

# Our Vision for Mumbai's Development



## People's Vision Document for Mumbai's Development Plan (2014 - 2034)

**People's Vision Document**  
for  
Mumbai's Development Plan  
(2014 - 2034)



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## Development Plan 2014-34: What Mumbai Needs? – A People’s Vision

### Introduction

There is an increasing stress on creation of “world class cities” with the single-minded aspiration to achieve international standards rather than “liveable cities” with a mixed-use urban fabric. The case of Mumbai exemplifies this trend. This has led to a mounting conflict for space within the city. There has to be a thorough rethink of our stance on the importance of diversity within the city spaces in order to rediscover the principles of true urbanism, rebuild our cities so that they are ecologically sustainable and regain communities that are healthy and socially sustainable. For this the people need to have a vision of the kind of city they wish to live in; one in which resources are cornered by the privileged few thereby leading to exclusion and conflict or one with dynamic diversity where each individual’s worth is understood and acknowledged thereby encouraging interdependence and integration. Moreover the people need to reclaim their own right to the city by establishing and engaging in democratic management over its urban deployment.

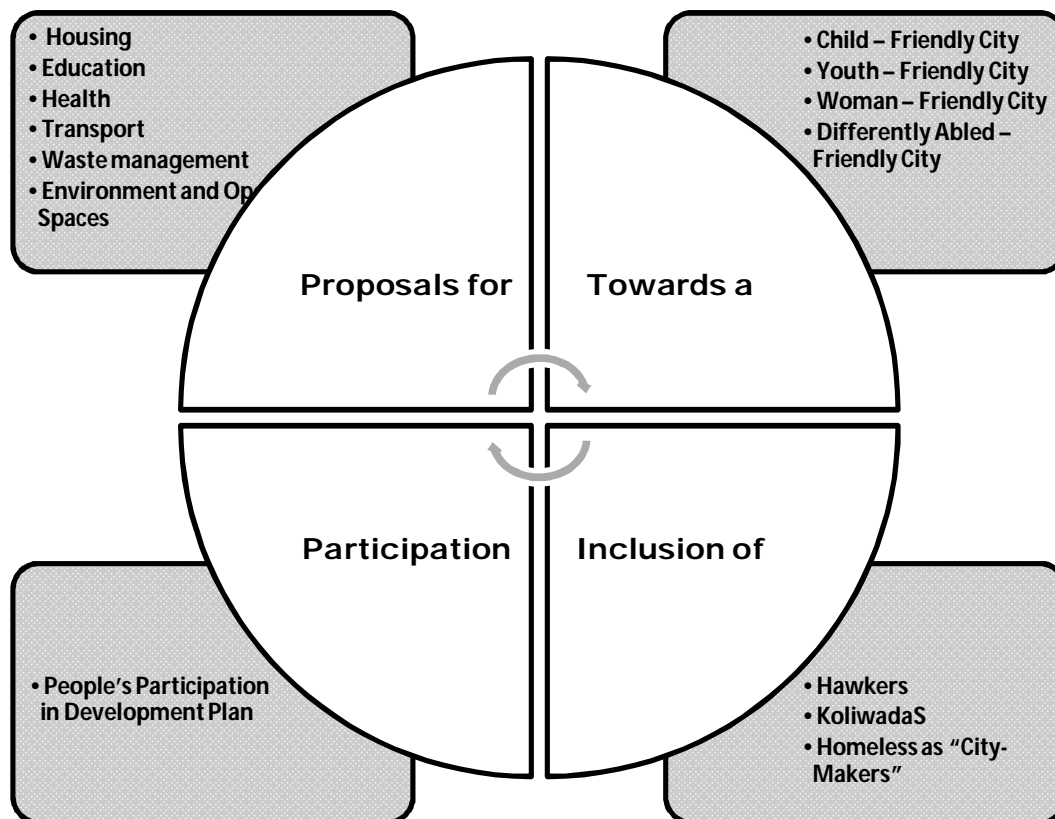
The city of Mumbai – presently – is an epitome of inequality and poverty that plagues our urban centres. The informal settlements that dot its landscape and the homelessness that is visible on the streets are a testimony to that. Exclusion of the urban poor – who form the majority in Mumbai – is set into the biased and non participatory top down process of formal development planning. This leads to undermining the rights of majority of its residents, thereby worsening the already abysmal conditions of the poor denizens in Mumbai.

Through this People’s Vision Document, we attempt to challenge and break the exclusionary planning and non-participatory mechanisms that decide the future of the city. This we believe will be a rudimentary step to counter the imaginary visions floated by the state, citing the imminent need to make Mumbai a “world-class” city. Engaging all resources towards this goal, without ensuring basic needs of infrastructure and space to make the city more inclusive, healthy and liveable for ALL, would be a failure of the planning process. We hope that the state, the BMC and the average Mumbaikar understand that our stance is not against Mumbai’s development, but for the inclusion of the urban poor – who form 70% of the city – in this development process. The presently ongoing Development Plan (DP) revision process in Mumbai is one such major space for us to assert *our right over our city*. The new Development Plan (DP) slated for 2014-34 should address the various issues the city is currently facing and propose a holistic approach to tackle the same.

The DP process – till now – has not been participatory; it has been a perfect example of a top down, secretive process. Only after consistent pressure from a number of partner organizations and institutions who pointed out major discrepancies in the Existing Land Use (ELU) survey that forms the base of the DP did the BMC relent and take some steps towards opening up the DP process to us Mumbaikars. In the ELU stage, we all came

together and fought for the correct mapping of our informal communities, our *gaothans*, our *koliwadass*, our villages, our playgrounds and other aspects that are crucial to our rightful existence in the city. In the same stage we also engaged with the BMC in ensuring that the most marginalized sections like the hawkers and homeless are also included in the ELU. We fought a huge campaign on ground regarding the ELU and tried to spread the word to as many as people and organizations as possible.

But we, who participated in the ELU campaign, felt that we should not stop at the initial ELU stage. In response to the present top down planning process a wide range of NGOs, CBOs, citizens and experts participated in a collaborative process to draft a "People's Vision Document for Mumbai's Development Plan" through several meetings and discussions [- over a hundred stakeholder and interest groups representing diverse communities in the city along with experts and activists, who participated in this collaborative process (and are the authors of this report), have now come together in a campaign called *Hamara Shehar, Hamara Vikas, Hamara Niyojan, Abhiyan (Mumbai)*]. This document enlists the demands of people for their city – to be included in the upcoming DP – from 14 important aspects. These 14 categories have been represented graphically below. As can be seen, these categories vary from the most hotly debated issues like housing, education and health to some unexplored issues like the needs of the hawkers, children and homeless.



Work on enlisting the demands from varied perspectives started in May 2013 and the process went on for three months before the demands were finalized following a lot of debate. Our sincere hope at every stage has been that our initiative for the development plan process which entails participation from varied groups and individuals, as also a lot of debate, will not go in vain. We also believe that the utmost relevant concept of people's participation will come into full force for DP revision (and any further) process in Mumbai, thereby translating into housing for urban poor and land for school, health care, hospital, playground, roads etc. The people's vision articulated herein, we hope, will result in making our city a happy space for everyone including the urban poor and other marginalized sections, and its development would reflect the needs and aspirations of Mumbai's underclass, which has been consistently left out until now.

**Note:**

- It is to be added before concluding that the various categories mentioned within the document are not mutually exclusive and are rather interdependent. The Development Plan has to take note of these in an integrated manner, without compartmentalization or differentiation – since this will lead to exclusion. The sole purpose of dividing the document into categories was to highlight the specific demands of each group and to register these needs in the larger public cognition.
- It is also to be added that the various categories included within this document are not exhaustive in any manner. There are specific needs of many other groups of people such as “sex workers”, transgender etc. that need to be considered by the authorities in the final plan. Detailing such needs was out of the scope of this document considering the paucity of time.
- Another point to be noted is that this document is modeled around the present conditions and due to technical limitations was unable to estimate the future needs. This limits the scope of the demands in certain ways, considering the rapid increase of immigration in the city. One suggestion that we have reiterated to tackle this issue of the development plan being relevant to the size of the population is to undertake the revision of the process within a shorter period than the current twenty years.

“I will give you a Talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man [woman] whom you may have seen and ask yourself if the step you contemplate is going to be of any use to him [her]. Will he [she] gain anything by it? Will it restore him [her] to a control over his [her]own life and destiny? In other words, will it lead to Swaraj for the hungry and spiritually starving millions? Then you will find your doubts, and your self melting away.”

- One of the last notes left behind by Mahatma Gandhi in 1948.

## **RIGHT TO THE CITY**

“The question of what kind of city we want cannot be divorced from that of what kind of social ties, relationship to nature, lifestyles, technologies and aesthetic values we desire. The right to the city is far more than the individual liberty to access urban resources: **it is a right to change ourselves by changing the city**. It is, moreover, a common rather than an individual right since this transformation inevitably depends upon the exercise of a collective power to reshape the processes of urbanization. The freedom to make and remake our cities and ourselves is one of the most precious yet most neglected of our human rights”.

~ **David Harvey, 2008**



**Proposals for Housing  
in  
the Development Plan of Mumbai**

# 1

# Housing

## General overview

The city of Mumbai suffers from an acute shortage of affordable housing. According to sources, in 2008, about 2.3 million households in Greater Mumbai could not afford a basic housing unit. It is estimated that six out of every ten people live in slums. Against the backdrop of continued population growth, rising incomes and appreciation of property prices, the challenge facing the city of Mumbai, in ensuring access to quality housing for all, is increasing. Despite several promises by the government to build affordable homes for Mumbai's poor, the city's urban housing shortage hasn't been catered to. This shortage has further led to rampant illegal construction by developers using cheap materials and shoddy methods in order to offer low-cost homes to low-paid workers.

What is called for is a fundamental rethinking and reshaping of urban plans, regulations, and policies to incorporate the working poor. As the living conditions of the poor often determine their work conditions, the expansion of urban infrastructure needs to take into account the basic needs of this large population. This will require an inclusive, rather than exclusive approach to urban infrastructure and services; urban zoning; urban regulations and laws; and urban plans and policies. This, in turn, will need inclusive urban planning processes in which representatives of the working poor have a voice in policy-making. Hence it becomes extremely necessary to develop a strategy that delivers sustainable affordable housing solutions to the diverse constituents of the region.

### *Concept of Affordable housing*

The basic aim of the affordable housing scheme is to provide stimulus to economic activities through affordable housing programmes in partnership. Its immediate objective is employment generation of the urban poor, especially construction workers, who are experiencing the adverse impact of economic downturn. The Scheme will also strive to ensure equitable supply of land, shelter and services at affordable prices to all sections of society, and thereby to prevent the growth of slums in urban areas.

Through this paper, we aim at highlighting the existing issues that the city is facing in terms of housing shortage as well as affordability. We have also prepared a set of recommendations that can bring out immediate positive changes in the housing sector. It is our vision to promote "*housing for one and all*".

### *Major issues*

- The shortage of adequate housing in Mumbai is already acute. About 60 per cent of households in the Greater Mumbai reside in unsanitary slums. Meanwhile numerous households continue to reside in extremely congested conditions in *chawls* and in dilapidated buildings. Since adequate, affordable formal housing supply for the urban poor is not a priority for the government, squatting appears to be the only housing option for poor in near future. At the same time, land values are escalating so sharply, that the only housing that is formally coming up is the high-end variety.

- Scarcity of developed and serviced land, high land prices, rising prices of materials and resource constraints of government agencies are some of the factors which force the urban poor to live in substandard housing and unhealthy environment. Land in urban area, on one hand, is a scarce resource which needs to be utilized appropriately in order to achieve balanced development and on the other hand, there is a very big need to supply land for housing the poor. Steep increase in land values and the growing interest of realty sector in land is perhaps making less and less land available for slums. Resettlement policy should lay down guidelines to minimize development-based, market induced displacements and insure rehabilitation of project affected persons based on human rights to adequate shelter.
- Cities are getting spatially fragmented into high quality formal developments and informal areas marked by insecurity and acute deficiencies. Government needs to play a more proactive role to provide for the poor rather than relying on and facilitating the “market”.
- Non willingness by developers to help the poor: The low-income market isn't serviced for three basic reasons:
  1. The inability to assess credit risk: no pay slips, no tax returns, uncertain cash flows;
  2. Lower profit margins due to smaller transaction sizes and fixed costs; and
  3. Lack of clarity on recoveries, especially given uncertainty over land ownership.
- The cost of land is a very significant component of the cost of housing, and in cities like Mumbai it always amounts to more than 90% of the housing cost. Historically the development plans and planning policies have not made such provisions for housing the poor. In fact, some states and urban development authorities have resorted to auction of the limited land available with them in cities, setting exorbitant benchmarks for the market price of land – the best example of which being the case of mill lands in Mumbai. There is need for a well-defined policy for allocation of land to EWS and LIG segments to compensate for the ‘historic lack of earmarked space’ for them in the formal master plans. Rajiv Awas Yojna (RAY) emphasises that 20%-25% of developed land in all new housing colonies should be allocated to EWS/LIG housing, in addition to the other reservations in the Development plans. With respect to the land occupied by informal settlements – RAY states that the occupied land or a part thereof should be allocated to the slum-dwellers to enable them to have access to housing and basic amenities.

## **Recommendations for the Development Plan (2014-34)**

### **1. Demarcating slum land for Affordable Housing : -**

The implications of inadequacy in affordable housing forced the urban poor to develop the slums/ informal settlement (human settlement). Almost 60% of Mumbai's population lives in informal settlement on 8% of cities total land. The local authority is finding difficulty in providing adequate affordable housing to the urban poor. To address the issue of affordable housing the land under slum settlements needs to be designated for public housing and along with redevelopment the remaining land should be reserved for EWS and LIG housing and should not be used for constructing houses for profiteering.

**2. Improvement and Declaration of Slums : -**

As per the amended Maharashtra Slum Areas (Improvement, Clearance and Redevelopment) Act, 1971, when the competent authority is satisfied that the area is unsafe for human habitation and by reason has inadequate basic amenities then the area should be declared as slum (Chapter II: Slum Areas, Point 4: Declaration of Slum Areas). In Mumbai most of the slums are undeclared and the basic amenities are also inadequate, so this matter needs to be taken into consideration and the informal settlement with slum declaration should be provided with adequate basic amenities as per the provision of section 5 of the said Act. The authority should look after the improvement of the slums by providing adequate basic services and amenities where ever possible instead of directing towards slum rehabilitation scheme. This is also mentioned in the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Basic Services to the Urban Poor (BSUP) and Rajiv Awas Yojna (RAY) guidelines objectives. BMC administrative wards M/East, P/North and R/South are densely populated and so need special provision while providing basic amenities and social infrastructure.

**3. Recognition of Slum Dwellers effort : -**

The inadequate affordable housing has laid people to develop their own way of housing pattern. Some of them have reclaimed and settled means, converted non tenable land to tenable. Now instead of regularizing this typology of housing, number of times these people are being evicted by the BMC official and transformed into homeless. The efforts of the slum dwellers transforming the non tenable land to tenable and livable land should get recognition. These areas which are being transformed from non tenable to tenable by slum dwellers through reclamation should be reserved for public housing and should not be linked with profit making by demarcating reservation for commercial activities.

**4. Defining Tenable and Non- Tenable Land : -**

Many of us have different interpretation related to non tenable land as mentioned in Mumbai Metropolitan Region Development Authority (MMRDA) - which has been stated as slums along the road side, slums along the airport and slums on the pipe line. The area defined non tenable land may vary from person to person so considering the necessity and importance of tenability and non tenability issue the authority should form a committee who will comprise of experts, academician and authoritative person along with peoples representative to define the tenable and non tenable land. At the same time it is obligatory duty of the authority preparing Development Plan to show a separate layer/ grade stating the non- tenable plots in the city.

**5. Removing the cut- off date stating eligibility of the slum dwellers : -**

The planning norm is excluding majority of the families residing within the city. Rajiv Awaas Yojana (RAY) indicates making the city slum free by legalizing the person with evidence residing in the slum irrespective of cut-off dates. The scheme makes everyone eligible with an opportunity to have a shelter. So the cut-off date laid down by Maharashtra State (1<sup>st</sup> January 1995), which is a deadline for the eligibility, needs

to be removed from the criteria. Along with this, the families residing on the floors above need to be recognized and get consideration for rehabilitation and should also charge some percentage of construction cost from the beneficiaries. Already the authority is in huge shortage of housing units. Those residents need to get consideration under the scheme.

**6. Rehabilitation of the pavement dwellers : -**

Pavement dwellers are the one who reside/ accommodate themselves nearby their work place. Under the Mahatma Gandhi Path Kranti Yojana these pavement dwellers are provided with dwelling units far away from their work place forcing them to spend more on unaffordable transport charges to come back to work place. This scheme has benefited 60% of the pavement dwellers living in bitter conditions. Now it is necessary for the planning authority to take this group into consideration and see to it that their rehabilitation happens within the radius of 2.5 kilometers (within the administrative ward) with adequate basic amenities and infrastructure; if not, then to enhance their standard of living by providing adequate basic amenities. Along with this the rehabilitative units needs to be of 269 sq ft and not of 225 sq ft as they will have to suffer a loss of 44 sq ft.

**7. Redevelopment of Slums : -**

The authority has planned for the redevelopment of slums by creating space for private developers. The redevelopment has shown major problems with the construction and the liability of the developer upto 7 years starting from the date of construction. This clause brings burden on the authority or the families residing in the building. So, we recommend that the redevelopment of any slum within the jurisdiction should be undertaken through a government agency keeping no space for the private developers. Secondly, the Thailand model of redevelopment where the slum dwellers and the other stakeholders were organized by the Community Organization Development Institute can be followed.

**8. Rehabilitation & Resettlement of Project Affected Families : -**

The rehabilitation and resettlement of families is always decided at the last point during implementing a project. Number of times the project affected families are rehabilitated in Lallubhai Compound, Natwar Parekh Compound and Vashi Naka (Anik Village) in M/ East administrative ward just like dumping the garbage in the Deonar landfill. BMC authority in this area seems inefficient in providing adequate basic amenities and infrastructure in this ward. The R and R colonies get hardly 30% of the required water. It is stated that it is a burden on the authority to provide services and basic amenities when it is densely populated due to rehabilitation. The best option in this regard is to have reservation for housing in each and every ward and that also within the radius of 3 kilometers so that the administrative ward would be in a place to provide basic amenities and efficient services to all. Along with this the authority should amend the DCR, stating that at every R & R site there should provision of open spaces, basic amenities and infrastructure. Along with this the dwelling unit size needs to be redefined to 269 sq ft as per the requirement (SRA norms).

**9. 60% Reservation for LIG/EWS of Total Housing Reservation :-**

Affordable housing is not being met till this time as the private developers have not shown much initiative in the development of EWS and LIG housing. The Government authority viz MHADA needs to intervene in this matter by undertaking the development of affordable (EWS and LIG) housing. The HIG housing has become a sort of capital investment for the richer leaving those flats vacant/ unutilized. The authority needs to take into consideration 60% of the population who actually need a dwelling unit. So at least 60% of the total housing should be reserved for EWS and LIG leaving only 5% for HIG as most of them don't actually reside in those houses and the balance for MIG housing. This should be reserved in each and every administrative ward of BMC.

**10. Development of Rental Housing Scheme :-**

The development plan shows the reservation of rental housing, that also for the government employees. Now this creates hurdle for most of them who can't even afford to purchase an affordable house within the city, stay in the rental houses and by default get exploited from the owners. Cities like New York, Beijing, Shanghai etc. have spurred on the development of low- income rental housing. The best option for the city development planning division should be to enhance rental housing schemes along with EWS and LIG housing (on rotation basis for government employees and others) which would cater to huge number of families. Priority needs to be given to those who can't even afford the affordable housing units. The rental housing scheme should be carried out along with the redevelopment of slums for this survey along with the Basic Socio-Economic Survey (BSES) to understand the pattern of rental housing practiced in our society/ community.

**11. Amendment in Development Control Regulations (DCR) related to Housing :-**

There is a recent amendment in the DCR related to High Density Housing (HDH), like instead of 325 number of dwelling units (225 sq ft) that are 50% of the total units per hectare, the number has been reduced to 275 number of the same (225 sq ft) which is again 50% of the total units per hectare. This favors the developers as the number of high income group houses will be increased and also in the revised DP there are possibilities of increase in FSI so the number is going to be investor-friendly. Considering this, we recommend 2 amendments in the HDH DCR. Firstly, to increase the 225 sq ft dwelling unit from 275 to 350 and second option which excludes the developer in providing the 10% dwelling units to corporation for their project affected families. This will lead to EWS, LIG and MIG housing under the HDH. The alteration in DCR is necessary as it allows the developer to get much Floor Space Index (FSI) at other places for accommodating the slum dwellers in the transit camp. For instance, plush Khar Building which raised upto 20 floors out of which 10 floors are for transit tenements. Such kind of flawed DCR which favors the developer/ owner of the plot should be amended and made more just and equitable to the city-makers (urban poor).

**12. Reservation of space for dormitories (patient and their relatives) : -**

The current housing scenario is not catering to the needs of persons suffering from prolonged diseases. The poor who comes to Mumbai for seeking medication from the government hospital have to reside nearby the hospital as most of them cannot afford to stay in the city. This population is never addressed in any kind of planning. Hence it becomes essential for the Development Planning authority to reserve place for dormitory for the patient and their accompanying relatives. We recommend the BMC to reserve space for dormitories near the major tertiary hospitals catering to migrants for treatment.

**13. Reservation for Hostel [Student (male/ female) and Working Women] : -**

Mumbai's education standards cater to huge number of students across the country. But the welfare department is found inefficient in providing hostel facilities to even 50% of the migrated students. In addition to this, Mumbai being a metropolitan city provides jobs to huge number of women employees who are most vulnerable among the marginalized. The ever increasing prices of building structures make it difficult for them to find accommodation. Now it is essential for the development plan division to reserve space for students and working women hostel for the safety and development of the city.

**14. SRA cluster development : -**

With state intervention, especially with MHADA, it was proposed to develop 4 million dwelling units but so far it has achieved hardly 1.5 lakh houses. The state is going with single window policy giving emphasis and involvement of private mechanism. The redevelopment of slums is always linked with profitability. This is concentrated in the western suburban areas of Greater Mumbai. Now this is the time for the state authority to intervene in this matter and takeover the redevelopment of the slum areas.

**Proposals for Education  
in  
the Development Plan of Mumbai**



# 2

## Education

### General overview

Day by day the population of Mumbai is growing. With this growing population Mumbai's responsibility to cater to basic amenities has increased, including providing quality education and improving literacy rate. Imparting education to a generation which will contribute to the growing economic position of the city becomes a must. This will also create a social change in the position of marginalized and vulnerable sections of the city that are living in the slums, chawls, and on the streets as homeless. But the public education system – even though spending almost Rs 53,000 per child annually in Mumbai – is not able to tackle the high dropout rates in schools and the privatization of education system in the city. The BMC and the state run school mechanism need to be strengthened to ensure access to education to the most marginal groups. In addition, the alarming trend of school dropouts and rising private education institutions need to be checked.

### *The Right to Education Act*

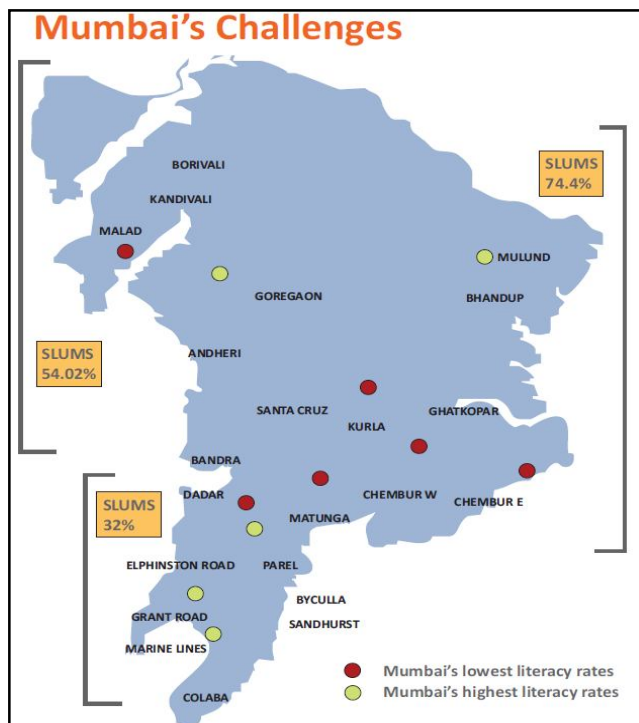
The Right to Education is one of the fundamental rights in our constitution. It is covered under Right to life under Article 21 (A), for providing education to children from age group of 6 to 14 years. The Act reiterated the important component of free and compulsory education for all children irrespective of gender, religion, class, caste and also includes children with physical/other disabilities between the age group of six to fourteen years. It mandates the right to a neighborhood government school till completion of elementary education (Class 1 to VIII). All children must be provided with good quality education which includes a set of basic facilities, minimum instructional hours and an adequate number of teachers. All these provisions were to be implemented by 2013. Today, all over the country government data notifies an abysmal figure of 8% achievement. The figure in Mumbai is most likely to be similar or even worse.

### *Major issues*

- **The majority marginalized in Mumbai:** Due to lack of resources and poverty, most of the families living in urban slums, chawls and on pavements choose to send their children to Municipal Schools. Improving the standard of education and infrastructure is a big challenge for the Municipal Corporation of Mumbai. Simultaneously, along with the growing population, there is an increasing demand to open new schools with favorable amenities to reach out to each and every child of the city.
- **The lack of schools and imbalance between primary and secondary education:** According to 2011 census, Mumbai District Population is 33,38,031 persons and the Mumbai suburban population is 86,40,419. If an estimate of 22.5% of this population is children aged between 3 to 18 years, it means that there is a school going population of 7,51,057 in North and Central Mumbai and 19,44,094 in the Mumbai suburbs. It is estimated that Mumbai has less than half the required number of schools for this population and has severe shortfall of secondary schools. Presently only about 1248 government run primary and about 49 secondary schools are running. The huge

gap between the primary and secondary schools are the major reason for high school dropout ratio.

- **Non inclusion of pre-primary into the educational system:** In terms of pre-primary education, 90% of Anganwadis are run in the private homes where the place is not appropriate for teaching and playing. They also lack basic infrastructure like toilets, seating arrangements, water, space for playing, etc. There is no linkage between the pre-school system and the existing school system for admissions of children, since MCGM's interpretation of the word primary education is not inclusive of pre-school.
- **School to population ratio:** It is very important to know the school to population ratio in order to reserve the plots for the schools in order to make it accessible to every child as mentioned in the RTE. Proper utilization and development of these plots is pertinent to reach the marginalized, vulnerable population. To some extent, planning for reservation of plots for the development of schools had been provided in the earlier Development plan but the authorities have failed to execute the same.



- **Identifying critical intervention areas:** The map on the left reveals the ground reality of illiterate people living in the heart of our city. In M ward, Chembur (East) has 56 schools for 8,06,433 people and Chembur (West) has 37 schools for 4,12,163 people. In Dadar area (G/N ward) there are about 6,02,628 residents and it has 67 schools; still illiteracy rate is high in this area. Kurla (L ward) has 90 schools for 8,91,208 people. In Malad (P/N ward) there are 77 schools for 9,43,605 people. In Santa Cruz (H/E ward) there are 57 schools for 5,55,179 people.

- **The 6 problematic wards:** These six wards also correspond to the six lowest literacy rates and lowest scores in the Human Development Index among Mumbai's 24 wards. These wards highlighted as part of the eastern suburbs account for 74.4% of Mumbai's slums. Areas in these wards, such as Dadar, Matunga, Chembur and parts of Kurla not only have poor quality schools, but poor living conditions in chawls, slums and pavement dwellings resulting in overall low human development scores. Resettlements of slum dwellers have forced children to move to the northern suburbs where fewer public schools are available. This shows the unequal distribution and institutionalized discrimination in providing basic amenities to the urban poor.

- **60% of children out of school:** Report made by Pratham (NGO) in collaboration with UNESCO states that 60% of children are out of schools in Mumbai. This also rings the alarm for a need to have more effective and functioning BMC schools in Mumbai.

## Recommendations for the Development Plan (2014-34)

### 1. First steps to address educational needs in the DP:-

- Land should be reserved for schools in informal communities.
- The ELU (Existing land use) survey should map private and public schools separately and the ESA (Existing situational analysis) should give an accurate figure of private and public percentage in Mumbai.
- There should not be public-private partnership for running BMC schools. BMC should build capacity of its system to run the schools more efficiently.
- Children living on the street should have special schools or hostels to keep their study materials as well as to study.
- There should be Mumbai Education Master Plan with a clear time frame. In order to do this a supplementary survey of needs and existing facilities should be carried out and then accordingly revisions in the development plan can be made.
- Survey should identify existing network of easily accessible publicly run educational institutions from early childhood care to education upto 12<sup>th</sup> class, existing teacher pupil ratio (TPR), language of educational instruction requested by communities, demography of the area, types of higher education facilities required (vocational, technical, professional etc.) and infrastructure provided (classrooms, playgrounds, sanitation etc.). This survey will help us gain clear understanding about the needs of schools in particular areas and further it will also facilitate the process of identifying locations for reserving plots for schools.

### 2. Reserve both primary and secondary schools in DP:-

BMC is responsible for implementing free and compulsory education in the city. Given below is the number of schools needed (primary and secondary combined) according to the UDPMFI guidelines:

Sr. No.	WARDS	No. of BMC schools in ward	Population (As per 2011 census)	No. of BMC schools required in ward (according to present pop.) - half of which must be secondary schools
1	A ward	22	1,48,432	32
2	B ward	29	1,27,005	30
3	C ward	35	1,65,583	37
4	D ward	53	3,46,719	76
5	E ward	72	4,13,662	92
6	F/N ward	60	5,28,767	118
7	F/S ward	67	4,77,136	106
8	G/N ward	67	6,02,328	134
9	G/S ward	86	4,14,038	93
10	H/E ward	57	5,55,179	124
11	H/W ward	39	3,29,952	74
12	K/E and W ward	119	15,36,059	334

13	L ward	90	8,91,208	198
14	M/E ward	56	8,06,433	191
15	M/W ward	37	4,12,163	92
16	N ward	77	6,22,594	138
17	P/N	77	9,43,605	210
17	P/S ward	33	4,61,304	103
18	RN and RC ward	68	9,93,661	221
19	R/S ward	29	6,90,128	154
20	S ward	68	7,42,053	164
21	T ward	46	3,41,977	76

### **3. Demands for the pre-primary schools in DP:-**

Under Article 45 of the Directive principles (Chapter IV) of the constitution, the state shall endeavor to provide early childhood care and education for all children until they complete six years of age. ICDS/Anganwadi should be considered as part of education and should be reserved in the Development plan, wherever possible. It should also strive to provide proper basic infrastructure and facilities for children in the schools. Provision needs to be made to develop 1,817 pre-schools as per the census population of Mumbai. Pre-Primary school should also have storage space for resource materials, children's toilets, staff toilets, safe drinking water, small pantry, secured outdoor play area with play materials etc. In informal settlements, the provision of pre-primary education should be ensured and all redevelopment guidelines should incorporate pre-primary school requirements as part of their DCRs.

### **4. Mandatory infrastructure facilities in primary schools :-**

The RTE standard states that one class room (primary classes 1- 5) should occupy 30 students with one class teacher and the upper primary classes (6-8) should occupy 35 students by 2013. RTE norms must be considered for constructing school buildings and be made part of DCRs.

### **5. Infrastructure provisions in upper primary schools (standard 6-8) :-**

Should have all of the spaces provided in a primary school and in addition must have a library/ computer room, a science lab, room for extracurricular activities such as crafts, arts and performing arts. The library should also be opened to the public after schools hours and thus ensure informal study spaces for children in the city. Other activity areas like halls and playgrounds also have to be opened to the public after school hours so as to maximize the usage of public amenity.

### **6. Infrastructure provisions in secondary school (standard 9-12) :-**

Should have all of the spaces provided in an upper primary school and in addition should have subject specific laboratories and formal sports facilities. The same should be opened to the public after school hours so as to maximize the usage of public amenity.

### **7. Schools within walking distance for children :-**

Existing Land Use Plan should map each slum unit/informal settlements and usage therein. Most schools will need to be located in informal settlements and the DP will need to look at

how such schools can be located within the slum neighborhood in consultation with community. These integrated schools need to be located within a 'neighborhood' or as close as possible such that children do not have to cross a highway, large junction, railway track or nala in order to walk to school. RTE norms for primary and secondary schools to be within 1 and 3 Km walking radius respectively should be ensured and no informal settlement should be left out of the education system.

#### **8. Infrastructure and safety for schools :-**

(ANNEXURE A) of RTE

- All building should consist of at least one classroom for every teacher and office-cum-store-cum head teacher room.
- Separate toilets for boys and girls along with special provisions for physically challenged children.
- Safe drinking water facilities for all children.
- A kitchen where mid-day meal is cooked in the school.
- Playground.
- Arrangements of securing the school by boundary walls or fencing.
- All schools to have sufficient emergency exits as per building norms with sufficient corridor and stairway width.

**Proposals for Health**  
**in**  
**the Development Plan of Mumbai**

# 3

## Health

### General Overview

With more than 13 million inhabitants, Mumbai is the most populous city in India. Being the commercial hub of India it continues to grow and attract thousands from all over the country. This has resulted in a spike in urban poverty and concurrently health issues generating from impoverishment. Brihan Mumbai Municipal Corporation (BMC) – the largest municipal corporation in India – is the major provider of public health care services in Mumbai. Although Mumbai has a vast public health infrastructure (BMC) comprising of three tertiary hospitals (which are also medical colleges), 16 peripheral hospitals with maternity wards, 28 maternity hospitals, 168 health posts (primary health centres situated in slum areas) and 172 dispensaries, the functionality of these health infrastructure is questionable. As many surveys point out, in Mumbai, public health agencies reach only about 30% of the urban poor. The lower rung of health care facilities are neglected and not developed according to health standards. This result in major health care establishments being utilized more than minor ones like dispensaries and maternity homes, overcrowding the upper levels of the health care system. In addition, these major health infrastructure facilities are concentrated in South Mumbai, leaving suburban populations at the mercy of private enterprises with a monopoly in these areas. Therefore, the state needs to strengthen the foundation of the health care system rather than solely concentrating resources at the higher levels of health care infrastructure. The DP should be based on the policy of universal access to health care which states that *“whole populations have access to same range of health services, regardless of income levels, social status, gender, religion, and urban/rural residence. Moreover, a comprehensive range of curative, symptomatic, preventive, promotive health services should be made available at the primary, secondary and tertiary levels of health care.”*

### Major issues

- **Lack of primary healthcare facilities leading to problems at the upper level of health system:** For example there are only 168 health-posts in the Mumbai with population of nearly 1,50,00,000 i.e. **1 per 92,592** persons which is highly inadequate especially in wards with large populations which have large number of vulnerable groups like slum dwellers, migrants, minorities, etc. (such as M-East, L). These wards have the worst health and human development indices with the lowest number of facilities per population.
- **Need for specialty hospitals in Mumbai:** TB and its various forms like MDR (multi-drug resistant) are being increasingly detected in the city. But the existing network of DOTS Centres can only provide preliminary support and are anyway resource starved. The Sewri TB Hospital which handles higher stages and complications of TB has been shown to be inadequate. Considering the public health risk of TB and MDR, another dedicated tertiary- level centre should be invested in the city. Moreover, improving the outreach and better equipping the DOTS Centres and the primary health centres for screening, detection and distribution of medications should be factored in the planning.
- **Non-equitable spatial distribution of healthcare amenities:** Along with primary healthcare in Mumbai, looking at the spatial distribution of hospitals providing

secondary and tertiary care, there is a clear disparity. The part of the city having about 28% of the population has 62% of the public beds and 49% of the private beds, whereas, the majority of the population in the Eastern and Western suburbs have inadequate beds. Therefore, there is a need to incorporate this skewed availability of health services in the development plan of Mumbai to ensure that more healthcare services are made available to the suburbs.

- **Restricted access to private hospitals:** The chunk of the services in Mumbai are provided and clustered in certain locations (D, K-West, R-Central. etc), leaving much of the population out of its ambit. Moreover, many new private hospitals are built by public-private-partnerships (PPPs) on land for public hospitals with an understanding that mandates provision of beds for weaker sections. However these agreements and the compliance of such hospitals are not available for public scrutiny. For example, Seven Hills, Andheri which promised 20% of its 1500 beds went to court with the BMC over compliance.
- **Privatization of health care:** About 70% of the city depends upon private health care; the disintegrating lower rung health care in the city is pushing the poor to avail the private health care facilities. Also, it is noted that various DP reservations that have developed under accommodation reservation almost invariably turn out to private developments inaccessible to the poor, thereby suggesting the institutionalized privatization of health care.

## **Recommendations for the Development Plan (2014-34)**

### **1. Review and up-gradation of existing infrastructure :-**

- **Providing dispensaries and health posts:** A swasthiya chowki or a dispensary as per NUHM is to serve a population of 10,000. And according to present population in Mumbai, around 1500 dispensaries are to be provided as against the current 340 in the city. The swasthiya chowkies are to be provided in every informal settlement that has more population than 10,000. Such NHUM guidelines need to be incorporated in the DCRs, so that any development schemes housing more than 10,000 people will have to provide space(s) for dispensaries.
- **Urban health centers:** The NUHM (National Urban Health Mission) proposes the creation of one UHC (Urban Health Centres) per 60,000 population. Ensuring need-based distribution of centres as well adequate personnel is important to meet the objectives of the NUHM. According to the NUHM standards, then around 250 UHC are to be provided against the presently existing 4.
- **Maternity homes:** There are just around 28 public maternity hospitals providing maternal care to 1.5 crore inhabitants. Furthermore, the services in these facilities still need to be drastically improved. The wards with lowest levels of infant mortality (M-East, L, etc) are wards with lowest number of health facilities. Hence, population-based setting up of new maternity facilities is critical for equal access to safe reproductive healthcare. According to UDPFI standards one maternity home needs to be provided for every 45,000 population. Only such a planned provision will ensure that child birth becomes safe in Mumbai. At present only 28 maternity homes are run by the BMC in the city, when according to the UDFPI guidelines there should be at least 300 in the city.
- **Peripheral/ General hospitals:** According to UDPFI guidelines one general hospital is to be provided for every 2.5 lakh population. Hence about 60 general hospitals need to be provided in the city against the present 16 general hospitals functioning in Mumbai. It is to be noted that the city district need not have more general hospitals



and therefore they be distributed equitably with the 16 suburban wards and its demography.

- **Tertiary hospitals:** There are presently 3 tertiary public hospitals in Mumbai, and all are located in the city district. We demand that at least 4 more tertiary hospitals are developed in the suburbs that cater to the western and eastern sections of the population.
- **Speciality hospitals:** At present there are only 5 speciality hospitals. However, there is a need for establishing at least one speciality hospitals in the field of paediatrics, women, cancer, HIV and cardiovascular diseases respectively in Mumbai. There is also a great need for tending to mental health treatment, rehabilitation and welfare in the city.
- **Trauma centres:** There is a dire need of trauma centres on both the eastern and western express highway to tend to the accident cases. At least 4 should be provided in both western and eastern suburbs combined.

## 2. Allocation of rooms/ space in hospitals to handle cases of domestic violence :-

The handling of domestic violence in public hospitals should be expanded as it is a critical site for implementation of interventions. The BMC should expand on its existing model of the “Dilasaa” crisis centre which has been operational since 2001 at two public Hospitals (K. B. Bhabha Hospital, Bandra and the K.B. Bhabha Hospital, Kurla) working with survivors of domestic violence. These two hospitals and three others have designated a separate space for examination, treatment and counselling for survivors of sexual assault. The success of this model has been well documented and has been selected for up scaling and replication by the Ministry of Women and Child Welfare at the Centre in 100 districts across India.

As in the existing model the crisis centres should be integrated as separate spaces into the hospital and not as stand-alone wards to prevent stigmatization of the survivors and ensure privacy and a safe space. Moreover, there should be specific focus on psychosocial care with the help of trained social workers.

## 3. Allow access to Charitable Hospitals :-

Section 41AA of the Bombay Public Trust (BPT) Act, 1950 mandates the charitable hospitals to reserve 10% beds for indigent patients and another 10% for economically weaker sections to provide free treatment in lieu of land on lease at concessional rates, benefits in income tax, subsidies in water and electricity bills, concessions/exemptions in payment of Octroi on import of hospital equipments, exemption from contributing to PTA fund, additional FSI, etc. But this rule is being flouted at every given opportunity by the charitable hospitals and the state authorities falling short of disciplining them.

Thus the 74 Charitable Hospitals in Mumbai due to their non-diligent conduct are jeopardizing the health of the poor. The charitable hospitals have been trying to club beds reserved under various quotas and not providing facilities, such as clubbing of 20% reserved beds of BPT Act and 25% of RGJAY or clubbing of 33% BMC quota and 20% BPT Act quota by BSES hospital (*Substantiated by various government reports and research studies*).

Thus it will be of utmost important on the part of BMC and other State Authorities to be more aggressive in enforcing adherence and compliance to the norms by the charitable hospitals and put in place strict monitoring mechanisms before venturing into such PPP Healthcare model.

#### **4. Cancelling the use of accommodation reservations and incentive FSI in the DP: -**

Many of the private hospitals are built on the plots of land reserved for the public health utilities in the development plan. This was done through the “accommodation reservation” scheme, whereby private authorities were allowed to build on the designated land such that they keep a percentage of the facilities for the under privileged sections. This is not being followed in many private hospitals built under such considerations. Hospitals were given incentive FSI based on this condition. Beds reserved for the purpose of serving the under privileged should be mapped in order to increase access to health care to the people. There is also a need to map hospitals utilising the accommodation reservations of the MCGM, in order to increase the accessibility of health care to the people.

Almost all large hospitals in Mumbai are trust hospitals and many other hospitals have also received various concessions. The Trust Act as well as concessions give a mandate of about 20% of beds to be reserved for poor. This has never been honoured by the private sector and the government has also never bothered to rein in this resource. Government should take strict charges against this and ensure strict supervision.

Health care is an important aspect that determines a city’s potential in terms of growth and progress. Mumbai, although being the country’s economic capital is lagging far behind in providing basic health care needs to its citizens. Through this report we are attempting a serious effort in bringing about a massive positive change in the sector.

**Proposals for Transport  
in  
the Development Plan of Mumbai**

# 4

## Transport

### General Overview

Transport demands in most Indian cities have increased substantially due to increase in population as a result of both natural growth and migration. In most cases the demand has outstripped the capacities. The situation is same in a city like Mumbai with a population of 1 crore, 34 lakh people (2011 census). Although Mumbai is served with public transport facilities like the BEST bus and suburban rail, the ever-growing population's demand could not keep up with the existing infrastructure. This further encouraged those who could afford it to shift to 2 wheelers or cars, thus progressively leading to more congestion and bottle necks within the city.

A lot of independent projects such as the Mass Rapid Transit System (MRTS) and coastal ring road are believed to be an answer to the traffic woes the city is currently facing. But before diving into these projects a thorough investigation of its pros and cons need to be measured. These upcoming projects would not only bring about a change in the traffic movement pattern but will influence the land use and land values. We attempt to look at Mumbai's transport scenario and suggest solutions in a direction which is away from "projectification" to a more holistic, sustainable and people friendly transportation design.

### *Major issues*

- **The collapse of the public transport:** In Mumbai, 11 million people travel daily by public transport, whose share amounts to more than 85% of people commuting in the city. Suburban rail traffic increased by 6 times while the capacity increased by only 2.3 times. In today's time, 4500 passengers travel per train against the carrying capacity of 1750 resulting in unbearable overcrowding. Buses, in the meanwhile, given our roadway conditions have unfortunately become agents of congestion rather than the public facility they are intended to be.

While the total number of vehicles in Mumbai has increased by 93,432 since 2009, the number of buses, taxis and auto rickshaws used as public transport increased by only 5,083 until March 2010. Hence it is imperative that immediate actions are undertaken to strengthen the existing overstretched public transport system. For example, increase in the number of train coaches, increase in the number of BEST buses can be very simplistic solutions (and are already being implemented partially).

If public travel is made more comfortable, then more people will start using them rather than opting for private modes of transport. This in turn will help in managing the congestion situation in the city. Merely adding new flyovers and bridges should not be the only policy adopted.

- **Independent "projects" and failed attempts:** The best example to critique the various policies of the state is - the Bandra Worli sea link. Initially it was predicted that the bridge, connecting Bandra and Worli in south Mumbai would get one to 1.2 lakh vehicles daily. However last year, an average of 40,808 vehicles drove across the sea link every day which is less than half the initial expectation. The bridge has not lessened the burden for public transport in any manner since buses are not allowed to

run on it; it even has no provision for cyclists. Its construction cost, escalated from Rs. 300 crore to Rs. 1600 crores due to project being delayed for 5 years. That indirectly means high toll fares for years to come. Rather than being a boon to people, the sea link is rather being under-utilised and hence failing as a project. And there have been questions of why Rs. 1600 crores have been invested in a project that only benefits 40,000 vehicles.

Similarly, the coastal road plan that is currently being vouched for will require reclaiming land and building a road on stilts from Nariman Point to Kandivali. In pure numbers, it is a proposed project costing around Rs. 15,000 crores and will only benefit about less than 1% of Mumbai's population. However the current environment policy does not allow coastal roads. Environmentalists are also questioning the impact of further reclamation. The sea link's limited success should be a wake-up call to the state. It should prompt new priorities and measures to stop initiation of multi-crore "projects" and look at Mumbai's transportation problem holistically.

- **The neglect of the pedestrians:** By far the largest group of commuters in Greater Mumbai are the pedestrians; about 55 per cent walk to work. Rather than making walking easy for pedestrians, they are made to negotiate the impractical and unsafe subways. Footbridges are built to ensure that pedestrians do not obstruct the traffic and roads are available "only" to motorised vehicles. It is clearly a matter of prioritizing the vehicles more than pedestrians; it is here we argue that pedestrians get their Right of Way and be given preference over petrol guzzling vehicles!
- **Lack of planned intervention:** Any new transport project unavoidably affects urban land, its uses and activities. The consequence of this will be an extensive variety of impacts over the area of influence, ranging from negative to positive aspects. These projects are anticipated to escalate the development all along the corridor and bring about a major change in the traffic movement pattern and activities along the corridor. Hence, it is invariably necessary to induce changes in land use pattern such that economic activities become more dispersed and the integration between transport and land use is improved.

## **Recommendations for the Development Plan (2014-34)**

### **1. Broad transport planning principles should be used - integrated, multi-modal and pedestrian friendly :-**

The DP should facilitate and encourage Transit Oriented Development (TOD) by incorporating appropriate land use policies and zoning regulations and allow mixed land use development. Further there needs to be provision of a high-density mix of housing, employment and recreation options within walking/cycling distance of each other and of MRTS stations - in order to induce a lifestyle change towards healthier living and better quality of life. A secondary transport system needs to be planned with a provision of integrated multimode transport system at station areas to ensure convenient and quick dispersal of large volume of commuters. At operational level also, it is required to synchronize the train/metro timings and feeder services timings. There is also a need to encourage pedestrian movement within the primary catchment area. There has to be an **integrated approach**. Various modes of transport need to be integrated in such a way that each mode supplements the other. The efficiency of the system would depend on the efficiency of these transfers. For efficient working of the MRTS system, secondary transport system is proposed to increase the catchment area so that more people are encouraged to use

public transport. The target groups would be commuters (working class and students). The secondary transport system to the MRTS can consist of existing bus routes along the stretch, bus feeder service from nearby catchment areas and para transit facilities.

## 2. **Initiating and planning for a city wide Bus Rapid Transit System (BRTS) :-**

There needs to be an intensification of development along the transit corridors at railway stations that can also reduce the road traffic considerably and increase pedestrian friendly transit areas.

Many studies suggest that providing a 200 km of the BRTS, along with adequate provision of space for footpaths and cyclists, would cost as little as Rs3,000 crore, and take barely three to five years. It would serve nearly 90% of Mumbai's population. This network should be in sync with the existing road network and its linkages to be strengthened with the rail lines.

The example of Ahmedabad BRTS in the Indian context shows the pros of having TOD introduced into the development system. Almost every developing country nowadays is adopting the policy of TOD.

## 3. **Increasing Right Of Way:-**

The existing roads should be widened to their full ROW. The widening is necessary as it will then be able to provide increased pedestrian and cycling corridors. Thus along with any transport systems, pedestrianization will also be encouraged. Hence the stretch will be **Multi modal- Pedestrian oriented**, an approach which is lacking in the city due to under utilisation of full ROW's.

## 4. **Scrapping DCRs that promote parking and car usage:-**

DCRs that promote free parking spaces for additional FSI are retrograde in outlook and not good for the city. DCR 33(24) and DCR 33(36) need to be scrapped and DCR's for parking requirements also need to be altered to de-promote car usage. Such policies are being implemented in cities like New York and Hong Kong.

## 5. **Formulation of new parking strategies:-**

This is one of the most important aspects that need to be looked into urgently. A vigilant and a more strict approach towards parking can solve the many existing problems that are faced in today's date. No parking should be provided free of cost and parking should be treated as usage of space and should be charged. **Road congestion pricing** should be introduced for access onto a road/specific area at certain times. Best example of it being London city. Road congestion pricing charges need to be enabled in order to promote car pooling and sharing. Demand management measure is another way to solve this issue.

## 6. **Ensuring safe and convenient walk ability to pedestrians:-**

The majority of the people using public transports walk to the transport hubs, and hence transportation sector needs to address the issue of walkability at the earliest. Connectivity of pedestrian infrastructure to major origin and destination locations must be studied and implemented. The first step towards which we advocate is the amendment of DCR to include the pavement and street guidelines that need to be formulated for pedestrian friendly city spaces. The streets should be planned not only for vehicles, but also for people, cyclists, and hawkers.

## **7. Issue of participation:-**

Most of the transportation requirements and concerns (except for the ones at city level) are specific issues that need to be dealt locally. Hence comprehensive surveys and participation of the local communities involved should be encouraged in creating the secondary transportation system. Hence, we demand that the development plan (2014-34) should involve ideas from groups representing transportation sector.

**Proposals for Waste Management  
in  
the Development Plan of Mumbai**



# 5

## Waste Management

### General Overview

Amongst the many planning aspects being ignored in the planning process, one is the management of huge amounts of waste that is being generated in the city, and the need to look to for a solution and alternative to the unsustainable, centralized system employed by the BMC in the city. Mumbai- reeling under pressure for scarcity of resources- needs to question the present growth pattern and if this growth is sustainable. Strain on available natural resources has been tremendously increasing. One of the most visible problems in this situation is the mishandling of waste. Only a fraction of the waste gets segregate and recycled, whatever little is made possible by an invisible set and yet unrecognized scores of people working in unorganized and hazardous conditions - “the waste-pickers”. But these set of “invisible environmentalists” are disadvantaged, exploited by middle-men and looked down upon by citizens and the state.

We aim to offer very concrete suggestions in the upcoming development plan and the process of its formulation with respect to the solid waste management system. Our arguments highlight the major issues in the city’s solid waste management system, and then suggest changes and the means of attaining some of the targets in the form of Development Plan (DP) reservations and changes in the Development Control Regulations (DCR).

### Major issues

- The present model is centralized, unsustainable, uneconomical and unhealthy:  
Some facts and figures about the city:
  - **Population** : 13.5 Million
  - **Wards** : 24
  - **Area**: 437 sq.km
  - **Dumping grounds**: Deonar (132 hectares), Kanjurmarg (143 hectares), Mulund (25 hectares).
  - **Transfer stations**: Mahalaxmi (2500 sqm), Kurla (2500 sq m), Versova (1500 sq m), Gorai (1100 sq m). Small trucks store and compact the garbage and then take it to the major dumping grounds.
  - **Total Waste Generation**: 10809 tonnes of waste every single day (Sources: BMC website showing waste generation for individual wards.
  - **Kind of waste**: Garbage:8922.5M.T/day, Debris/Silt: 1887M.T./day
  - **Total yearly expenditure in Collection, Transportation and Tipping fees**: 1200 crores
  - **Approximate vehicles involved**: 1000 Municipal and Private vehicles, and about 1500 trips a day.
- Mumbai’s waste generation has been on a constant increase, from 3200 tonnes per day in 1981 to 5355 tonnes per day in 1991 (CPCB 2000). The increase in numbers also indicates that the growth in Municipal Solid Waste (MSW) in our urban centres have outpaced the population growth in recent year, which can be ascribed to our changing lifestyles, food habits, and change in living standards. Therefore, indicating a need for raising awareness of the populace and encourage in playing an active role in management of the city waste.

- Mumbai now generates an astounding 10809 tonnes of waste every single day (source: BMC website showing waste generation for individual wards). Very few of the policy documents examine waste as part of a cycle of production-consumption-recovery, or perceive waste through a prism of overall sustainability. Waste management is still a non-cyclic system of collection and disposal, either in dumping grounds or local incinerations and open burnings, consequently creating considerable health and environmental hazards. The Municipal Corporation has been working with a centralized system where the everyday collection and transportation incurs considerable expenditure in form of transportation, the contracts for handling the waste and also the additional carbon emissions from vehicles that are transporting every kind of waste (non -segregated) and indiscriminately dumping it in the dumping grounds. Out of the 3 active dumping grounds, the biggest of them all, Deonar dumping ground has been ordered by the High court to shut down systematically. The other new one, Kanjurmarg dumping ground has also been mired in controversies for flouting environmental norms. All these issues suggest the acute need for a sustainable solution in the waste management of the city, which at present is an expensive way to destroy Mumbai's ecology and the health of the thousands living and working next to the dumping grounds.
- The Municipal Solid Waste Rules, 2000 framed by the Government of India (GoI) makes it mandatory for the storage of garbage at the source and its synchronized collection at the doorstep. The MCGM has already declared the segregation and storage of garbage at source mandatory. But on the ground, the waste is being continually dumped in the landfills without any forethought. This is only leading to escalating budgets, increasing pollution due to transportation, health issues for residents around the landfills and hazardous conditions for the workers engaged in segregation at dumping locations.

## **Recommendations for the Development Plan (2014-34)**

### **1. Decentralizing the decision making process:-**

The only solution as we see lies in decentralized waste management. An efficient decentralized waste management can reduce the dumping of waste over 90% of that of the current scenario. The DP revision process until now has not been participatory in nature and it has only been made open to public after a lot of pressure from the various NGOs and citizens groups in involved in the DP process. It is now imperative that the DP process and any further meetings (ward committee level workshops) regarding the same involve activists and representatives from the waste-pickers and people working in the recycling industry to ensure that their say in the future development of the city is addressed.

### **2. Ensure that all new buildings (residential/ public/ commercial) and societies have their own composting pits:-**

Wet waste from households can be processed in composting and vermi-composting pits inside building compounds. With proper maintenance these units won't smell bad and will not act as breeding ground for insects, mosquitoes or rodents. To incentivize this process, rebates in property taxes should be given. DCR should be amended to allow for the inclusion of composting pits and small bio gas plants in building plots to segregate wet and dry waste. This in conjunction with MSW 2000 byelaws can enable segregation at source and its treatment.

Old buildings and societies should be given a time frame with a deadline and technical assistance in the making of the composting pits in the plot. Bigger public or commercial complexes (like malls) can also use small Bio-gas plants.

### **3. It should be ensured that garbage chutes are provided in every new construction:-**

This will ensure easy sorting, segregation and storing of garbage generated in buildings, let it be residential or otherwise. This mechanism, if made mandatory will also minimize the extent of handling the waste by waste-pickers. DCR needs to be amended to make it mandatory for all buildings to have refuse (garbage) chute systems in the plans. The construction approval and the occupation certificate should be only given after ensuring that garbage chutes are provided in plan and executed.

### **4. Dry waste sorting sheds in various locations:-**

Dry waste /recyclable waste (separated from wet waste in step 1) are to be collected and sent for sorting to locally placed dry-waste sorting sheds before sending it to the recyclers. From here, the recyclable can be separated from inert waste that eventually makes it to landfill sites. It comes to only 10% of the initial waste generated.

### **5. Biogas plants in various locations:-**

Wet waste from public places, markets, hotels should be treated in multiple 10 MT/day biogas plants set up in each ward. BMC should allocate such places in the DP plan. Even underused green and open spaces can be used for such purpose. As the digesters are underground, the area above still can be used as green areas.

### **6. Recycling Debris:-**

Debris in Mumbai might amount to around 1000 Tons a day. These should be recycled to make construction-related products like bricks, interlocking pavers. There have been attempts by City and Industrial Development Corporation (CIDCO) and NGOs like YUVA, to come together and convert the debris and reduce the load on dumping grounds.

### **7. Formalization of the workforce:-**

To run the above mentioned system, waste picker organizations should be looped in. Their role will be to organize, train and employ waste-pickers to maintain the biogas plants, composting units and work in the dry-waste sorting sheds. This system will be able to accommodate all the current informal waste-pickers, assure them better pay, and better working conditions and move towards a better and more dignified alternative livelihood.

### **8. Reservations in DP :-**

At least 2000 sq. m area should be allotted for sorting sheds in every administrative ward, preferably decentralized into 4 numbers of 500 sq m (The figure is an estimate, the provision of sorting sheds have to be in-accordance with the population and garbage generation). Space should be allotted for at least 100 10MT/ day bio gas plants (one requiring 500 sq m) in various locations in Mumbai, closer to markets, hotels and public places.

#### ***A Case study: Citing the example of a Ward (M-East):***

To validate our demands, we did a small case study for the waste management of M-East ward and the findings were as follows (learning can be incorporated into our major demands):

- Garbage generation: 322M.T. (Source BMC website)
- Area: 32 sq. km

- Slum population: 6,70,000 ; House population: 1,50,000
- Estimated Residential garbage generation: 180M.T.
- Estimated Non-Residential garbage generation (Markets, hotels, offices, road sweeps): 140M.T.

Hence, space should be allocated in the DP for M/E ward (for processing of Non-Residential Biodegradable Waste and sorting of Dry Waste):

- Area required for setting up five 10 MT/day biogas plants- 2500 sq m area required for a single biogas plant being 500 sq m, approximately 22 X 22 m plot.
- Area required for setting up dry waste sorting sheds (spread across 3-4 different locations in a ward) - 2000 Sq. Mt. Building multi-floored storage spaces can reduce the space requirement to 1000 Sq. Mt.

#### **9. Reservations for decentralized composting areas and urban farms in the city :-**

Large quantities of biomass and biodegradable waste are generated in the city. This includes, coconut shells, vegetable waste from vegetable markets, flower waste (nirmalya), branches and leaves of trees on roads, leaf litter from trees in public gardens. Large amounts of this “waste material” which is actually a valuable resource is taken to dumping sites or landfills and burnt. If decomposed completely this organic waste could be recycled to generate compost and soil of very good quality.

There are several NGO's and citizens groups in the city who have taken the initiative to compost organic waste and use it in urban food gardens and farms to grow organic food locally. There are numerous international and local case studies of such sustainable practices where waste is recycled and converted into a resource. Such initiatives and projects carried out at different scales either by individuals or community groups can be seen in residential compounds, terraces, commercial buildings, schools and institutional establishments and also in public places such as gardens or parks. There is also a lot of research that has been conducted and technologies developed for, speedy, efficient and effective composting and the concept of planning for eco-productive cities, sustainable urban systems and urban agriculture are increasingly gaining popularity.

It will be important to study these models and try to incorporate them in our effort to plan decentralized waste management systems at locality and ward level to reduce the load on landfills and the environment. We recommend that reservations for decentralized composting areas, urban agriculture and productive landscapes be incorporated in the D.P. In existing open spaces in the city, an area can be designated specifically for this purpose. Urban farms and agricultural landscapes in the city have a productive, environmental as well as recreational value as opposed to resource intensive ornamental landscapes that are commonly seen in public gardens which usually have no other value apart from being aesthetic.

You can expect our full commitment in co-operating with the DP revision process in a constructive manner. And even help you in carrying out survey or locating possible spots for segregation sheds or for locating bio-gas plants or urban farms/ composting units for the coming Development Plan in Mumbai.

**Proposals for Environment and Open Spaces**  
**in**  
**the Development Plan of Mumbai**

# 6

## Environment and Open Spaces

### General Overview

The city of Mumbai has grown by leaps and bounds, to a city of more than 13 million inhabitants. It boasts a higher density than any other city in the world with 30,000 people crowded into one sq. km and some areas like Dharavi touching the phenomenally abnormal mark of 2,00,000 people per sq km. In a city where its citizens have started using malls for their morning walks, the lack of open space is felt tremendously. In the recent past the city has seen its already limited open spaces increasingly being privatised or beautified or both. In this context, it is unfortunately the urban poor who are perceived as encroachers and become unwilling targets and get wrongly labelled as hindrances to Mumbai's growth.

Of the numerous surveys on open spaces conducted by many groups, the latest estimates that 0.5% of the city has been reserved for parks and gardens. Another 0.8% has been reserved for playgrounds and 1.6% for recreational grounds. This means 2.9% (or around 14 sq km) of Mumbai's 482.7 sq km has been reserved for open spaces, like gardens, parks, recreation grounds and playgrounds. If 14 sq km is divided by 12.4 million (Greater Mumbai's population), then Mumbai has an average of around 1.1 sq m or 0.03 acre of open space per 1000 persons. The National Commission on Urbanisation (1988) suggests that the ideal ratio of open spaces is 4 acres per 1,000 persons. New York City has 6.3 acres per 1000 residents or 25% of its area as open space. While we know that such rosy figures or norms cannot be achieved in Mumbai but the proposed DP should at least ensure some respectable improvement in access to open spaces. It should formulate policies to maximize the optimum use of scarce open space the city has, along with the challenges of "creating" new open spaces in the city. Mumbai, now more than ever, needs "real" open spaces; accessible to all. We – through this document – attempt to place the broad arguments and demands regarding the issue of Open space in Mumbai in the coming DP.

### *Major issues*

- **Open spaces:** A report stated that of the 3246 open spaces in the city, 1999 are inaccessible to the general public. Of the 1247 accessible spaces, many have time limits and other factors which restrict access. Also, there are 835 spaces which have been occupied by encroachments. On paper, the development plan's amenity spaces ratio is 0.2 acres per 1,000 people. Of this, 82 per cent is taken over by slums so that the actual ratio is 0.03 acres per 1,000 people. This is the lowest in the world. By Indian standards it should be 4 acres per 1,000 people. This is a serious issue that needs to be addressed immediately so as to make the city more habitable.
- **Depletion of green cover and mangroves:** Mangrove ecosystems serve as a buffer between land and sea. They actually protect the land from the impact of the sea and by trapping silt they also maintain the integrity of Mumbai's shoreline. For a major economic port like Mumbai, this is very crucial to maintain stability along the coastline and avoid accidents. However, the city has not yet learnt to appreciate this service done by mangroves. Mumbai is surrounded by over 5000 acres of mangrove swamps spread over various areas like Mahim, Madh, Thane creek, Versova, Gorai

and Ghodbunder. Of these, Mumbai has lost almost 40% to reclamation of land for construction and developmental projects. Similarly, trees are being cut down owing to various infrastructure projects. No check is kept upon how much green cover we are losing by doing this.

## **Recommendations for the Development Plan (2014-34)**

### **1. Correct wrongly mapped ELU survey :-**

- **ELU to be corrected:** In our letters to the BMC and DP department in Feb 2013, we have stated that at least 973 acres of the mangroves, forests and other ecologically sensitive areas are mapped wrongly in the ELU survey and can result in opening up the land to various forms of development. It is ironical that the state/ BMC are coming up with schemes to regenerate mangroves when the existing ones are not mapped and are being systematically destroyed.
- **Protection of natural assets in ELU:** The ecologically sensitive and natural assets like mangroves, wetlands, salt-pans, creeks, water bodies, forests, beaches, rivers, hillocks etc. need to be demarcated clearly as “**protected spaces**” in the ELU survey and the following DP. They should be protected as very essential aspects of city environment. The present ELU maps many of such spaces as Vacant Lands (VL), thus effectively opening them up for development in the DP.
- **Ambiguity in land use categories in the ELU survey:** In the ELU maps several different categories such as mangroves, hills and forests are clubbed under a single category i.e. NDZ. Beaches have been included in the open space category along with promenades, RG's and PG's. Fish drying areas, quarries etc have been categorized as primary activity. The sub-categories have not been shown separately in different colours on ELU maps. Clubbing these distinct and diverse categories under a single land use makes this classification and mapping ambiguous and may lead to misinterpretation and conflicts as these areas may have different designations or protection under present legislations. These features also need to be shown separately on ELU maps to avoid confusion and to allow for more specific development control regulations for each sub-category. It is recommended that the ELU maps be revised to show these subcategories clearly and this information be made public.
- **Beaches are not open spaces:** Beaches cannot be classified as open spaces in the ELU. A clear distinction needs to be made in the DP between natural areas and open spaces. Open spaces are meant for public use and recreation. Though beaches also have public access they are natural areas and need to be marked as a separate category. The beaches in front of koliwadras which are used for fishing and ancillary activities related to coastal livelihoods needs to be safeguarded for their use and reserved for primary activity. In this case they should be specifically be demarcated as “Primary activity related to fishing.”
- **The ELU to be combined with the official statistics and records:** The BMC has failed to employ the basic CRZ (Coastal Regulation Zone) guidelines in the marking of various CRZ areas, the marking of ecologically sensitive areas with the help of Wetland Atlas of Maharashtra, the Forest Survey of India maps and CZMP mapping that clearly safeguards the wetlands and forest of Mumbai. These according to us,

should be the first documents that the BMC should incorporate in the mapping of ELU and hence consequently in the coming DP. Also it is imperative that the BMC in the ELU and DP marks the flood lines, the low lying areas, high tide and low tide lines etc. so as to ensure that there is no contradicting land use reservations in such ecologically sensitive areas.

- **Mapping of private and public open spaces clearly, and a policy to open the private elite clubs and gymkhanas to the public:** The present ELU survey maps the existing open space reservations (PG, G, RG) very arbitrarily. We who work on the ground, especially with the marginal urban poor communities know that such a mapping of open spaces gives a very wrong impression of the actual conditions. Open spaces in our city are increasingly barricaded and not accessible to all; in some cases requiring a ticket to access the open space. It is here we demand that the ELU should mark the spaces and their nature as well – private and public, which we believe is the only way to assess the ground reality. We also demand that the Existing Situation Analysis (ESA) analyses the public – private percentage ratio and addresses the issue of open space privatization and exclusion, so that the learning can be carried forward to the formulation of DP and DCR. And at a later stage, ensure through policy decisions that the privately controlled open spaces are opened up to the public in general.

## 2. Categorize the DP open spaces into community, ward and city levels:

It is felt that the city needs to have a set hierarchy of open spaces and each have different degrees of accessibility. It is felt that in the city, there is acute lack of space at the ward level where large sporting facilities are absent, even those present are only in the form of private clubs. The local or community level open spaces are another other major concern. Hence more options to expand the local community level open spaces should be encouraged. At the city level, there are already huge open spaces like the national park etc. The ESA should analyze the open space requirements at different levels of hierarchy – specifically at the local, ward and city levels. And while making reservations the hierarchy has to be maintained and reservations have to be made at every level.

For easy understanding, a comparative chart has been created to give an idea of open spaces required hierarchically. The chart is as follows:

LOCAL COMMUNITY LEVEL	WARD LEVEL	CITY LEVEL
<p><b>Safeguard the existing open spaces in informal communities:</b></p> <p>PG, G and RG – we felt were very problematic in the implementation of the last DP. It is noted that there is a huge scarcity of open spaces in the communities. And hence, first of all we demand that any open spaces in informal communities which are being used as play areas and community spaces be marked as Open Spaces in ELU, thereby securing at least the marginal “existing” open spaces in further</p>	<p><b>Ward level open spaces:</b></p> <p>Ward level Open Space should be located where there is sufficient flat land to accommodate the core activities. They should be easily accessible and not isolated. The locations of active recreation facilities should be such as to minimize the potential disturbance to nearby residents or other sensitive</p>	<p><b>City level Open Space:</b></p> <p>Intended to function as large ‘green lungs’ within built-up areas, expected to draw visitors from all over the territory and patronized by tourists, these should be located close to major public transport routes and take advantage of</p>



<p>development schemes.</p>	<p>zones like hospitals etc. Ideally ward level open spaces should be bigger in size, equitably distributed in the ward and every ward should have 4-5 such open spaces, or inside the radius of every 3-4 km.</p>	<p>natural landscape, waterfront, harbour views and/or views to special features. Borivili national park, beaches and promenades already act in such a manner. Yet there is a need of making it more accessible to the city with transport connections.</p>
<p><b>Guidelines on the development of local community open spaces and its location:</b></p> <p>A set of guidelines need to be formulated which controls the kind of development that can be allowed. For example local Open Space should be located within short walking distance from the residents it intends to serve, preferably within a radius of not more than about 0.5 km or 5 min walking distance.</p> <p>Right now, indiscriminate development, sometimes in the name of “beautification”, lead to contradicting usage of gardens – with fountains and memorials for personalities. This public money guzzling beautification drive should be immediately stopped and open spaces should be developed more sensibly, and hence require a set of guidelines.</p> <p>The issue of access is of prime importance. In our PN ward study we realized more than half of the local open spaces developed are inaccessible for the common man. The previous ‘caretaker policy’ that allowed construction on plot should be cancelled and the guidelines should incorporate ‘no construction’ law on open spaces.</p>	<p><b>Sports centre facility in every ward and a set of guidelines to be formed:</b></p> <p>At present there are only 15 sports clubs in Mumbai and most of them are private or have restricted access to the public. There is a need of sporting centres with all the facilities in every ward. Each such center should have all the facilities for athletics, aquatic facilities and related amenities. Also, like local community spaces, a set of guidelines will have to be devised for such ward level open spaces.</p> <p>So for every ward such sporting centers have to be created, especially for eastern and western suburbs.</p> <p>It should also be ensured that through policies and regulations such spaces should be accessible to the poorest citizens in the city</p>	<p><b>Uniform open space standards for the city:</b></p> <p>We also demand that any R&amp;R scheme or Redevelopment scheme should have basic open space guidelines that have to be followed throughout the city, unlike the present biased laws that are not in favour of the urban poor. For example, the R&amp;R policies and SRA norms.</p>

<p><b>Make PG's open to public after school hours:</b></p> <p>Most of the reserved plots for play grounds are attached with school and hence protects the PG plot from other uses. But attachment with school automatically restricts access. There should be a change in the policy regarding PG and its neighbouring school – it should ensure that such a play ground is open to public after school hours; thus maximizing the plot usage.</p>		
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**3. Constant mapping and updating of open space records :-**

As per the DCR, plots between 1001-2500 sq m sizes have to leave 15% of the plot area as RG, plots between 2500- 10000 sq m area have to leave at least 20% of the site area as RG and any plot size beyond the size of 10000 sq m will have to leave 25% of the plot size as RG. This regulation is applicable to the development of all plots and its layouts, including subdivisions – such open spaces generated have not been mapped and are also sometimes not included in the ELU, thus leaving them open to manipulation. It is demanded that such open spaces be marked and updated regularly as and when the project gets approved.

**4. New open spaces to be created :-**

New open spaces need to be created and imaginative ideas should be encouraged like parks over dysfunctional dumping grounds (for example, Mahim Nature Park) or other areas that are not used (for example – the citizens walking underneath flyovers in Matunga) and pedestrianizing streets with heavy footfall. Open spaces can be also be created above underground refuse sorting sheds and by opening up of unused parts of sewage treatment plants to public etc. These are probably some innovative solutions we can opt for to create more open spaces in the city.

Wherever possible, in public spaces and public buildings, podiums should be developed as open spaces with some green cover and these should have public access.

**5. DCR's for protection of natural assets, ecological features and environment:-**

Specific guidelines and regulations (DCR) for the protection of natural assets and ecological features such as beaches, water bodies, hills, forests need to be incorporated in the DP specifying the nature of activities and type of development permissible in these areas. This will prevent inappropriate environmental improvement and beautification measures such as channelization of natural drainage channels and the concreting of the bank's rivers and nallahs, construction of promenades and parks in natural areas such as sandy beaches or in mangrove areas.

Water harvesting systems should be made compulsory in every building: commercial, residential or institutional and public spaces to reduce runoff and the load on clogged and overloaded storm water drains. If implemented, this will reduce problems such as flooding. Guidelines and DCR's for water harvesting at every building level and plot level need to be formulated which will include reducing the percentage of hard paved area within plots and incorporating interventions to enable ground water recharge and reuse of ground water within plots.

The D.P should also incorporate DCR's for grey water recycling and reuse for gardening and other purposes especially for commercial and institutional buildings. Provision should be made in the D.P for decentralized filtration systems or reed beds to purify waste water and storm water in nallahs.

In new developments, gardens and along roads, old trees which provide shade and support local biodiversity are often replaced with exotic trees or vegetation of no ecological value. In new developments, only the number of trees required to be planted is specified and not the type of trees resulting in selection of trees with smaller girth crowded into small plots, the sole intention being to achieve the prescribed number. There should be guidelines in the D.P. specifying not only the number but also the type of trees and percentage of tree cover in new developments, open spaces and along roads. There should be an emphasis on promoting indigenous trees that will benefit the environment, improve urban biodiversity and serve as habitats.

# **Towards a Child-Friendly Development Plan of Mumbai**

# 7

## Child – Friendly Mumbai

We are a collective of child rights based organizations who have come together to voice our opinions in the revision of DP 2014-34 and engage with the process of revision of Development Plan from the perspective of children in the city. These are our major demands that have emerged after multiple joint discussions on the possibility of making a child friendly Mumbai via the DP 2014-34.

### **General overview**

In an inclusive, transparent and responsive system of governance all citizens are given due consideration, regardless of age, ethnic origin, income, gender or ability. The focus of city planning has to shift from more project and infrastructure talks to the addressing of concerns of various marginalized communities and sections in our city and society; one such group being the unheard population of children in the city, who constitute more than 30% of Mumbai's population, and yet remain out of the purview of planning. The concept of "child friendly cities" ensures that city governments consistently make decisions in the best interests of children and that the city is a place where children's rights to a healthy, caring, protective, educative, stimulating, non-discriminating, inclusive, culturally rich environment is taken care. India is UNCRC signatory and it has not initiated any steps in formulating guidelines for local bodies to frame laws and guidelines in ensuring the participation of children in local planning process. We believe that the DP revision process can be one of the right spaces to frame such guidelines making Mumbai a child friendly city. We also demand that the present DP revision process needs to ensure that in all the future consultations (at the city or the ward level) there will be representatives from child based organizations (various groups of children themselves) who can participate and contribute in the decision making process for building a child friendly city.

### *Major issues*

- Children in the city constitute the biggest population group in the city. It is important that children be involved in the redesigning of our cities as we realize that they are the worst effected due to poorly planned urban centers and non-participatory mechanisms which gives no scope for children to state their opinions. There are about 15 lakh children (0-18 years of age) who are living in the informal settlements of the city, and due to apathy of the state they have no access to basic services that a child is entitled to. These children also do not have access to spaces for their recreational activities, games and play. Also about 40% of children in the slums are malnourished and a substantial majority drop out of school; the majority dropouts happen due to non-accessibility of schools (long distance of schools from their place of stay). This proves to be one of the major hurdles in their education, thereby stalling their overall empowerment processes in majority of children in the city.
- The most marginalized category within this group is that of the children on the streets. Numbering more than 1.25 lakhs in the recent study of "situation analysis of street children in metro cities", they are left out of most governance systems. A child on the

street is extremely prone to substance abuse and without access to any of the basic services like education, water and sanitation that deprive them of a decent life in future. The same study also suggests that one in every five of the children on streets is involved in rag picking, followed by street vending (15 per cent), begging (12 per cent), working on roadside repair shops (12 per cent), hotels (six per cent) and some (2 per cent) are employed in small manufacturing units. It is therefore pertinent to understand the various types of children in Mumbai and accordingly their requirements in the city. DP should address all the aspects of children's development in the city.

## **Recommendations for the Development Plan (2014-34)**

### **1. Ensure basic services to children:-**

There is lack of many basic services in the communities like water, electricity, health services (e.g. Health Posts), ICDS (e.g. Aanganwadis), toilets, sanitation facilities, etc. DP should take care that all these basic services will be provided as per the required ratio. We list below some of the demands that are very important for every child's holistic development:

- There is need to have one safe and free toilet with accessibility for all within every 1 sq km radius and at every public space, with special attention and accessibility guidelines to be followed for the differently-abled and children. Likewise there is a need to have urinal spaces for children in every public toilet.
- Till the informal settlements are developed, or given proper services, toilet provision should be provided to the settlements according to the stipulated standards.
- Maternity homes according to UDFPI standards need to be provided for every 45,000 population. Only such a planned provision will ensure that child birth becomes safe in Mumbai. Right now only 28 maternity homes are run by the BMC in the city, when according to the UDFPI guidelines there should be at least 300 in the city.
- To address the issue of malnutrition in children staying in informal settlements there is a need to ensure BMC run multi-purpose recreation centres (including a library) within each informal settlement community which will also take care of early childhood education, as also vaccination centers (where all important vaccinations will be available for the children from 0-6 age group). Such an initiative will ensure that the governance reaches to the most backward communities.

### **2. Ensure children's education:-**

- Schools with proper facilities should be available for the children as per the norms set by RTE, 2009.
- It should consider the distance between school and children's home. There should be no way that the primary school is more than 1 km from the residence and 3km in case of secondary schools.
- The government records suggest that there are about 1249 primary schools in the city but only 48 secondary schools, which invariably results in children dropping out at the secondary level. This skewed ratio of secondary schools to primary schools needs to be addressed. Such an initiative will also curb the privatization of education at higher levels.
- The present number of special schools run by the government is only 20 and that too only for Intellectual Disability (ID) and Cerebral palsy (CP). The other kinds of special schools are completely missing. There is a demand for 10 special schools run by government each for Visual impairment, Hearing impairment, Handicaps, Autism

and for Learning Disability in Mumbai. In total 50 more special schools are urgently required in Mumbai.

- There is need to have accessibility of vocational schools for the children who want to gain vocational skills. There are currently 10 vocational centers in the city, 9 run by state government and 1 by central government. We demand at least 1 vocational training center in every administrative ward. Hence the coming DP should allocate space for 14 more vocational training centers for children who are drop-outs and are not able to be part of formal schooling for various reasons.

### **3. Ensure children's protection and safety:-**

- There is need to consider the space for availability of adequate number of children's homes, shelters (day and night), observation homes for the children which has been mentioned in Juvenile Justice Act 2000. All the shelters need to be run by the BMC and not be outsourced to NGOs.
- DP should provide space for crèches and other facilities for the children of informal workers who are working as hawkers and in other developmental activities. All the natural markets and vending zones should have crèches and children support centers to facilitate livelihood related activities for parents and better environment for children during the working hours.
- The infrastructure of public spaces should ensure children's protection and should implement the accessibility guidelines for disabled and children into the DCR as bylaws.
- There was a demand of emergency posts in every administrative ward that could handle cases of missing children and women in the city. Such spaces can be located in multipurpose amenity spaces that also house various other state amenities required specifically by the ward population.

### **4. Ensure children's participation:-**

- Child participation does not receive support in the form of legislation in the State, though one cannot deny the fact that there are attempts made in RTE where children are mandatory part of School Management Committees. Since DP is a process that is envisioned for next 20 years and with the development space moving so rapidly, it is important that we give space for children to express their views and understanding on various planned infrastructures and provision of other basic services. This will go a long way in benefitting the communities. This can be initiated at various levels of the State Machinery, at central BMC level – ward levels, where special consultation can be planned and conducted. This will help us formulate a well thought DP that will be practical and will be able to reach out to the most vulnerable population in the city.
- If any assistance is required in identifying groups and initiating these consultations with children, we can support the process and collectively take this process forward. As citizens of this vibrant city, we will be more than happy to assist the BMC to conduct such a valuable historical process.

### **5. Ensure children's development through play and recreation:-**

- DP needs to consider the space for child learning centers (CLC's) where the children can explore their skills and experiment with creative ideas. These centers will also implement the component like evening meal for children which are not considered in ICDS. Such centers can be there in every community of 10,000 people.
- DP needs to reserve at least one *Balbhavan* in every administrative ward that can act as children's entertainment space; thus becoming a space for recreation and learning. Such spaces can be located in multipurpose amenity centres that also house various other state amenities required specifically by the ward population. These amenity

plots should be granted FSI incentive and its multiple floors could be used for various amenity needs.

### ***Changes in Development Control Regulations (DCR)***

- The DP should consider safe spaces for play and cultural centers for children, and reserve such spaces where ever possible, and make necessary alternations in DCR for compulsory provision in any new development in the city. Also, it is to be noted that no DCR regulations should be applied to open spaces; privatization in the form of maintenance and building clubs should not be entertained. This would make open spaces truly accessible (For more details refer – the environment and open space chapter).
- The Rehabilitation Resettlement Schemes and the Slum Rehabilitation Authority do not speak about play and recreational spaces for children – which needs to be considered in the same. A new set of guidelines have to be formed and followed that accord the children spaces to play and recreate.



# **Towards a Youth-Friendly Development Plan of Mumbai**

# 8

## युवांना अपेक्षित मुंबई

महाराष्ट्र प्रादेशिक नगररचना कायद्यानुसार महानगरपालिकेसाठी विकास आराखडा तयार करणे आणि त्याची अंमलबजावणी करणे बंधनकारक झाले आहे. त्यानुसार मुंबईच्या महानगर पालिकेने सन २०१४-२०३४ च्या प्रस्तावित विकास आराखड्याच्या (डेव्हलपमेंट प्लान) भू-वापराच्या सर्वे पूर्ण करून नियोजनाचे काम सुरु आहे. कायद्यानुसार अंमलबजावणी करण्यासाठी घाई-घाईने बाहेरगावच्या लोकांची मदत घेऊन स्थानिक लोकांना डावलून काम पूर्ण करताना दिसत आहेत. मुंबईचा विकास आराखडा हा केवळ कागदोपत्री रंगविलेला किंवा तांत्रिक तपशील असलेला दस्तावेज न बनविता नागरिकांच्या दैनंदिन जीवनाशी निगडित असलेले नियोजन असले पाहिजे. ज्याच्या आधारे लोकांचे राहणीमान सुधारेल आणि त्यांना पुरेशा नागरी सुविधा देऊन आनंदात राहता येईल.

लोकशाही समाज व्यवस्थेत समाजातील सर्व घटकांना विकासाच्या समान संधी उपलब्ध करून देणे गरजेचे असते. याच भूमिकेतून युवा वर्ग देखील देशातील लोकसंख्येचा महत्वाचा घटक आहे. १३ ते ३५ वयोगटातील युवांची ४०.६ टक्के एवढी लोकसंख्या आपल्या देशाचे मोठे मानवी संसाधन आहे. तसेच सामाजिक व आर्थिक विकासाचे वाहक सुद्धा आहे. या सर्व बाबींचा विचार करता युवा वर्गाला विकास प्रक्रियेमध्ये सहभागी करून घेणे आणि त्यांच्या सर्वांगीण विकासासाठी चालना देणे देश उभारणीसाठी महत्वाचे आहे.

त्यामुळे मुंबई मध्ये युवा वर्गाच्या सोबत काम करणाऱ्या विविध सामाजिक संस्था संघटनांच्या बैठका घेऊन यावर सखोल चर्चा करण्यात आल्या. मुंबईच्या या विकास आराखड्यात युवकांचे स्थान व हे शहर youth friendly कसे असावे या दृष्टीने मुंबईच्या आगामी २० वर्षांचा विकास आराखडा तयार करताना युवांच्या सर्वांगीण दूरदर्शी व ध्येयवादी विकासासाठी शिक्षण, रोजगार, निवारा, आरोग्य आणि पायाभूत सोई-सुविधांच्या अंगाने विचार केल्याशिवाय वेळ मांडवावर चढणार नाही. तेव्हा या मुद्यांना धरून युवांच्या दृष्टीने विकास आराखडात समाविष्ट करावेत अशा बाबी:

१. **शिक्षण:** शिक्षणातून युवांना वैचारिक सामर्थ, कार्यवृत्ती, भविष्याची प्रेरणादायी दिशा मिळते. त्यामुळे शिक्षण पुरविणे हे शासनाचे घटनात्मक दायित्व असून आर्थिक, सामाजिक परिवर्तनाच्या दृष्टीने तसेच भविष्यात उज्ज्वल पिढी घडविण्यासाठी शिक्षण हा महत्वाचा घटक आहे. त्यामुळे मुंबईच्या विकास आराखड्यात शिक्षणाच्या दृष्टीने खालील सोई-सुविधा आरक्षित करून ठेवणे आवश्यक आहे.

- शाळा/ कॉलेज यांची उपलब्धता व सोई-सुविधा- वयाच्या १८ वर्षा पर्यंतच्या युवाला सक्तीचे व गुणवत्तापूर्ण शिक्षण मिळवून देण्यासाठी शहराचा वाढती लोकसंख्या लक्षात घेऊन शाळा/ कॉलेज यांची मुबलक उपलब्धता करणे. तसेच त्या शिक्षणाचा दर्जा उंचावणे, तेथे पायाभूत सुविधा निर्माण करणे आणि समाजातील वंचित, उपेक्षित घटकांना विनामुल्य शिक्षण, शिष्यवृत्ती आणि वसतीगृहाच्या सुविधा सुनिश्चित करणे अनिवार्य आहे.
  - वाचनालय/ स्टडी सेंटर- युवांचे गळतीचे प्रमाण रोखण्यासाठी आणि निरंतर शिक्षणासाठी पायाभूत सुविधा विकसित करण्यासाठी 'वाचनालय / स्टडी सेंटर' सुरु करण्यात यावीत.
  - प्रशिक्षण केंद्र (ट्रेनिंग सेंटर)- शाळेमधून गळती झालेल्या युवांना व्यवसाय प्रशिक्षण देण्याच्या व्यवस्था करण्यात याव्या. युवा हवे त्याप्रमाणे स्वयं रोजगारास संधी निर्माण करून देण्यासोबतच परिपूर्ण बायोडाटा करणे, इंटरव्ह्यूला जाण्यापुर्वीची तयारी त्यामुळे युवांच्या वरील ताण काही प्रमाणात करण्यात प्रशिक्षण केंद्रांची मदत होईल. तसेच व्यापार सुरु करतानां आणि व्यवस्थापनाच्या वेळीस कठीण परिस्थितीतून जावे लागते त्यावर मात करण्यासाठी 'प्रशिक्षण केंद्र (ट्रेनिंग सेंटर)' ची सेवा असणे आवश्यक आहे.
२. रोजगार: रोजगाराची उपलब्धता हि आजच्या युवा वर्गाची मोठी व तातडीची समस्या आहे. ग्रामीण भागातील युवा वर्ग नोकरीच्या शोधात शहराकडे स्थलांतरीत होत आहे. रोजगाराचा हक्क नाकारल्याने मानसिक तणावामुळे न्यूनगंड निर्माण होऊन युवावर्ग समाजविघातक प्रवृत्तीकडे वळू नये यासाठी विकास आराखड्यात व्यावसायिक दृष्टीकोनाचा विकास आणि नवीन कौशल्य आत्मसात करण्यासंबंधी खालील बाबी सुनिश्चित कराव्या लागतील.
- इम्प्लॉयमेंट एक्सचेंज- जिल्हा पातळीवर असलेल्या इम्प्लॉयमेंट एक्सचेंजचे विकेंद्रीकरणकरून वार्डस्तरावर युवांची संख्या, उपलब्ध रोजगाराची संधी, प्रशिक्षण अभ्यासक्रमाचा समन्वय साधण्यासाठी सुरु करण्यात यावे.
  - एक खिडकी योजना- स्वतःचा व्यवसाय सुरु स्वतः च मालक होणे यासाठी एक खिडकी योजनेद्वारे रोजगार किंवा स्वयं रोजगाराच्या संधी उपलब्ध करून देणे. यामुळे बेरोजगार युवांची स्वतःचा : व्यवसाय सुरु करण्यासाठी होणारी फरफड कमी होईल शिवाय ते इतर युवांसाठी रोजगाराच्या संधी उपलब्ध करून देईल.
  - माहिती केंद्र- चर्चगेट स्थित असलेल्या माहिती केंद्रात युवांची तुफान गर्दी पहावयास मिळते. यावरून अशा प्रकारच्या 'माहिती केंद्रा'ची प्रत्येक वार्ड स्तरावर गरज असल्याचे भासते.
  - असंघटीत क्षेत्रात काम करणाऱ्या युवांना सुरक्षिततेच्या दृष्टीने मुलभूत सुविधा उपलब्ध करून घाव्या लागतील.
३. निवास: शिक्षण आणि नोकरी निमित्ताने स्थलांतरीत होणाऱ्या लोकसंख्येत मोठ्या प्रमाणात युवा आहेत. त्यामुळे त्यांच्यासमोर निवाऱ्याचा प्रश्न निकडीचा झाला आहे.

- भाडे तत्वावर घरे- शिक्षण/ नोकरी आलेल्या किंवा रोजगारासाठी स्थलांतरीत झालेल्या/ नवीन विवाह झालेल्या युवांना ताबडतोब भाडे तत्वावर घरे मिळण्याची सोय झाली पाहिजे असे झाल्यामुळे अनेक प्रश्न असेच सुटण्यास मदत होईल. आमदार किंवा शासकीय कर्मचारी यांच्या सारखी उत्तम अशा नागरी सुविधा असणारी घरे जसे उद्याने, रस्ते, मंडई, शाळा, दवाखाने, स्मशानभूमी, क्रीडांगणे आदींचा प्रामुख्याने समावेश असावा. अशा प्रकारे भाडे तत्वावर घरे देताना आर्थिकदृष्ट्या दुर्बल घटकांसाठी राखीव घरे ठेवण्यात यावेत.
  - ‘युवा वसतीगृह (युथ होस्टेलस)’- युवांना नोकरी, व्यवसाय, शिक्षण, मुलाखती, मार्गदर्शन व प्रशिक्षणासाठी वेळोवेळी शहरांमध्ये या-जा करावी लागते. अशावेळी त्यांना त्यांच्या निवासासाठी हक्काचे असे ठिकाण असणे आवश्यक आहे. त्यामुळे प्रत्येक वार्ड स्तरावर अशी ‘युवा वसतीगृह (युथ होस्टेलस)’ उभारण्यात यावीत. तसेच या युवा वसतीगृह (युथ होस्टेलस) मध्ये महिला, व वंचित समुदायासाठी जागा राखीव असाव्यात.
  - ‘युवा शेल्टर होम्स’- रस्त्यावरील बेघर युवक-युवतींना, एचआयव्ही पॉसिटिव्ह आणि तृतीय पंथीसाठी चिल्ड्रन होम च्या धर्तीवर स्वतंत्रपणे ‘युवा शेल्टर होम्स’ उभारण्यात आली पाहिजेत. या व्यसन मुक्तीच्या वाटेवरील लोकांना मानसिक आणि शारिरिक बाबतीत येणाऱ्या समस्यांकरिता मदत करते.
४. **आरोग्य:** उत्साही, लवचिकता, अधीरता, अविश्रांत आणि जोखीम पत्करणे हि युवांची वैशिष्ट्ये आहेत. या स्वभाव घटकांचा आरोग्यावर विपरीत परिणाम उदा. आत्महत्या, व्यसनाधिनत, लैंगिक आजार, मानसिक तन, गुन्हेगारी इत्यादी होऊ शकतात. त्यामुळे युवांच्या आरोग्यासाठी आरोग्यसेवांची सहज उपलब्धता, समान वितरण, अद्ययावत सुविधा व तंत्रज्ञानाचा वापर करणे आवश्यक आहे.
- सामुपदेशन केंद्र (कौन्सिलिंग सेंटर)- मानवी विकासातील एक अत्यंत संवेदनशील वय म्हणजे पौंगंडावस्था होय. या कालावधीत त्यांच्या वैयक्तिक विकासासाठी संवेदनशील, रचनात्मक व सहकार्यात्मक सामाजिक सुरक्षा कवच मिळविणे गरजेचे आहे. देशाच्या युवा शक्तीच्या उर्जेची बीजे किशोरावस्थेतील वर्तनात दडलेली असतात. तेव्हा किशोरावस्थेतील मुले व मुली यांच्या समस्या सोडविण्यासाठी प्राधान्य देणे. व्यसन, अमली पदार्थांच्या आहारी जाण्यामागे नैराश्य हे कारण असते अशावेळी धूमपान व मादक पदार्थांच्या सेवनास आळा घालण्यासाठी सामुपदेशन केंद्र (कौन्सिलिंग सेंटर) आवश्यकता आहे. तसेच पालक आपल्या पाल्यांच्या किशोर अवस्थेबद्दल चिंतीत असतात तेव्हा युवा वर्ग व पालक मदत व सल्ल्यासाठी येथे संपर्क करू शकतात.
५. **पायाभूत सुविधा:**
- खेळाचे मैदान- मनोरंजन आणि खेळ हे युवांच्या सर्वांगीण विकासातील महत्वाचे घटक आहेत. खेळामुळे शारिरिक क्षमतेत वृद्धी, सकारात्मक संकल्पनांचा विकास आणि सहिष्णुता, सांघिक भावना

व आरोग्य संवर्धन विकसित होते. यासाठी क्रीडा आणि मनोरंजनाच्या विकासासाठी भूखंड आरक्षित ठेऊन ते विकसित करून युनांना उपलब्ध करून द्यावेत.

- स्पोर्ट्स क्लब- विकास आराखड्यात मैदानांसाठी व उद्यानांसाठी राखीव केलेले भूखंड पूर्णपणे विकसित करून युवा खेळाडूसाठी उपलब्ध करून द्यावेत. महिलांसाठी पूर्णतः/ अंशतः वेळ राखून ठेऊन विशेष प्राधान्य द्यावे. मानसिक ताणतणाव कमी करण्यासाठी व शारीरिक सुदृढतेकरिता शारीरिक व्यायाम, योगा व ध्यान यांचा प्रचार व प्रसार करण्यासाठी उपाय योजना करण्यास्त स्पोर्ट्स क्लब महत्त्वपूर्ण भूमिका बजावतात.
- गार्डन: पालकांची पारंपारिक बंधने आणि जागेच्या अभावामुळे तरुण मुला-मुलींमध्ये प्रेम आणि नातेसंबंध प्रगल्भ करण्यासाठी बॅंड स्टॅंड सारखे लव्हर्स पॉईंट च्या धर्तीवर बाग बगीच्यांची निर्मिती करण्यात यावी.
- समाज केंद्र- स्थानिक परंपरा, सांस्कृतिक आदान-प्रदान करण्यासाठी समाज केंद्र आवश्यक आहेत ज्यामुळे युवांच्या सृजनशील अभिव्यक्तीचा विकास करण्यासाठी समाज केंद्राची मदत होईल. तसेच communityकायद्याच्या कचाट्यात सापडलेल्या युवा, युवा गुन्हेगार, निराधार युवा, मानवी तिरस्काराने पिडीत युवा व पीडितांची मुले आणि अतिशय दुर्गम बागातील युवांचा सामाजिक, आर्थिक दर्जा उंचाविण्यासाठी समाज केंद्राच्या माध्यमातून विशेष प्रयत्न करावे लागतील. लग्नानंतर युवतींचा सांस्कृतिक अभिव्यक्ती आणि सामाजिक सहभाग कमी होतो, ही वस्तुस्थिती लक्षात घेऊन विवाहित युवतींना सांस्कृतिक कार्यक्रमाच्या संधी उपलब्ध होतील.
- सार्वजनिक स्वच्छता गृह- प्रत्येक वस्तीमध्ये २० माणसांमागे किमान एक शौचालय याप्रमाणे सार्वजनिक मुबलक स्वच्छता गृह असावेत. पुरुषांसह महिलांसाठी मोफत मुताऱ्याची सोय करण्यात यावी.
- नैसर्गिक आपत्ती, स्थलांतर, अचानक उद्भवणारी आपत्ती यामुळे प्रभावित होणाऱ्या युवांना शिक्षण, निवारा व उपजीविकेची साधने तातडीने उपलब्ध करण्याची व्यवस्था असावी.
- गुन्हेगारीला आळा घालण्यासाठी व महिलांच्या सुरक्षितेसाठी जागोजागी पोलीस स्टेशन/चौकी उभारण्यात याव्यात.

शहराच्या रचनेचे सामाजिक, आर्थिक, भौगोलिक आणि पर्यावरणीय मापदंड लक्षात घेऊन शहर विकास आराखड्यातील तपशील सूक्ष्म अभ्यासाने नोंदवले जायला हवेत. या शहराच्या विकासासाठी आणि विनाशासाठीही पर्यावरण हा अत्यंत महत्त्वाचा घटक आहे.

त्यानुसार मुंबईच्या महानगर पालिकेने प्रस्तावित विकास आराखड्याच्या (डेव्हलपमेंट प्लान) भू-वापराच्या सर्वे पूर्ण करून नियोजनाचे काम पूर्ण केले आहे. त्यात असंघटित कामगार, भूमिपुत्रांच्या अस्तित्वावरच प्रश्नचिन्ह निर्माण झाल्यामुळे विविध संघटनांनी पालिकेकडे आक्षेप नोंदविला आहे. तेव्हां युवकांच्या दृष्टीने मुंबईचा विकास आराखडा तयार करताना केवळ वैयक्तिक हिताकडे लक्ष न देता व्यापक-

हिलाचा सामूहिक विचार झाला पाहिजेआहे गरज कशाची नेमकी शहराला आपल्या ., याचा विचार शहरवासीयांनी करून तशा सूचना दिल्यास त्या मोलाच्या ठरू शकतातलोकशाहीत . लोकांच्या मताला किंमत आहे, पण ते मत आग्रहाने मांडले पाहिजे त्यामुळे उपरोक्त मुद्दे धोरणकर्त्यापर्यंत पोहचविण्याच्या उद्देशाने मांडत आहेत.

# **Towards a Woman-Friendly Development Plan of Mumbai**

# 9

## Woman – Friendly Mumbai

### General overview

The current assessment of use of the city by different groups/sectors – while on the one hand should identify current land use – it must also recognise the unequal access that women and other marginalised sections have to the city. Women use and benefit from the city in different ways from men. We want analysis of women’s access/lack of it- to the city as workers, students, and home makers etc. to be incorporated fully in any plan being developed for the city. The issues of mobility are connected to experiences of safety in public spaces and perception of family, neighbourhood and society. It is also connected to the availability of transport and the planning of the city’s public spaces. Women’s inability to deal with violence is connected to the lack of safe spaces in the city which she can avail, like short stay homes and other services in the city. These interconnections must inform the planning process. Inclusion and access to all, including women – who are about half of the city population – has to be incorporated in the vision principles and subsequent plans. This document aims to add to the existing discussion on Development Plan with some concrete suggestions on the vision principles from a gendered perspective.

### Recommendations for the Development Plan (2014-34)

#### 1. Gendering livelihoods:-

- Recognize all types of informal sector livelihoods and provide basic services for all modes of livelihoods including women’s livelihoods.
- Creation of new categories of urban land use zones to recognize and enhance and traditional informal livelihoods.
- Demarcation of hawking zone along the movement corridor in all public spaces.
- Creation of separate space for small- scale production areas in slums as well as in the city (small scale industries) need to be reserved in DP.
- Recognizing the need for hostels for working women and allocation for the same.
- Creations of centers for training and up gradation of skills for women.
- Creating spaces for naka workers including women naka workers.

#### 2. Gendering transport:-

- Transport needs should be planned with focus on large number of commuters who are walking and using public transport. Public transport to be given priority over private cars.
- Plan approach roads to stations, with lanes for commuters, areas for hawkers, auto and taxi stands and shops. Eye on the street is critical for women’s safety.
- Interlinking parks, open spaces and creating contiguous space for walking.
- All transport including walking should be disabled friendly.



- Appointment of special authority to interlink and converge all public transport authorities.
- Need proper access pathways through slums giving more safety to woman.
- Provide for accessible urinals/toilets along major roads and public areas at every 10 minutes walking distance.
- Night shelters for women at major transport hub like major interstate bus stops and railway stations.

### **3. Gendering health:-**

- Review, upgrade infrastructure and service delivery as per the National Urban Health Mission.
- Increase in numbers of maternity wards and hospital.
- Increase number of MCGM and State run public hospital for all.
- Allocation of rooms in hospitals to handle cases of domestic violence.
- Health care facilities should be proportionate to population present in each ward, with considering certain provisions for increase in population.
- Encourage women's use of gym by creating new locations for gyms for women / designated timings for women in existing gym locations.

### **4. Gendering education:-**

- The public school system must be augmented to meet aspirations of all children in their preferred language.
- Creation of schools to accommodate students from pre-school to 12<sup>th</sup> standard including vocational education. This is critical to ensure girl child's enrolment and continuation in higher education.
- Sports facilities need to be planned in the MCGM schools and girls participation in the same need to be ensured.

### **5. Gendering essential community services:-**

- There should be space for amenities like waste industry and designated space for localized way of segregation.
- Creation of public toilets for women every 10 minutes distance, especially in crowded areas like markets and at all open spaces including at nakas where workers stand.
- All existing water bodies need to be demarcated in the DP so that it can be saved from getting closed and developed upon.
- Create more locations for reservoirs in suburbs similar to main city.
- Support services for violence against women like half way homes, counseling centers, and crèches planned for every ward.

### **6. Gendering housing:-**

- Housing should be seen as fundamental right for all and women's right in housing need to be recognized.
- All slum land should be reserved in the development plan as reservations for affordable housing only.
- All new constructions and colonies should have a mixed income and cultural groupings.

- Open spaces in all new constructions should be encouraged instead of closed ‘virtual’ ones.
- The separate category for rental housing should be provided in the DP without application of rent control act.
- Single women should be given preference for housing and for rental housing.

#### **7. Gendering Public Places :-**

- The Development plan of Mumbai needs to go beyond the playgrounds and parks as the only open spaces but democratize open spaces like seafronts, and provide access to existing open spaces and create new public spaces which are accessible to all citizens. These spaces need to be developed as non-barricaded, non-exclusive spaces allowing access to all including and especially women.
- Need to create more cultural spaces in the city and interspersing them within the open spaces also.

# **Towards a Disabled - Friendly Development Plan of Mumbai**

# 10 Disabled – Friendly Mumbai

## General overview

The recent incident of a disabled person falling off an escalator in an upmarket store in south Mumbai had huge repercussions. There were major reports that cited the incident and later a protest gathering was organized to voice for disabled citizens in the city, who form at least 10% of the city's population. We feel that the Development Plan revision process is the right space to assert the rights of the disabled to have equal access to the various facilities and public spaces in the city so that the neglected 10% of the city can speak for their demands in the coming future.

The DP revision process until now has not been participatory in nature and it has only been made open to public after a lot of pressure from the various NGOs and citizens groups involved in the DP process. It is now imperative that the DP process and any further meetings (ward committee level workshops) regarding the same involve activists and representatives from the disabled group to ensure that their say in the future development of the city is addressed.

In spite of Bombay being the commercial capital city, it is a fact that none of its transport systems – railways, roadways, bus stations, railway stations, buses and trains – offices, banks, universities, schools, municipal and government offices, recreational facilities (restaurants and cinema halls), government offices, courts, sports complexes, footpaths and parks, are accessible by disabled persons.

According to the official figures near 10 per cent of our citizens have disabilities but the provisions in built environment also need to respond to a large section of our society, for example, elderly persons who may have these disabilities due to their old age, a natural phenomenon. While the persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, was passed nearly seven years ago, the Municipal Corporation of greater Bombay is yet to demonstrate its resolve to implement the provisions of this Act, particularly with regard to the creation of a barrier-free built environment. While the piecemeal effort is on, these efforts are hardly visible and quantitatively negligible. On the whole it can be said that a beginning is yet to be made.

## Recommendations for the Development Plan (2014-34)

### 1. Health :-

The Maharashtra State Action Plan for the Welfare of Persons with Disabilities (2001) in chapter 2, clause 9, stresses on the need of primary health centres equipped to handle concerns related to disability and where people with disability can receive medical treatment. It also stresses on the need of a super-speciality-treatment that should be provided through the state resource centre.

### 2. Education :-

The Maharashtra State Action Plan for the Welfare of Persons with Disabilities (2001) in chapter 3, clause 2, says that “*Approximately 500 integrated units in schools will be opened in coming five years in Maharashtra; at the same time the disabled will be encouraged to get involved in integrated schools and appropriate facilities and environment will be created for the same.*” It also states that “*special schools for severely disabled persons will be run only for severely disabled persons with necessary facilities and environment through NGOs in the state as per the requirement.*”

As per the above clauses we demand (according to Mumbai’s population) at least 75 integrated schools in Mumbai alone, and their demarcation in the coming DP.

### **3. Multi-use resource centres :-**

In wake of our demands regarding reservations in DP for various traditionally neglected groups in Mumbai there is a standard BMC reply about lack of space. Hence we propose multi-use resource centres. They can accommodate various welfare arms of the state along with the required crèches/ day care centres/ training and vocation guiding centres that the disabled and their families need very urgently in the city. Such centres can be located in every administrative ward.

### **4. Reservations in housings, markets and other state schemes :-**

The Maharashtra State Action Plan for the Welfare of Persons with Disabilities (2001) in chapter 4, *Measures for employment and self employment*, says in clause 5, “*every government, educational institutions, government aided, educational institutes, vocational training centres, schools and colleges will have 3% reservations in all educational programme and in hostels accommodation*”, but this sadly does not talk about the required reservations for the differently-abled in other facets of urban life. There is a need for the DCRs to mention the 3% reservation for the disabled in the hawker or market schemes that is developed in Mumbai.

The housing redevelopment in Mumbai – currently giving 269 sq ft. to allottees – is inadequate for disabled. The design of the flats also has to be altered to address their special needs. We propose an increase of at least 25% in the area of flats to be allotted to disabled and at least 3% of flats on the ground floor to be allotted to the disabled in the community. This should be incorporated in the DCR. Accessibility should be major criteria in all the SRA or PAP/ RR colonies, and Persons with Disabilities (PWD) should be located appropriately and given priority in allotment.

Similarly, there needs to be a revision of parking space standards in the housing projects and also all public buildings should have space of parking for the disabled. All public toilets should have mandatory accessibility (both for male and female) under the Nirmal Abhyaan Scheme. The best examples of cities to follow and emulate are San Fransisco and Curitiba.

### **5. Make Mumbai BARRIER FREE and ACCESSIBLE to ALL :-**

To devise a program and a time frame to make Mumbai – its public spaces, its buildings, its footpaths and its transportation system – accessible to all. BMC should appoint a committee that formulates design specifications, issues guidelines and expert advice on making Mumbai Barrier free. It would be recommended that BMC reserves a certain budget to make Mumbai barrier-free.

There are specific inputs for accessibility needs of people with disability in the public space. These are summarized as follows:

**Public Transport:**

Bus terminals and Bus stops, Paint bus boxes, Bus stops must have route maps and schedule information (in Braille as well), Negotiation of level difference between footpath and road through ramps along with guide blocks, Tactile warning, Curb cuts, Shelters to be made disabled friendly

**Railway stations:**

Access to ticketing areas, Appropriate signage, Height of ticketing windows to be lowered, Crossover from one platform to another through elevators and horizontal transport system Disabled-friendly public telephones, Disabled-friendly toilets, Appointed disabled-friendly coaches

**Railway Coaches:**

Access ramp for disabled friendly coaches, Disabled-friendly berths and seats, Audio-visual signage, Disabled-friendly toilets

**Buses:**

Existing buses, Reserved seats, Space to accommodate wheelchair, Announcement system Signage, Portable ramps, Horizontal ramps, Grab-bars and vertical poles

**Airports:**

Access to ticketing and enquiry areas, Height of ticketing windows and information counters to be lowered, Disabled-friendly telephones, Disabled-friendly toilets, Parking

**Footpaths:**

Negotiation of levels through appropriate ramps, Laying of guiding blocks for people with visual impairments/ partially sighted, Ensuring continuity of footpaths and priority over intersecting roads, Prioritizing allocation of signage visibility while moving on footpaths, Clearing of footpaths from encroachment such as hawkers, vendors and construction, Creating unobstructed footpaths with minimum hindrance due to telephone pillars, junctions, electrical poles and garbage boxes, Disabled-friendly public telephones

**Subways:**

Negotiation of levels through appropriate ramps, Laying of guiding blocks for people with visual impairments/ partially sighted, Fixing of hand rails for support, Ensuring a minimum width of track as 300 mm and maximum rise of 150 mm, Appropriate signage, Accessibility to helpline through telephone system

**Road Intersections:**

Design of pedestrian signal phase in terms of its duration to allow disabled/elderly persons to cross over, Installation of auditory signals at red lights, Signals to establish intent of disabled and elderly persons to cross road, Guide blocks to be inserted in the zebra crossings

**Parking Spaces:**

Exclusive parking spaces for disabled persons in public areas

**Built Environment:**

Health facilities (Hospitals & dispensaries; Clinics), Fully accessible buildings, Disabled-friendly elevators, Appropriate height of registration counters, Appropriate signages, Accessible beds and examination tables, Accessible weighing machines, Disabled-friendly Equipment, Telephone helplines

**Important buildings and public places:**

Disabled-friendly entrance, Lifts and elevators, Guide blocks, Accessible toilets, Special information counters, Announcement systems, Telephone helplines, Signages, Public telephones, Disabled-friendly furniture in working areas, Functional space, Furniture for disabled employees and visit section

**Universities, Colleges and Schools:**

Fully accessible buildings, Lifts and elevators, Announcement systems, Telephone help lines, Height of registration counters to be lowered, Height of information counters to be lowered, Appropriate signages

**Recreation facilities and public places:**

Access, Signage, Furniture, Accessible Toilets, Accessible drinking water facilities, Telephone helplines, Zoological/district/neighborhood parks, Disabled-friendly entrance, Signage, Accessible Toilets, Accessible drinking water facilities

**Shopping centers/Markets:**

Disabled-friendly entrance, Disabled-friendly parking facilities

**Heritage sites:**

Disabled-friendly entrance, Appropriate height of ticketing and information counters, Signage, Accessible Toilets

***Changes in Development Control Regulations (DCR)***

- The existing DCR of Mumbai has not mentioned accessibility. There is a need to incorporate the guidelines mentioned in the Model Building Bye-laws (bye law 6.8, annexure G) and National Building Code (NBC) into the DCR, thereby making it mandatory for all buildings to follow specific standards and ensure accessibility to all.
- The national policy above all speaks of all new buildings to be barrier free and the PWD act (1995) mentions in chapter 8, under the non-discrimination section, the guidelines for accessibility and barrier free built environment for disabled.
- The Maharashtra State Action Plan for the Welfare of Persons with Disabilities (2008), in chapter 5, says “*Necessary changes will be made in the existing building rules of the corporations and municipal councils regarding grant of permission for the construction of new buildings so as to provide easy access and communication of the persons with disability*” and continues to state that “*audits will have to be carried out to check barrier free environment. The access audit committee will be formed for this purpose.*”
- Hence we demand that such audit committees be formed for Mumbai, empowered with alterations in DCR regarding barrier-free environment and that buildings sanction be given only after an audit of the accessibility for the disabled.

# **Inclusion of Hawkers in the Development Plan of Mumbai**



# 11

## Hawkers

### General overview

The DP revision process till now has not been a participative and inclusive process especially with respect to the most marginal groups in the city; one such group being the hawkers in the city. The hawkers, we argue are an inseparable component in urban centres like Mumbai and their contribution in making the city has to be recognized. It is through them that the majority of Mumbaikar's are able to buy their daily requirements at cheap rates. The Hawkers are the providers of cheap vegetables and subsidised food items that even a poor man on the street can afford. It is due to their hardwork that our urban centres prosper. Yet our city and state refuse to accept such facts and numbers in the city. Therefore it is not surprising that hawkers – who number almost 3 lakh in Mumbai – are not counted in the DP process and will thereby be left without any plausible share in the city's development plan for 2014-2034. Hence, it is our aim to incorporate their concerns into the DP as well.

### Major issues

- The Street Vendors are an integral part of urban living in Mumbai. They cater to the needs of the innumerable citizens cutting across class boundaries. It is estimated that about 3,00,000 hawkers earn their livelihood in the streets of Mumbai and support at least 4 times the above mentioned number (dependent in their families) - therefore about 12 lakh people depend directly upon hawking as profession for livelihood and survival. Most importantly through backward linkages they actually support the livelihood of many small scale manufacturers who regularly supply their goods to these vendors.
- The street vendors are a reality of our times. The neo-liberalization and the decentralization of industries have meant that the urban poor are increasingly sidelined in our urban centres without any jobs or livelihoods. The MMRDA Draft Plan (1996) notes that in 1961, 65 per cent of Mumbai's workforce was employed in the organised sector and the remainder in the unorganised sector; 30 years later the proportion was reversed. By 1991, 65 per cent of employment was in the unorganised sector. The latest figures in National Sample Survey (2004-5) show that 80% of Mumbai's workforce falls under informal or unorganized sector.
- These workers are usually the most marginalized and are viewed as an obstacle to Mumbai becoming a world class city. This issue is being strengthened by the present DP revision process and the ELU survey which does not address or map the livelihood issues of these hawkers who form about 10% of its population. We firmly believe that the present DP revision process needs to address this issue at the earliest and the street vendor's need to be incorporated in it. In this situation we are demanding for the DP to have a clear space allocation for hawkers in master plan for the protection and promotion of the livelihood of hawkers in Mumbai.

## **Recommendations for the Development Plan (2014-34)**

### **1. Mapping of hawkers in Existing Land Use (ELU) survey:–**

We feel that the ELU survey needs to map the street vendors and their hawking areas, irrespective of whether they are in the presently stipulated hawking and non-hawking zones. This we believe has to be the first step where the state accepts and recognizes the ground reality of street vendors in Mumbai. The state needs to implement the Street Vendors (protection of livelihood and regulation of street vending) Bill, 2012 which states categorically its objective as follows:

*“To protect the rights of urban street vendors and to regulate street vending activities and for matters connected therewith or incidental thereto.”*

The predecessor to the bill, the Street vendor’s policy 2009, also stated its aim as: *“To ensure that this important section of the urban population finds recognition for its contribution to society, and is conceived of as a major initiative for urban poverty alleviation.”*

This mapping of natural markets and hawking zones have to be followed up with a detailed biometric survey that will determine the exact number and give some formal recognition to the otherwise illegalized profession of hawking. For such a process, we advocate the setting up of Town and Ward vending committees that can be initiated in the DP consultation process by involving various unions in the making of DP.

### **2. Existing Situation Analysis (ESA) and hawking as livelihood :–**

After a comprehensive ELU mapping, the BMC in its ESA and vision document should recognize and notify that there exists an informal layer of hawking zones and livelihood areas which need to be safeguarded and included in the Development Plans. Such livelihood activities cannot be ignored from the overall holistic development plan vision for Mumbai. And the vision document must take directions from the Street Vendors’ bill 2012 and ensure that the DP process allocates space and develops planning norms for the city hawkers in the coming Development Plan. It is also imperative that the new committee formed to study and offer solutions to the hawker’s issues in Mumbai, is also made a part of the DP making process. The committee detached from the actual map making process will be a toothless entity.

### **3. Planning for hawkers :-**

The Street Vendors 2012 bill in Section 21, details out Street Vending Plan that is to be prepared by the local planning authorities. The bill clearly states that the planning process should take into account the specific points mentioned below –

- *“Take into account existing natural markets”* – All the natural existing markets have to be mapped and recognized as natural markets in the DP for hawkers.
- *“Take into account the civic facilities for appropriate use of identified spaces as vending zones”* – and provide such facilities wherever they are lacking. Eg: Public toilets, store rooms, changing rooms, crèches for the women hawkers etc.

- *“Making spatial plans conducive and adequate for the prevalent number of street vendors in that city or town and also for the future growth, by adopting such norms as may be necessary”* – To have a clear spatial strategy to accommodate all the hawkers presently in the city, and to form norms and design guidelines for hawking zones. Innovate solutions to be developed to accommodate all the hawkers by offering design solutions in the form of markets, pedestrian friendly streets with hawkers, night bazaars, hawkers on skywalks, Khau-gallis or food streets, weekly markets on designated areas and other underused spaces need to be identified where hawkers can be accommodated.
- *“Consequential changes needed in the existing master plan, development plan, zonal plan, layout, plan and any other plan for accommodating street vendors in the designated vending zones”* – rather than making changes at a later point, and since the DP is currently underway, the BMC should initiate the process of inclusion of hawkers in DP itself.

#### **4. Participative planning and formation of Town Vending Committee or Ward Vending Committees :-**

Set up Town Vending committees and Ward Vending committees as mentioned in the Street Vendors Bill 2012 and initiate similar processes that involve local authority, planning authority and police, associations of street vendors, and other stake holder groups as delineated by the Street Vendor’s policy. The DP process and its numerous public consultations can be the first step that leads to the setting up of Ward Vending committees. Planning models like the Dadar hawker plaza design is a testimony to how top down planning without hawkers being consulted results in failure of addressing the complex issue of hawking in Mumbai.

#### **5. To learn and adopt from other successful models:-**

Mumbai and its DP process needs to learn from other cities to frame norms and spatial strategies to address the hawkers in the coming DP. For example, Bhubaneswar has reserved 3% of its pavement space for hawking. The zones have committees, which have hawker unions as representatives. The local corporation has erected uniform stalls for vendors. In Imphal, Manipur- the state’s town planning act makes provision for street vending. According to the act, there need to be 10 vendors and three shops for every 1,000 persons. And the regulation - consensus model in Kolkata, where the 1/3rd of every footpath would be reserved for hawkers, while the rest of the space would be strictly for pedestrians. Or in the long term follow a Singapore model of hawkers markets and amenity provision as incentives to the hawkers to give them more formalized livelihood.

#### **6. Other DP demands:-**

- i. The plans must address the training needs and Town Vending Committee (TVC) needs at administrative ward levels, and such public facilities can be located in multi-purpose buildings that house other public amenities.
- ii. The very specific concern of Fisher community and the lack of formal fish markets need to addressed, as most of fish vendors are women and are the most sidelined. A proper numbering and mapping of existing natural fish markets needs to be carried out and should be given formal space/ design regulations in the coming DP.

### ***Changes in Development Control Regulations (DCR)***

- Changing and incorporating hawkers and their requirements in the DCR – to allocate hawking spaces in any new plans of residential or commercial complexes, to provide hawkers to the ratio of number of shops, bus stops and other public amenities. Such steps have been taken in various city development plans in our country. For example, Delhi master plan has approved the existence of 1 hawker per 1000 people and stipulated various other provisions of hawkers with every formal public amenity.
- The redevelopment scheme for markets to allocate more percentage space for hawkers in the scheme by altering DCR bylaws. Also while allocation of such spaces, women and disabled persons to should have certain reservation.
- The making of pavements and widening should be encouraged via DCR bylaws and such space created may be shared between hawkers and the pedestrian traffic.

We request you to go through our concerns and recommendations, and issue requisite directions to the Development Plan department to take immediate steps to address the issues of hawkers in DP process. We, with our union networks in co-ordination with various NGOs/CBOs are working with Hawkers and Hawkers Unions are carrying out awareness programmes to aid in the process of DP revision in Mumbai. You can expect our full co-operation in our aim of creating a more equitable Mumbai through the coming DP.

**Inclusion of Koliwadas  
in  
the Development Plan of Mumbai**

# 12

## Koliwadas

### General overview

The coastline of Mumbai is under threat from rapid and drastic transformation due to increasing development pressures. Over the years, traditional coastal settlements in the city which depend on coastal ecosystems for their livelihoods have become marginalized and neglected neighborhoods. Due to deteriorating conditions, overcrowding, lack of adequate infrastructure, services, amenities and poor sanitation these settlements are often referred to and represented as 'slums' in development plans and visions for the development of the city. Today these settlements face the threat of extinction due to several reasons such as environmental destruction, loss of public access to common lands and resources, disruption of coastal livelihoods, encroachments, displacement and gentrification.

### *Major issues*

- **Redevelopment:** Urban koliwadas have been under a sustained threat of redevelopment and renewal, as they are located in one of the most desired parts of the city – its coast. These forms of development are threatening to eradicate these villages.
- **Gentrification:** Gentrification usually involves the creation of urban functions that serve the needs and tastes of the middle and upper classes, and result in a gradual economic and social exclusion of the urban poor from these areas. There have been efforts recently to create promenades and gardens near fishing villages, sometimes even on lands that are used as commons by the fishing community with the pretext of “beautification” or the creation of “public spaces.”
- **Enclosure / privatization of common lands and resources:** Lands for fish drying, for docking boats, maintenance areas, fishing infrastructure, community spaces, and so on are shared and controlled by the community as a whole and commoning forms the core of the economic and cultural practices of the fisher-folk. Enclosure or privatization of the commons is perhaps the gravest threat to their existence as fishing villages.
- **Overcrowding:** With little land for Koliwadas to expand, accommodate and provide for a growing population and its needs, combined with claims over land by new entrants who squat in Koliwada lands due to non availability of low-cost options in other parts of the city, have resulted in an overcrowding of these urban villages putting enormous pressure on its already compact and dense built fabric. As a result, many Koliwadas have acquired a slum-like character and have even been labeled as slums.

- **Destruction of coastal ecology and depletion of resources:** There have been numerous efforts to dilute legislations – such as the CRZ – that protect the coastal ecology and traditional livelihoods, in the interests of developers and builders. Successive reclamations have cut off some koliwadadas from the coast or the creek which function as their natural resource base, and have resulted in a decimation of livelihoods based in and around fishing.
- **Large infrastructure projects:** Infrastructure projects such as the proposed Coastal Road and the Water Transport Project will have serious impacts on the livelihoods and settlements of the coastal communities. The coastal road is to be built partly on reclaimed land and partly on stilts along the coastline, and it will almost certainly sever, or irreversibly disrupt the organic ties of the villages from the coast, and decimate fishing activity.
- **Poor quality living conditions, infrastructure, services and amenities:** Most of the fishing villages have poor services, lack adequate infrastructure and suffer from deteriorating living conditions as a result of the factors described above coupled with a general neglect by planners and authorities.

### ***Wrong ELU mapping of Koliwadadas in Mumbai's Draft Development Plan of 2012:***

The recently released ELU maps by the MCGM have invited thousands of responses and complaints from individuals and groups including the fishing community. There are innumerable errors in these maps that concern the fisher-folk and if these are not rectified, these erroneous maps will become the basis for future planning of urban fishing villages, with grave consequences for the community. Some of these errors are explained below

#### **1. Mapping of coastal commons and activities related to coastal livelihoods**

Coastal commons are areas traditionally being used by coastal communities for fishing and ancillary activities for livelihood purposes and are protected under the CRZ regulation. In some cases these activities are located adjacent to the existing fishing villages but in many cases they are not in the direct proximity of the villages and sometimes occupy rocky or sandy beaches, vacant or barren areas adjoining the coastline. In some cases in the Existing land use map these areas have been indicated as “primary activity” but in other cases these areas have either not been shown or have been incorrectly included in other categories such as vacant lands, open spaces, mangroves etc.

#### **2. Mapping and demarcation of the Koliwadadas as “urban fishing villages”**

Erroneous identification and classification of urban fishing villages. There are more than thirty coastal urban fishing villages or Koliwadadas in Mumbai. The ELU maps fail, in many cases to indicate entire urban fishing villages and in some cases, erroneously indicate them as Residential (R) areas. In some instances, these have been indicated as Informal Settlements (SC).

#### **3. Land parcels used for livelihood activities**

In many cases, land parcels being used by the fish-workers for livelihood related activities

such as fish drying, boat parking, sheds for maintenance, etc. are not mapped in the ELU. In most cases, these land parcels are indicated as vacant or undeveloped. Even infrastructure related to fishing such as jetties, docks, community halls, etc. are not mapped. The failure to acknowledge these land uses and amenities are serious errors.

### **Markets and docks**

The ELU also does not map the formal and informal markets where the Koli women play an active role. For example, in Khar Danda Koliwada, a BMC fish market has not been mapped, also Sasson docks which is one of the biggest whole sale fish market has been shown only as a transport node.

### **Mangroves and natural areas**

There are also substantial errors in the mapping of mangroves which are either marked arbitrarily or are completely missing.

## **Recommendations for the Development Plan (2014-34)**

Historically, fishing villages are areas that have a distinct cultural and urban identity. They have been places that have evolved around the occupation of fishing and all its related activities, and have developed their own unique socio-cultural practices and physical character. Certain guidelines and provisions for the protection and development of urban fishing villages in Mumbai need to be articulated in the development plan and development control regulations in order to protect the fishing community's traditional rights to housing, land, livelihood and the village commons. These provisions and guidelines should include aspects such as village boundaries, permissible land uses and control over land, urban form controls, terms of sale, transfer of ownership, provision of infrastructure and amenities etc. These points are further elaborated below.

### **1. Nomenclature and Classification of Urban fishing villages and coastal commons:-**

The Koliwadadas or fishing villages in Mumbai should be designated in the Development plan as *urban fishing villages* and not just urban villages to establish their separate identity as fishing villages which need to be distinguished from other urban villages or gaothans.

The areas demarcated as *primary activity areas* in the D.P, wherever applicable should be identified as *Fishing related primary activity* in the ELU survey, in order to be more specific and to accommodate policies, regulations and provisions specifically pertaining to the coastal commons or areas concerned with livelihoods of coastal communities dependent on the primary activity of fishing and other related activities.

### **2. Mapping of urban village boundaries, to be demarcated as CRZ III areas:-**

The CRZ 2011 notification stipulates that, “*Koliwada namely, fishing settlement areas as identified in the Development Plan of 1981 or relevant records of the Government of Maharashtra, shall be mapped and declared as CRZ-III so that any development, including construction and reconstruction of dwelling units within these settlements shall be undertaken in accordance with applicable as per local Town and Country Planning Regulations.*”



As criteria for boundary demarcation the urban fishing village needs to be understood as a network of activities and functions rather than simply a housing settlement. Such an understanding requires inclusion of settlements and dwelling units of fisher-folk and other coastal communities; areas which constitute the coastal commons- including fish drying areas, boat parking areas, infrastructure related to fishing; community spaces, social amenities and public infrastructure such as temples, community halls streets, markets, open lands and agricultural lands either owned or used by the local communities; which have historically been a part of the village, etc. as an integral part of the village.

Such a comprehensive approach for the mapping of fishing settlements is endorsed in the CRZ 2011 notification which mentions, *“In the CRZ areas, the fishing villages, common properties of the fishermen communities, fishing jetties, ice plants, fish drying platforms or areas infrastructure facilities of fishing and local, communities such as dispensaries, roads, schools, and the like, shall be indicated on the cadastral scale maps.”*

The process of demarcating the extents and boundaries of the fishing villages should be participatory and carried out in consultation with the local communities supported by historical evidence and government documents. In this process it should be ensured that contiguity of the village is maintained as far as possible. The boundaries of the urban fishing villages should be verified and accurately and clearly demarcated in consultation and with the participation of the local communities and residents of these villages so as to eliminate discrepancies in their demarcation.

### **3. Community control and autonomy over urban village land use:-**

The entire area designated as CRZ III or urban fishing village ought to be under community control. Land within the settlement areas of Gaothans or urban villages in Mumbai are usually commons, controlled by the village community, although individual buildings or houses in the village may be privately owned. It is important that this system is maintained as the common areas around the houses are used for various public and semipublic activities, storage of equipment and the provision of basic infrastructure and essential services such as streets, water supply, and sewage disposal. The village also has other common lands used for public activities should be retained as village commons. Individual land titles or landholdings should not be encouraged or permitted as this would be in conflict with the existing system and the sale or transfer of ownership of these lands could lead to the fragmentation of the village. The resident community could form a cooperative that will retain control and autonomy over urban village land use and will undertake the management of common village lands, and the sale or transfer of ownership of any part of the land to developers or private owners should be restricted.

In certain villages, the exiting village settlement is surrounded by agricultural lands which are privately owned by the villagers. As these areas surround and envelop the existing village the future development within these areas needs to be regulated to prevent haphazard, piecemeal growth. The control over these lands should be retained with the village society to prevent sale of these land parcels which would result in the fragmentation of the village and to ensure that basic town and country planning regulations regarding regarding light and ventilation, setbacks etc. are met with and land set aside for public purposes such as movement and circulation, open spaces, public amenity spaces, infrastructure and services.

### **4. Self-development of urban villages:-**

The CRZ-III Notification mandates that fishing settlement areas be mapped and declared as CRZ-III, *“so that any development, including construction and reconstruction of dwelling units within these settlements shall be undertaken in accordance with applicable as per local*

*Town and Country Planning Regulations.*” The notification also states that detailed plans for long term housing needs of coastal fisher communities must be prepared, in view of expansion and other needs, provisions of basic services including sanitation, safety, and disaster preparedness.

Participatory models for self development of these villages need to be explored in which the local communities become participants in the design process and can collectively make all the decisions that will affect their futures. The self development process would involve, demarcation of the territorial boundaries of these villages, formulation of policies and urban design guidelines to protect the existing urban fabric and the introduction of building controls and regulations specifying building heights, alignments and setbacks, ensuring community control and ownership of land resources and the commons, conservation of significant historic elements, public buildings and resources, community spaces and public open spaces and coastal commons, ensuring the responsible management of ecological resources, provision of appropriate infrastructure which support existing activities (economic activities and cultural activities, safeguarding the right to adequate housing and allowing for future expansion and growth of these settlements. promoting a sustainable local economy by strengthening or supporting existing livelihoods and supplementing these with the creation of new livelihood opportunities, improvement of the living conditions by providing proper services such as toilets, drainage, solid waste management schemes etc and provision of public amenities such as schools, health care, public and social infrastructure.

#### **5. Conservation as preservation of the existing urban village fabric- repair and reconstruction rather than redevelopment:-**

There are several distinguishing physical characteristics which give these settlements the distinctive identity of “urban villages” in a rapidly urbanizing landscape. In most cases, minor improvements or renovations will better living conditions. Instead of large scale transformation or complete redevelopment, the approach of conservative surgery and improvement would be more appropriate in case of these settlements as it would seek to retain wherever possible the existing urban fabric and morphology, and preserve significant resources and open spaces for the use of the public and community.

This approach of reconstruction or repair is supported by the CRZ 2011 Notification which states that *“Reconstruction and repair works of the dwelling units, belonging to fisher communities and other local communities identified by the State Government, shall be considered and granted permission by the Competent Authorities on a priority basis, in accordance with the applicable Town and Country Planning Regulations.”*

#### **6. Height restrictions and other DCRs:-**

Originally the houses within these villages were predominantly Ground or Ground +1 upper story. Due to growing numbers and the need for additional space, new rooms, extensions, additional floors, cantilevered upper floors and balcony projections have been added to existing houses by extending upon the streets and open space in between houses. This has resulted in bad light and ventilation conditions, decrease in road widths, obstruction of paths and access routes circulation space leading to severe congestion within the settlements. In some cases houses have been extended onto the road interfering with drainage lines and services.

The CRZ 2011 notification states that in CRZ areas *“States shall prepare detailed plans for long term housing needs of coastal fisher communities in view of expansion and other needs,*

*provisions of basic services including sanitation, safety, and disaster preparedness.” In the CRZ 2011 notification urban fishing villages have been designated as CRZ III where the “construction or reconstruction of dwelling units so long it is within the ambit of traditional rights and customary uses such as existing fishing villages and goathans is permitted. Building permission for such construction or reconstruction will be subject to local town and country planning rules with overall height of construction not exceeding 9mts with two floors.”*

In many of the villages the existing houses have already surpassed this height restriction of G +1 and a provision for further vertical expansion is required to accommodate growing families. At the same time there is a need to control and regulate this growth for improving the living conditions within these settlements by introducing building controls and regulations specifying building heights, alignments and setbacks to make space for infrastructure and services. The Existing Development Control regulations for Mumbai provide a blanket F.S.I of 1 for the suburbs including the goathan areas and do not suggest adequate urban design guidelines to conserve the existing morphology of the villages. This has resulted in haphazard unregulated development in these areas. It is recommended that as opposed to a blanket F.S.I for these goathans appropriate urban design guidelines be introduced in the DCR to conserve the existing fabric and the height restriction for urban fishing villages be increased to G+3 to allow for future growth.

#### **7. Proposal for village expansion policy in the form of reservation of nearby vacant lands or government lands**

With no space available for the natural expansion of the village, families were compelled to make do within the space available. They have responded by extending their houses both vertically and horizontally and subdividing existing rooms with temporary partitions resulting in congestion and inadequate light and ventilation. Some of the houses therefore have large families with up to 10-20 members sharing a very small living space. In rural areas this aspect of natural growth and expansion of the village is addressed by the goathan expansion scheme which provides for additional housing requirements in the village. The goathan expansion scheme should be made applicable to urban fishing villages. In cases where vacant land adjoining the villages is not available, the reservation of nearby vacant lands or government lands in the D.P to house growing families and additional numbers is recommended. The area required to be reserved for goathan expansion can be done through a study of the existing settlements and based on certain minimum standards of space and amenities required per person.

#### **8. Protections of other communities within the Urban fishing villages / Koliwadad:-**

Historically fishing villages have had a mixed community structure and this kind of organization of the settlement based on communities is still observed today in many villages. Some of the other communities which were historically a part of the village include Pathare Prabhus, Bhandaris and Christians. Informal settlements housing migrant communities have later come up on open or vacant lands within the villages. The CRZ 2011 Notification acknowledges the presence of other communities in the urban fishing villages and states that *“Reconstruction and repair works of the dwelling units, belonging to fisher communities and other local communities identified by the State Government, shall be considered and granted permission by the Competent Authorities on a priority basis, in accordance with the applicable Town and Country Planning Regulations.”*

All the zones occupied by the communities which were originally or that have later become a part of the village should be considered within the boundary of the village and these communities will be provided housing within the village, preferably where they reside

presently. Transfer of ownership of houses within the boundaries of the koliwada should be allowed to take place only with the consent of the society.

### **9. Infrastructure and Amenities in the Koliwadadas:-**

The basic infrastructure in the fishing villages very poor. Residents have voiced their concerns about the lack of civic amenities and social infrastructure. The most common issue that spans across all villages was lack of drainage and sanitation and that houses lacked individual toilets, there was a shortage of sufficient public toilets, the lack of a proper drainage system often resulting in the clogging of sewage, and the lack of adequate systems for the disposal of garbage. There is also a lack of access for Fire Engines and narrow congested streets.

As per the CRZ 2011 notification in CRZ III areas “*construction of dispensaries, schools, public rain shelter, community toilets, bridges, roads, provision of facilities for water supply, drainage, sewerage, crematoria, cemeteries and electric sub-station which are required for the local inhabitants may be permitted on a case to case basis by CZMA (Coastal Zone Management Plans)*” It is recommended that provisions for schools, community centers and other social institutions; religious places retail shops restaurants and markets, clinics, dispensaries, health centers; public toilets, waste disposal and segregation areas, infrastructure for sewage disposal and treatment, essential public services and utilities including local Government offices, traditional household industries, repair and service establishments, storage areas, children's play areas, community spaces, playgrounds and public conveniences in these areas be made in the development plan.

### **10. Protection of coastal commons and provision of infrastructure for fishing and ancillary activities:-**

A significant portion of the population, in the Koli villages still comprises of local communities engaged in the primary occupation of fishing. The CRZ 2011 notification mandates that these areas be demarcated and designated as CRZ and managed as per Integrated Coastal Zone Management plans in order to safeguard coastal livelihoods. It is suggested that areas associated with coastal livelihoods be designated as “primary activity related to fishing” in order to acknowledge and protect these activities. The CRZ 2011 Notification states that in the CRZ areas the fishing villages, common properties of the fishermen communities, fishing jetties, ice plants, fish drying platforms shall be indicated on the cadastral scale maps.

Reservations should be made in the proposed Land Use Plan for fishing related infrastructure including foreshore facilities such as fishing jetty, fish drying yards, net mending yards, fish processing facilities, areas for fish and net-drying, boat building yards, ice plants, cold storage facilities, boat repairs, boat storage, boat repairs and servicing, storage of fuel, and so on.

# **Inclusion of Homeless in the Development Plan of Mumbai**

# 13

## Homeless

### General Overview

The homeless, we argue are an inseparable component in urban centres like Mumbai, and their contribution in making the city have to be recognized, and we therefore will refer to them as the “city-makers”, who contribute to their cities with cheap labour – on which our urban centres prosper. Yet, our city and state refuses to accept such facts and refuses to recognize their numbers in the city. And therefore it is not surprising that the Mumbai, with almost 1.5 lakh homeless city-makers are not counted in the DP process and thereby will be left without any plausible share in the city’s development plan for 2014-2034.

Right now, there is not even a conclusive survey that can at least determine the number of homeless city-makers in the city. There are varying figures. The 2001 Census of India states there were 38,000 homeless people in Mumbai. The number is likely to be a gross underestimation, as the enumeration is not carried out in proper manner as observed during the 2011 where 35,408 homeless were recorded and in the 2012 survey a very sceptical figure of 17,380 homeless were recorded in the city. It is estimated that there are at least 1.5 lakh homeless city-makers who do not have a roof over their heads and struggle for their daily bread, and they remain criminalized and marginalized by the state and the society alike.

### *Major issues*

- Monsoons in Mumbai, like the winters in Delhi look ominous for the poor on the streets. The eviction drives of the homeless are a usual practice and recently, in last week of June, there were two reported deaths of homeless women, who died due to exposure to rain for many days after their plastic tents, were removed by the police and BMC. This is not an untoward incident, but a common-place occurrence in the city. It is estimated that every monsoons at least 160-170 homeless residents die of in Mumbai for want of shelters and healthcare.
- It is also glaring that in spite of such repeated occurrences the state has shied away from being responsible for the fate of the working poor in city. And the city right now has no specific policy that caters to the lack of a housing shelter for the homeless city-makers, which creates a number of insecure conditions and thus deprives them of the right to life in the city. It is at this juncture, that we hope that the BMC and the state take concrete steps to address the issues of homeless city-maker residents in the coming DP.
- After our preliminary study of the Existing Land Use (ELU) survey in various wards our suggestion to the MCGM was to firstly map the homeless as a different category in the ELU maps (as a different layer/ or a category). This map and the preliminary survey can be employed as the stepping stone to map and locate the possible homeless shelters that the city is in dire need of. And to side step the huge number of homeless in the survey and consequent DP vision process will be detrimental for the city-makers. It is also request that the BMC clearly mentions and states the existing number of homeless city-makers and the various facilities for them in the Existing Situation Analysis (ESA) as it is imperative to ensure that more than 1 lakh poor city-makers get acknowledged in the documents leading to the final DP.
- The Supreme Court in 2010 had directed all states to look into the issue of homeless shelters, directing them to build one shelter for every 1 lakh people in cities with

population above 5 lakh by December 31, 2010. The Maharashtra government in compliance with the Supreme Court directive had filed an affidavit in response. While it acknowledged that homeless are the poorest of the poor of the city and cannot afford informal housing, it put slum dwellers and beggars in the same category as the homeless and cited schemes of slum dwellers as meant for homeless. The government then scandalously referred to schemes for the benefit of slum dwellers as those also meant for the homeless and equated the need of homeless city-makers shelters with the provision of Beggar homes. And as of May 2013, BMC has told Bombay high court that it shall peruse a report on the "Situation of Homeless Shelters in Mumbai" and cited the lack of space as one of the major hurdles in the setting up of Homeless shelters.

## **Recommendations for the Development Plan (2014-34)**

### **1. Making the process participatory:-**

It is imperative that the DP process and any further meetings (ward committee level workshops) regarding the same involve activists and representatives from the homeless City-makers to ensure that their say in the future development of the city is addressed. The study commenced by the BMC on the "Situation of Homeless Shelters in Mumbai" need to be combined with a proper survey of the Homeless City-makers and the study recommendations to be employed in the DP process.

### **2. Correct mapping:-**

It should be ensured that the ELU and ESA maps the existing facilities and the number of homeless city-makers in Mumbai. The BMC should emulate the Delhi master plan in ensuring that enough provisions and recognition of homeless residents are institutionalized in the map making procedure.

### **3. Provision of shelter homes:-**

To provide at least 135 homeless shelters in the city according to the Supreme Court directives (as the city in census 2011 has 135 lakh populations). Various kinds of shelters to be provided w.r.t the population division in homeless city-makers, like there is clearly a need of separate family shelters, women only shelters, men only shelters and shelters for street children. All the shelters should be provided along with the required facilities and services. Till the time shelters are developed, the state on the basis of survey and identification card should provide free or at least subsidised sanitation and water to them.

### **4. Provision of special housing scheme:-**

To treat the issue affordable shelters of Homeless city-makers as a Human right, under the "right to life" as enshrined in our constitution article 21. We also demand that the homeless city-makers are to be provided a special housing scheme (like the Mahatma Gandhi Path Kranti Yojna (MGPKY) for Pavement dwellers), thus ensuring that Homeless City-makers are not fated to live in Homeless shelters for their whole life. It is also recommended that the current housing provision by the state is not addressing the needs of Homeless City-makers and there is need to provide a lower category below the EWS to allow affordable housing to the Homeless City-makers.

### **5. Alteration of the "Beggary Act":-**

It is also important that with such infrastructural provisions in the DP, the draconian beggary act be altered and abolished, so as not to criminalize and marginalize the poor

any further, as also to distinguish the homeless working city-maker from beggars and slum dwellers, and recognize them as a category.



# **People's Participation in the Development Plan of Mumbai**

# 14

## People's Participation

### General overview

The principle of participation is widely recognized as a right in itself. The right to take part in the conduct of public affairs means that every person and all people are entitled to participate in, contribute to, and enjoy civil, economic, social and political development. Participation of citizens in governance of cities has long been an appreciated goal.

It is often claimed that objective of decentralization and good governance is to enlarge citizen's role in access and participation in city government. The need for decentralization and participative local management has been constitutionally recognized in the 74th Amendment, and a broad structure has also been proposed where Urban Local bodies (ULBs) are expected to play a larger role in planning, financing and management of urban areas. **It means a sensitized and aware government that is in tune with the needs of its citizens.**

In urban areas, where a large proportion of people live in slums, inclusiveness acquires new meaning – that of people's participation in the processes of governance and development. Having said the above it is important that participation needs to be for everyone, especially the 'hard-to-reach' like vulnerable groups on streets, pavements, minorities, children or older people. It is only when participation is regular, long-standing and inclusive that it contributes to the necessary revitalization of local democracy.

Development plans are the instruments of equity used by ULBs as forward planning tools by anticipating urban development and making provisions for the same in terms of (a) the allocation of land for various uses (b) the regulation of its development and (c) the provision of civic infrastructure.

### *Review of Mumbai's planning experience*

#### **First development plan of Mumbai**

The first development plan of Mumbai was for the period of 1964-1981. It primarily concentrated on: (i) providing various amenities in line with a land use plan, (ii) shifting the development to the near suburbs; (iii) restricting the operations of industries, trade and population concentration on the island city. 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.

#### **Second Development Plan**

The Second development plan was a revised development plan prepared for the period of 1981-2001 initially and it was sanctioned in parts between 1991 and 1993, the last being in 1993, hence it got 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 made provisions for residential land use and housing for a population of 9.87 million by 2001, whereas the population level in 1991 itself was 9.9 million in 1991 and it reached 11.9 million by 2001,

leaving a backlog population of 2 million to be accommodated.

However, both the plans failed to meet the expectations of the citizens as well as the decision makers for several reasons:

- Design and approach were far too simplistic in anticipating the citizens' needs and aspirations;
- Very long tenure has been a major hindrance to anticipate socio-economic changes over time horizon;
- Restrictive approach taken to their implementation without adequate flexibility to meet the changing needs of the hour has been acting against the spirit of urban planning.

Essentially, it is because of these inadequacies in the plan design, plan making and plan implementation that only 12% actually got implemented. As Mumbai's Development Plan 2014 – 2034 is underway, it is important to rectify the mistakes. Though some efforts have been taken by standing committee Chairperson, Rahul Shewale, but they have been very ad-hoc. There exists a need to incorporate these mechanisms in the development process.

### **Recommendations for the Development Plan (2014-34)**

- There is a need to develop mechanisms for people's participation in the process of development planning, in both its preparation and implementation. It has to be from the very beginning and has to be bottom-up approach rather than top-down approach.
- The Area Sabha structure proposed in the Community Participation Law (CPL) is the ideal forum for Citizen's participation. The law is already in the process of being implemented by Maharashtra State government. Hence CPL should be implemented immediately to create the legitimate forum for people's participation.
- In the present context MRTP has no defined provision for Peoples Participation; there is a need to bring about an **Amendment in MRTP** which should specifically mention the process & scope for people's participation.
- **“Draft Vision Document”** should be made public and their after **“Vision Consultation”** should be organized at Ward level to discuss big issues and policy decisions of the future – such as people getting affected, housing, transport, safety and policing, health, housing and the environment.
- People should give their suggestions and objections pertaining to **“Draft Vision Document”** in a set time frame, which can be of 30 days. These objections or suggestion can either be given online or in writing to ward office.
- Thereafter the **“Final Vision Document”** should be prepared and made public; the same should also be made available in soft and hard copies. All ward offices should have the ready reference copy of such document. The document must be translated in local language & even a synopsis of the same can be made.
- Ward Level Help Desk should be set up in all wards, which will act as first point contact for people of that particular ward.
- Ward level infrastructure mapping should be done in all wards, which will give an idea about the existing infrastructure and will also provide an understanding of the requirements in the particular ward.
- People's representatives/ Nagar Sewaks should organize meetings/ Area Sabha's at polling booth level and can come up with concrete proposals. There is a need to implement the **“Community Participation Law”**

- Development Plan process needs to be decentralized at ward level so that both officials and people's representative of that particular ward/constituency can contribute in the processes.
- Collation of proposals of various polling booth of that particular ward should lead to "Draft Ward Development Plan". Various consultations can be arranged and a time frame of 30 days can be given for people to give objections or suggestions on "Draft Ward Development Plan" in each ward. This will lead to finalization of Ward Development Plan. All Ward Development Plans should be collated to make "City Development Plan" which can be kept open for scrutiny for 90 days.
- Online survey and digital engagement tools should be developed to allow people to engage during specific strategies, like ELU & PLU.
- Regular public notifications and media address, both electronic and print should be a must.

## **Some examples as reference**

### **[A] International example: Involving Londoners in decision making**

The best example to be related here can be one of London wherein the Mayor consults the people on each and every strategy. It's not just about government being more open, it's about making policies more effective by listening to and taking on board the views of the public and interested groups.

"Londoners should have a say on how their city is run, which is why we consult Londoners on each and every strategy the Mayor produces".

To ensure they achieve the best understanding of public opinion, they use a number of different approaches:

- Talk London online community, a place to discuss London's big issues as well as shape and steer the policy decisions of the future.
- Face to face surveys such as the Annual London Survey and ad-hoc pieces of research such as the Young Londoners' Survey and Refugee Survey.
- Regular telephone surveys covering a range of policy areas.
- Online survey and digital engagement tools to allow Londoners to engage with specific strategies.

## **[B] National Example: Hyderabad**

### ***Process***

The Hyderabad Metro area Master Plan 2003- 2021 was finally notified in April 2008. The Master Plan had the following approach:

- Pre-planning consultations for two years - for the highest level of public participation.
- Large public exhibition of maps for three months.
- Master Plan based on Satellite Images for greater accuracy.
- Ownership data overlaid on Master Plan- User Friendly Plans.
- Draft Master Plan put up on HUDA Web-site.
- Comprehensive & illustrated Master Plan Document for the people sold in city bookshops.
- Unprecedented Public Response: 7000 in number.
- Second notification for public objections in 2006-07.

In Indian cities, municipal wards have a very high representation ratio, leading to little direct citizen control on daily functions valued by them; furthermore, opportunities for citizens to interact with corporators are routine and substantively low. Even though the 74th Amendment to the Constitution and the II Administrative Reforms Commission (2005) have endorsed establishment of area sabhas, inadequate attention has been paid to institutionalize citizen participation. Recently, the **Greater Hyderabad Municipal Corporation (GHMC)** has set-up ward committees and area sabhas.



**Development for ALL.**

**Participation and Inclusion in the Development Plan of Mumbai.**