Review of Existing Housing Policies & Links to Eco-housing Principles

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- Regional setting of Mumbai
- Development plan for Mumbai
- Study of existing land policies and their implications on housing sector
- Agencies Involved
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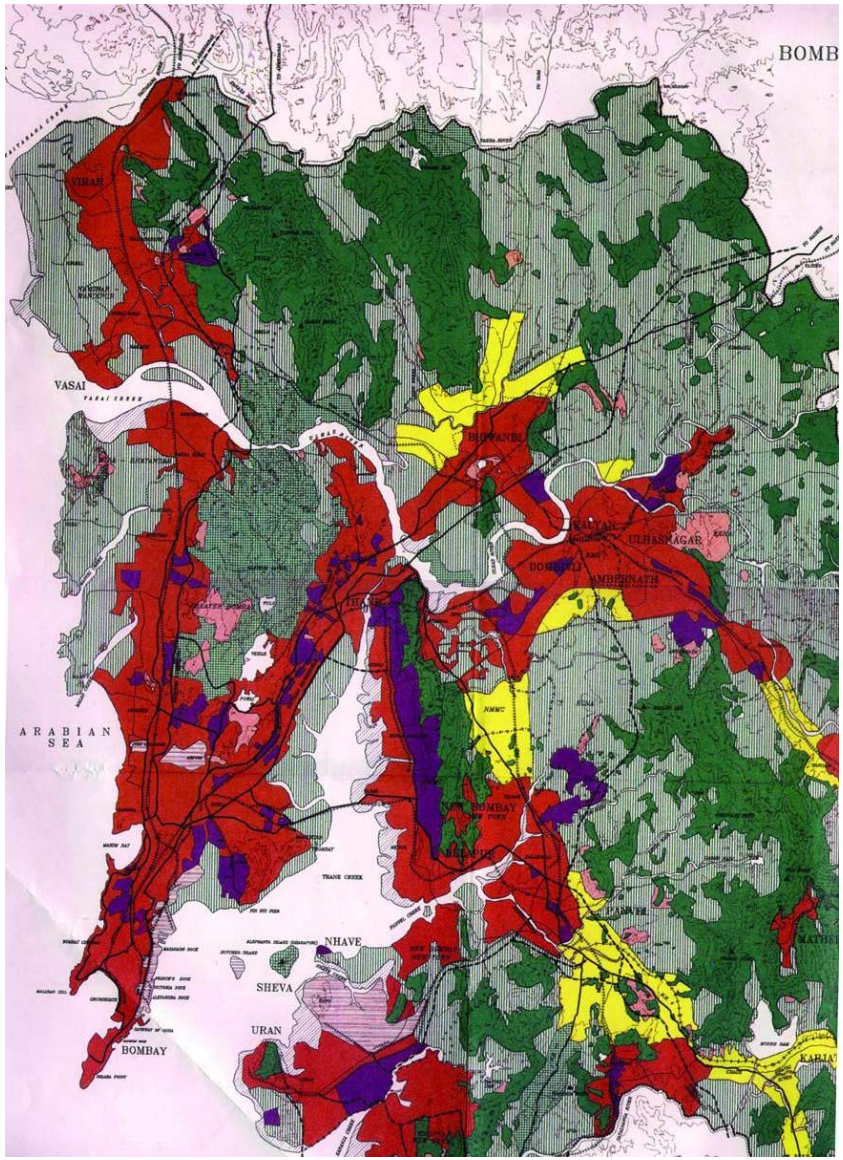
Objective :

- To review the existing policies in Mumbai related to housing and their implications on residential sector

- To identify the opportunities for policy interventions by the Mumbai Corporation of Greater Mumbai (MCGM) to encourage Eco-housing in the city.

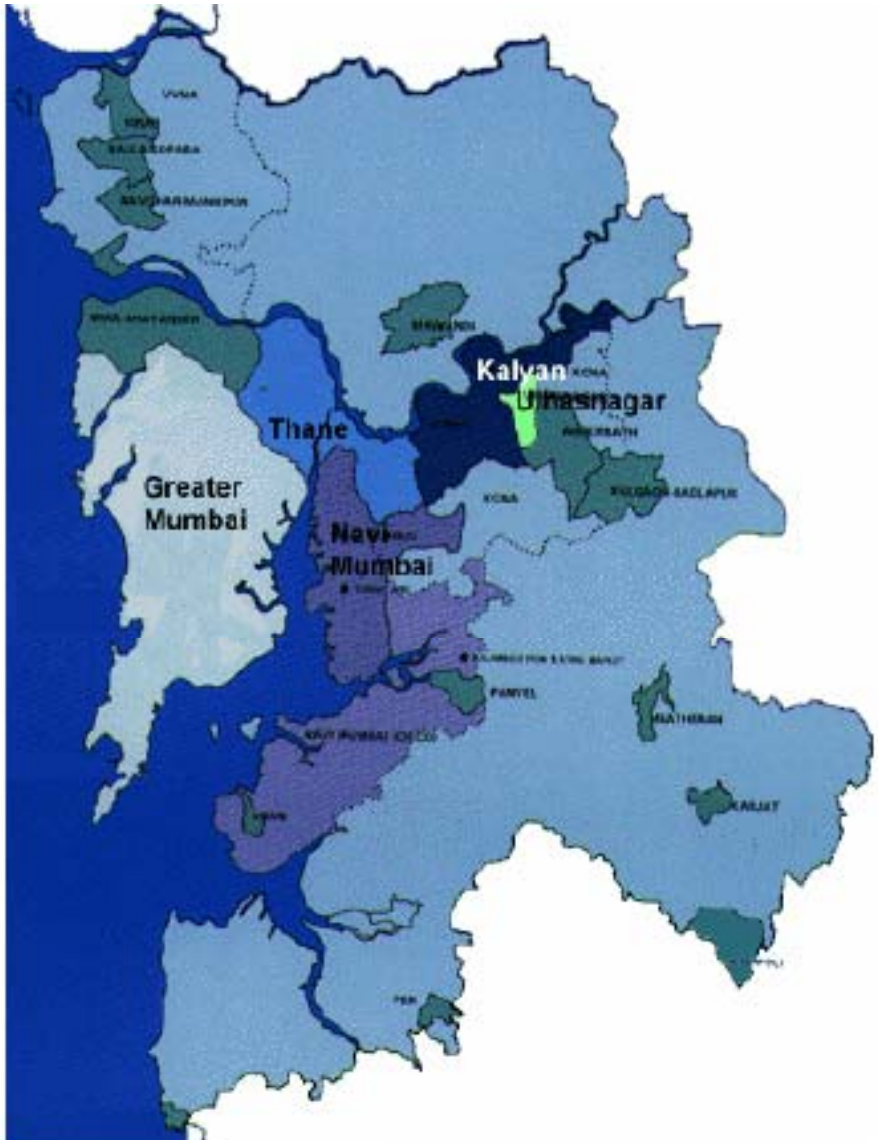
- To examine housing policy formation process, construction approval process of MCGM to intervene Eco-housing policy in Mumbai.

Regional setting of Mumbai:



Source: Maharashtra Regional Road Development Authority

Regional setting of Mumbai:



Source: www.mcgm.gov.in

- Mumbai Metropolitan Region:
  Total area of 4355 sq. km

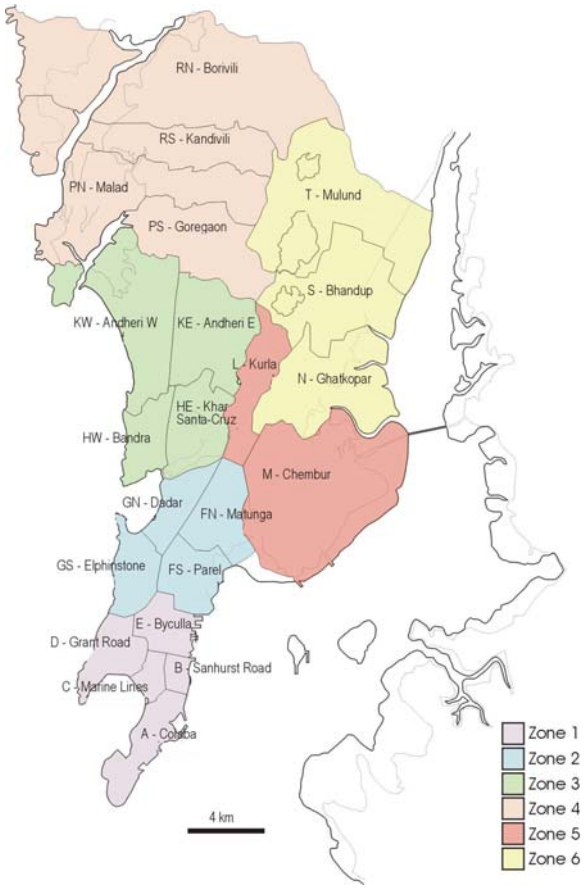
- Administrative limits:
  Mumbai City and Mumbai Suburban Districts, and parts of Thane and Raigad District.

- The whole region gets divided into Municipal Corporations of Greater Mumbai, Thane, Kalyan, Navi Mumbai and Ulhasnagar

  15 municipal towns
  7 non-municipal urban centers
  995 villages.

- There are 40 Planning Authorities in the Region that are responsible for the micro-level planning of the different areas.

Municipal Administrative Boundaries of MCGM



There are about 23 no wards, which are divided into 6 no of zones to make working simple.

Sr.No	Zone -1	Zone -2	Zone-3	Zone-4	Zone-5	Zone-6
1.	A	F-North	H-East	P-North	L	N
2.	B	F-South	H-West	R-Central	M-East	S
3.	C	G-North	K-East	R-North	M-West	T
4.	D	G-South	K-West	R-South		
5.	E					

Municipal Administrative Boundaries of MCGM

Key agencies involved to achieve integrated planning approach of the entire region

- Municipal Corporation Of Greater Mumbai **(MCGM)**
- Maharashtra Housing and Area Development Authority **(MHADA)**
- Slum Rehabilitation Authority **(SRA)**
- Mumbai Metropolitan Regional Development Authority **(MMRDA)**
- Maharashtra State Road Development Corporation **(MSRDC)**

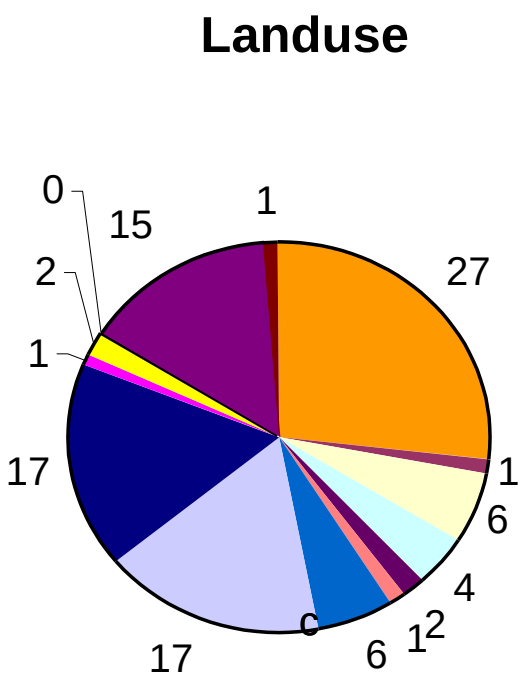
Development Plan for Mumbai:

The spatial growth and sprawl of the city is guided and managed by the Development Plan and Development Control Rules & Regulations

Reno.	Description	Year
1.	1st Development Plan for the period of	1967-1977
2.	Revised Development Plan for the period of	1981-2001
3.	Revised Development Plan sanctioned in parts between period	1991-1993
4.	Sanctioned Development Plan for a period of	1993-2013

Development Plan for Mumbai:

The spatial growth and sprawl of the city is guided and managed by the Development Plan and Development Control Regulations



- Residential
- Commercial
- Industrial
- Public/Institutional
- Port
- Rail
- Recreation
- Forest
- Coastal wetlands
- Salt pans
- Water body
- Truck terminal
- Roads
- Airport

Figure-: Proposed Land use classification of Greater Mumbai as per sanctioned DP (1991 to 2013)

Development Plan for Mumbai:

Salient feature the Sectioned Revised Development Plan 1991-2013:

• Creation of commercial centers at various places in suburbs to create job opportunities near residences.
e.g. Bandra-Kurla Complex, Central Business district in Oshiwara, Kanjurmarg etc.

• Shifting of wholesale market from city to Suburbs.

• Reduction in the area of industrial zone, MMRDA directed about 800 hectares of industrial land to be placed in residential zone.

• Upgrading the mass transportation system by developing North South Express and East –west connections.

• Laying down the polices to satisfy the housing need within available resources.

• In order to prepare the revised development plan the entire area of greater Mumbai was divided into 103 sectors (40 sectors in Island City and rest in suburbs), which were sub divided.

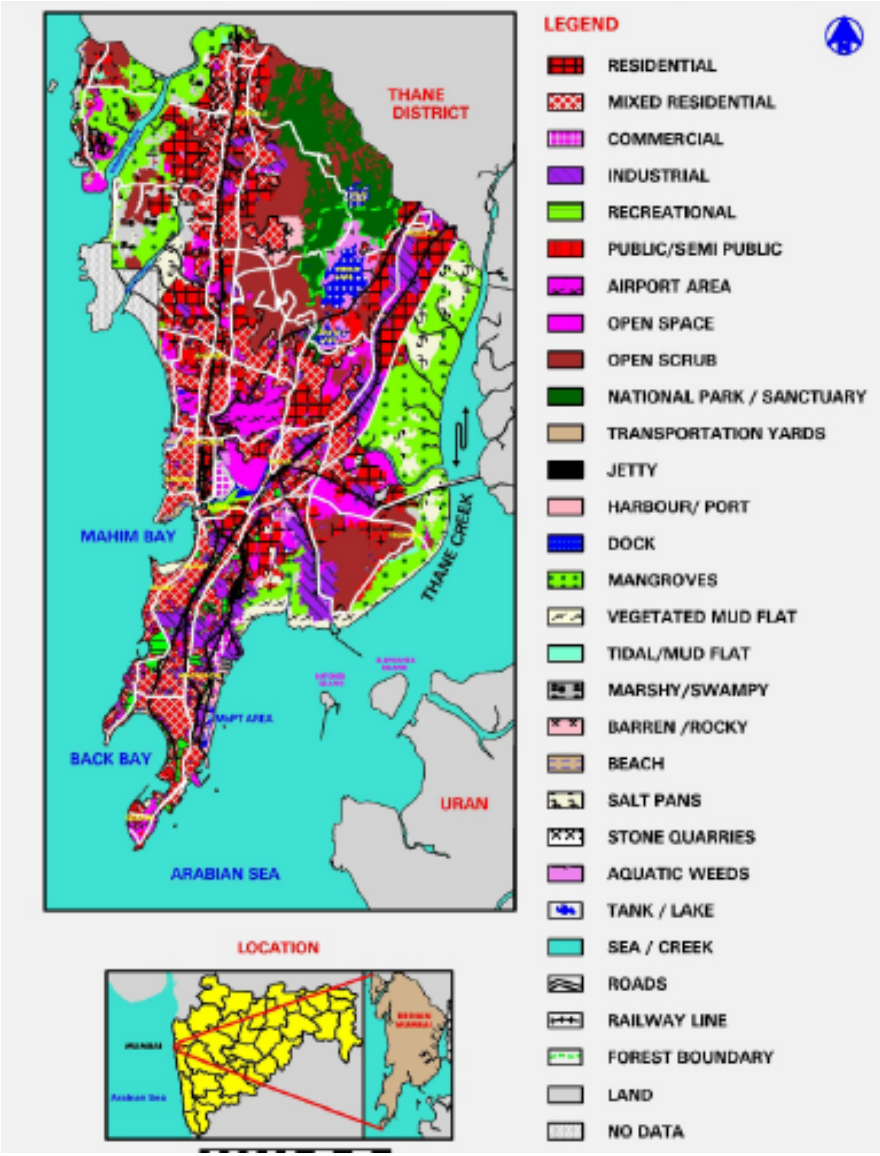
Development Plan for Mumbai:

Salient feature the Sectioned Revised Development Plan 1991-2013:

• As per standard planning norms amenities were provided within that sector for future estimated population to make these sector independent.

• Based on planning standards adopted for the provision of various social and civic amenities 5258 sites were reserved with an area of 3,408ha. There is an attempt to address the implementation through the Development control regulations.

Review of Existing Policies:



Present Land-Use Policies:

Present Land use in Mumbai:

Total area of Greater Mumbai Municipal Area = 437.81 Sq.kms.

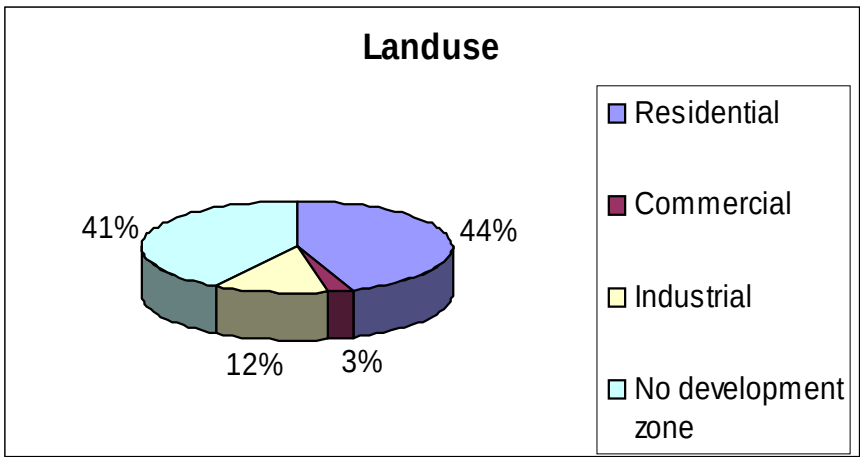
Total developable land as per the Development plan = 275.26 sq.kms (63 % of the total area) This excludes land under forests, coastal wetland and water bodies.

The current built up is about 265sq.km, which means that on paper **only 10-sq.km land is available for new construction within the municipal limit.**

Review of Existing Policies:

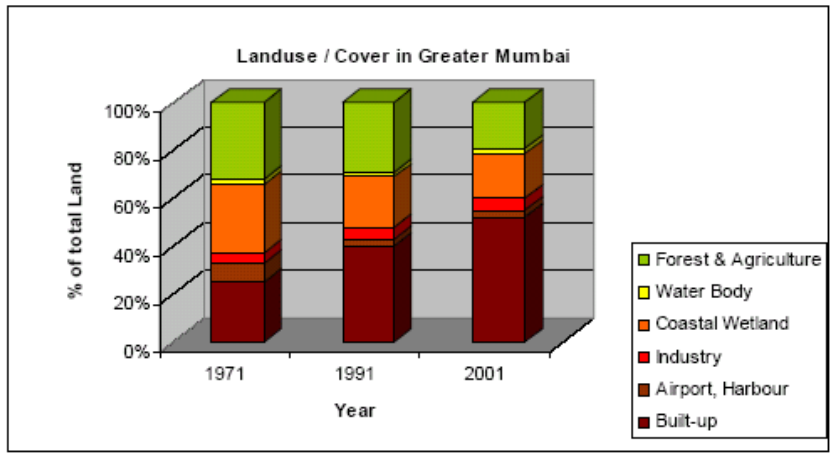
Present Land-Use Policies

Land use classification:



Source: MCGM Environmental Status Report 2003

Comparative analysis of Land-use 1971- 2003:



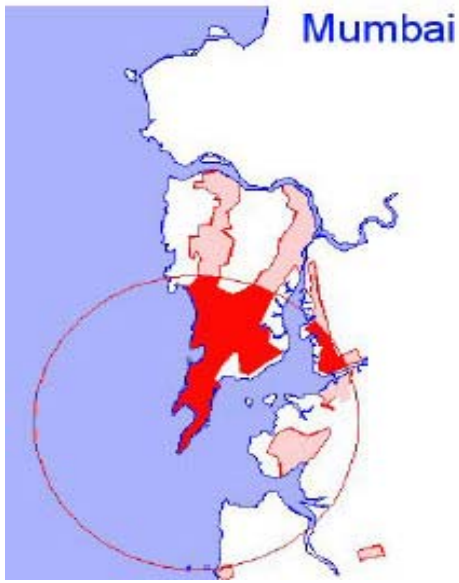
Source: MCGM Environmental Status Report

Evaluation of factors linked with land use

Topographical Constraint:

Mumbai has a peculiar geography of a narrow wedge-shaped land surrounded by waters on three sides for decades that dictated its spatial growth.

Growth of Mumbai has been in linear fashion towards northern end which leads to **increase in traveling distance from residential areas** to work areas as these areas are located southern tip of the island.



Evaluation of factors linked with land use

Land use and demographical inconsistencies

The magnitude of migration to the urban areas was grossly underestimated. Population estimated, while planning D.P. for 1981-2001 was 9.87 million, this population had already been surpassed in 1991 it self and it is further increase to 12 million in the year of 2001. The growth reflects an increase of about 2,00,000 per annum. Out of total population, 55-60% population residing in slums only on an estimated area of about 35 sq.km. It means that on 28% of land 55-60% of total population is residing which leads to very highly dense urban areas.

Study of existing land policies & their implications on housing sector

Rent Control Act, 1948

Implication on Housing sector:

- Negative impact on investment in housing for rental purpose.
- Withdrawal of existing housing stock from rental market.
- Accelerated deterioration of physical condition of existing housing stock
- Stagnation of municipal property revenue as it is depending on rent results in deterioration in the provision of civil services
- Increase in litigation between landlords and tenants.
- After 1950 till today due to the above implications rental housing for the poor is totally neglected leads to increase in slums increase in pressure and degradation of infrastructure.

Study of existing land policies & their implications on housing sector

Urban land ceiling Act (ULCR-1976)

Objective:

- Avoid ownership of private builders on urban land
- Control and prevent the concentration of urban land in few hands.
- Avoid rise in urban land prices.
- Provide urban land for common man for housing at low cost.

Issues:

- Compensation offered for acquisition was very less compared to market price of land.
- Housing business was under stress because of scarcity of land.
- Due to continuous migration, demand for housing was increased and supply was very less, leads to increase in informal slums in Mumbai.
- Due to legal framework, land acquiring under this act was very difficult, big piece of land was not available for housing purpose.
- Because of the above-mentioned reason in Mumbai government acquired only 124 acres of land whereas 2,471 acres were cleared under section 20 and 21 of the act.

Study of existing land policies & their implications on housing sector

Development control rules and regulations, 1991:

Salient features of Development Control Regulations:

- Higher FSI for Urban Renewal Schemes, Redevelopment of old dilapidated cessed buildings, and rehabilitation of slum dwellers.

- Development of land reserved for public housing, housing for dishoused for rehabilitation purpose by introducing higher tenement density. Development of municipal lands reserved for reservations like market, maternity home, and dispensary, through private participation, as per 2003 amendment.

- Insisting the developer for providing basic amenities in case of development of large chunks of land admeasuring more than 2 ha.

- Permitting residential, commercial development in industrial zone lands with the provision of providing proportionate amenity space for additional population.

- Permitting redevelopment of lands of Cotton textile mills so that a substantial portion of the vacant land and balance FSI available in the Cotton textile mill premises will be available to public authority for open spaces and public housing.

Floor Space Index (FSI) :

Floor space index means quotient of the ratio of the combined gross floor area of all floors excepting areas specifically exempted under these Regulations, to the total area of the plot

Floor Space Index – $\frac{\text{Total covered area on all floors}}{\text{Plot Area.}}$

FSI is the basic planning tool to generate and to maintain density in particular area. In Mumbai permitted FSI is uniform and in 1991 was fixed at 1.33 for Island city and 1.0 for eastern and western suburbs of Mumbai. But additional and incentive FSI which may be allowed in certain category. In case of SRA and cessed building project FSI is depend upon the number of tenants.

Study of existing land policies & their implications on housing sector

Cessed Buildings Rules:

Objective:

Redevelopment of old dilapidated buildings in island city.

Features of Cessed buildings Rules:

- The new building may be permitted to be constructed in pursuance of a written consent by not less than 70 per cent of the occupiers of the old building.

- All the occupants of the old building shall be re-accommodated in the redeveloped building.

- Redevelopment of cessed buildings only restricted to Island city.

- Each occupant shall be rehabilitated and given the carpet area occupied by him for residential purpose in the old building subject to the minimum carpet area of 20.90 sq. mt. (225 sq. ft.) and/or maximum carpet area up to 70 sq. mt. (753 sq. ft.) as provided in the MHADA Act, 1976.

Cessed Buildings Rules:

Implications:

- About 19000 such cessed buildings within the Island city.
- These buildings would develop in near feature leading to reconstruction and restructuring of Island city and leading to high densities further exerting pressure on existing infrastructure.

Transferable Development Right (TDR):

Background:

- The concept of Transferable Development Right in Mumbai was introduced in Development Control Rules, 1991 of the Mumbai Municipal Corporation to accelerate and encourage the acquisition of reserved plots of land and eliminate the concept of monitory compensation to the owners.
- The rights are given in the form of Development Right certificate (DRC), which is issued by the Municipal Corporation.

Objective:

- Due to the high density of tenements within the island city, TDR was transferred any where outside the Island City in the northern direction.

- To acquire land without giving heavy compensation in the form of money but in the form of Development Control Certificate.

Transferable Development Right (TDR):

Present status:

- A large no of project carried out in the suburbs of Mumbai while utilizing TDR especially in western suburbs such as Bandra, Juhu, Andheri etc.

Slum Rehabilitation Authority (SRA):

Background:

Objective:

- The basic objective of SRA scheme is slum redevelopment along with rehabilitation of slum dwellers.

Features of SRA

- A slum dweller whose name is in the enrollment rollof 1st January ,1995 or prior electoral roll and who is presently residing in the is eligible for the scheme. Both the structure and slum dwellers are protected.
- 500 tenements per net hectare, additional tenements being used as tenements for project affected person.
- FSI in the form of prescribed rehabilitation to sale ratio. There is no limit on FSI to be permitted for scheme as it is depend on the number of slum dwellers restriction on profit and FSI. However in situ consumption of FSI restricted up to 2.5 and TDR is available against free sale component as a spill over above 2.5

Relaxation in Buildings and other requirements in **SRA and Cessed buildings projects**

Relaxation in room sizes.

• A multi purpose room shall be allowed with size upto 12.5 sq.mt. with a minimum width of 2.4 mt.

§A multi purpose room shall be allowed with size upto 12.5 sq.mt. with a minimum width of 2.4 mt.

§ There shall be no size restriction for bath or water closet unit.

Relaxation in light natural light and ventilation

§ Moreover for bathroom, water closet or kitchen, there shall be no stipulation of one wall abutting open space, etc. as long as artificial light and Ventilation through any means are provided.

Evaluation of policies linked with Eco-housing:

Relaxation in marginal open spaces

❿§ Front and marginal open spaces: For building having height upto 24 mt. in the rehab component or composite building, the front and marginal open space shall be 1.5 mt. for these buildings.

❿§ Provided however, that in case of bldgs. Having height more than 24 mt. the minimum marginal open space shall be 6.0 mt. or as may be prescribed by CFO.

❿§ Where the location of the plot abuts a nallah, the marginal open space along the nallah shall not be insisted upon beyond 3 mt. from the edge of the trained nallah.

Evaluation of policies linked with Eco-housing:

Conclusions:

To mainstream Eco-housing, policy changes need to be introduced in various fields.

- Along with various existing policies related with housing sector, EIA policies (Jan. 2001) need to be considered and be a part of Eco-housing policies to get the environmental clearance.

- Current housing policies like the relaxations given in SRA, CESS redevelopment schemes, have no considerations for healthy living conditions etc. (e.g.) with relaxations in side open spaces and in distances between the two buildings, there are cases in which no proper light and ventilation can be obtained by the habitants of the buildings. Hence reforms in the existing housing policies at a city planning level is necessary for healthy and environment friendly living conditions.

- Development of infrastructure needs to be simultaneous process with the fast growth rate of the city.

- Formation of ecological map through GIS analysis will be the first step towards developing ecological sensitive development plan which will be the base plan for the future development. One should respect and take into considerations all the existing topographic, natural elements and designate the areas where the probable development can happen.

Thank You

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