **Metro Line 2 to 9/ Stations**
- **Railway Track/ Stations**

### Street Scapes
- **SS01** [Building lines along which Arcades are Mandatory]
- **SS02** [Areas in which no front set back shall be provided]
- **SS03** [Areas in which existing building line shall be maintained as mandatory building line]

### Two Tier Planning Areas
- **Urban Renewal Clusters**
- **Slum Clusters for Local Area Plans**

### Areas Under Regulatory Framework
- **Archaeological Survey of India Monument**
- **100 meter Prohibited Area**
- **200 meter Regulated Area**

### Others
- **TOD Zone**
- **Natural Areas**
- **Water Bodies**
- **Area Under SPA**
- **Property (CTS / CS / FP No)**
- **Town Planning Scheme Boundary**
- **Village Boundary**
- **Ward Boundary**

**Notes:** 1. All roads in natural areas shall carry an FSI of 2 unless mentioned otherwise.
Good features of DP/DCRS

• Reasonable and workable planning standards adopted
• Categories of Reservations reduced
• DP report says that DP will act as Broad framework plan
• TDR linked with RR rates of land
• TDR allowed to be used in Island city area
• GIS data base used for preparing DP
• Mixed use zones allowed and reservation categories reduced
• Encroached spaces deleted from reservations as they remained on paper
• Open space provisions for buildings reformed
LOCAL AREA PLANS

• MRTP ACT 33(2) MANDATES THAT ENTIRE PROCESS AS PER SECTION 25 TO 31 NEED TO BE FOLLOWED IN RESPECT OF SUCH LOCAL AREA PLANS.

• IDENTIFICATION AND PUBLISHING OF SUCH LOCAL AREA PLANS WITH BOUNDARIES AND WITHOUT ANY DETAILS AT THIS STAGE WILL UNNECESSARY CREATE CONFUSION.

• SHOWING MERE BOUNDS ON THE DRAFT PLAN CAN SHOW A “WISH LIST” OR “FUTURE PLANNING IDEAS” IN THE MIND OF THE PLANNER, BUT CAN NOT BE CONSIDERED FOR APPROVING OR DISAPPROVING ANY DEVELOPMENT.

• SUCH SECOND TIER PLAN PROPOSALS SHOULD BE DELETED FROM THIS PLAN TO AVOID CONFUSION, UNREST IN CITIZENS AND CAN BE TAKEN UP SEPERATELY AS PER MRTP ACT, IF FOUND NECESSARY.
Land for “Open spaces ” public purposes

- In order to achieve the planning standards, private layout RGs are shown as public RG.
- Instead, such private layout RGs could have shown as “Private RG/PG/G” etc. and considered for achieving planning standard needs.
- All other private amenities like Pvt. Hospitals, Pvt. Schools, Pvt. Social amenities like Fine arts hall, etc are considered as amenities.
- In era of PPP, the amenities can be provided either privately or in public domain.
- MCGM is unable to use/protect open spaces in their possession and opting for PPP models
- Private Layout RG should be distinctly classified as “Private Open Spaces” and shown as designated open spaces.
- CRZ areas or small marshes in patches with complete degradation, and disconnected from creek/sea can be considered to earmark them for “Open space reservations with intended reclamation and converting them in green areas.” (Similar to the model of creation of RG at closed dumping ground at Goregaon)
Buildable reservations

- DP Report suggests that “open space” requirements can be met with, but there is shortfall of “Buildable Reservations”. Hence DP aims at recovery of reservations when redevelopment takes place.

- Planners have used the model of “Textual imposition of reservation” by compelling every small plot of 2000 sq mtrs to cut or donate his 10% part for the city development.

- Small plot holder will further surrender 10% inclusive housing.

- Difficult to protect small tit bits once handed over to MCGM

**Solution**

- Buildable reservations can be placed on “slum areas”,

- Mandatory 10% reservation to be insisted for plots having area more than 1 Hectare (10000 sq mtrs)

- All areas in No Development zone of 1991 DP, lying vacant, and now placed in RC/CR zone without any reservations, can be revisited to achieve this, at least partially.
Issues not understood .....??????

- DP report recognizes increase in vehicle ownership, due to high aspirations, but reduces the requirement of parking's.
- Additional FSI/TOD areas proposed around METRO areas, which are not implemented.....must compel for smaller sized flats, as this sector will use public transport.
- DP report says that at planning sector level, there is no correlation between FSI and density. This statement need to be verified, considering existence of large slum/informal settlements.
- Why One DP sheet per sector not prepared? This would have enabled everybody to prepare Radar Diagrams in a sector.
DCR QUERIES


- Municipal Commissioner has powers to add/alter/amend any of the Appendix X to XXIII.

- ON SIMILAR LINES, ADMINISTRATIVE/ILLUSTRATIVE/PROCEDURAL PART AND ALSO SKETCHES/DIAGRAMS SHALL BE CLUBBED AND PLACED AT THE END OF DCRS, AS ANNEXURE, NOT FORMING PART OF DCR.

- Amendments in such annexure need not go to UDD every time and can be undertaken at MC’s level.
LAYERS OF PERMISSIONS

- ADDITION OF PLANNING PERMISSION CREATES MORE LAYERS OF SCRUTINY.

- INSTEAD, PLANNING AND DEVELOPMENT PERMISSIONS BE GIVEN AT SINGLE WINDOW.

- MULTIPLE LAYERED PERMISSIONS IS NOT THE AIM OF “EASE OF BUSINESS”.
NEED OF THE HOUR

• IT IS NEED OF THE HOUR TO THINK ON “DUAL PERMISSION” MODEL IN MUMBAI.

• A SINGLE PERMISSION UNDER MRTP ACT BE GIVEN.

• BMC ACT WAS USED WHEN THERE WAS NO MRTP ACT.

• DUPLICATION OF DOMAINS MUST BE DONE AWAY WITH AND THIS IS THE OPPORTUNITY.
Questions unanswered/Suggestions

1. Issues like Construction of SEA WALL to protect precious lands, construction of Sea Link along with Metro....such ideas are not debated/discussed in DP report
2. The DP report relies upon the MMR transportation report by CTS. This report is not made open to public.
3. Only “Finance and Monetization for the Government treasury” is at center point of this DP.
4. Reclamation in degraded mangroves or CRZ areas which are in isolated pockets with small areas, can be shown with detailed justification. Public uses and amenities can be proposed thereat.
5. “Action Plan” with MCGM to save such “Tit Bits 10% plots” as well as “Intended Layout RGs to be taken over as Public RG?”
6. Even Though Mumbai once was called as “World class city”, no such direction/thought process of reforms of “International level” appear to have discussed in the report with revolutionary ideas....by “International Consultants”
Questions Unanswered

This DP is described with many special adjectives

1. Green DP -

2. Competitive -

3. Inclusive -

4. Sustainable -

5. Finally, is this DP achieving “Good Economic and Social Planning”, as intended by the Constitution of India? This has to be decided by everyone of us, before filing any suggestions/objections.
Thank You !!