Regional Development at Metropolitan Scale: Role of Spatial Planning and Development Institutions in the context of Mumbai Metropolitan Region

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India

• A federal state with 3-tier governments at national, state and local levels
• Local is both urban and rural
• India divided into states, states into districts, districts into urban and rural

• Land, urban development, housing, public utilities are state subjects
• Legislation on these subjects is at state level
• However, national level policies and model legislation exist

• Between mid sixties – mid seventies, spatial planning received attention
• Attempts made to address growth of cities beyond their boundaries
• State level acts are passed, new institutions created for dealing with urbanisation, public housing, industrial growth, infrastructure provision

• Mumbai is the capital of Maharashtra state – 45% urban
• Maharashtra state - pioneer in urban and regional development field
• Mumbai Metropolitan Region (MMR) – hosts 20% state’s population
Planning Framework

- National Policies for Economic Dev., Land-use, Urbanisation, Industrialisation, Environment, Housing and Transportation impact spatial planning
- Also incentives for some

- State level has policies, regulations and projects for the same

- Basis for regions includes: economic, investment, environmental, metropolitan
  a. Economic region: National Capital Region (across states)
  b. Investment based: Delhi-Mumbai Industrial Corridor (across states)
  c. Administrative: District Regions
  d. Environmental: Eco Sensitive Regions
  e. Metropolitan: Mumbai Metropolitan Region

- Maharashtra has legislation for spatial planning at urban and regional levels
- Mumbai Metropolitan Region delineated in 1967: basis was urbanisation and daily commuting distance
Mumbai Metropolitan Region: The Location
MMR : Basic facts

- 4312 sq. km.
- 5 Districts (2 full, 3 part)
- 22.8 M people in 2011
- 94% urban population

- 62% area has detailed plans
- 30% ULBs, 32% SPAs

- 17 Municipalities (30% area, 91% population)
- 35 Census towns (5% area, 3% population)
- 994 Villages (65% area, 6% population)

- 38 Planning Authorities
- 14 Infrastructure Agencies

- 25% area under designated forests
MMR : What for?

Reasons for MMR’s emergence

- Fast growing Mumbai, physical constraints for lateral expansion, activity concentration at one end, long and uni-directional commuting
- Industrial and office sector dispersal policy
- Need for expansion across mainland, eastward
- Result - combination of newtowns, smaller growth centres

- MMR delineated over influence area, spatial planning initiated in 1973
- Navi Mumbai new town planned and developed
- Activity de-concentration from Mumbai began : new CBDs, industrial dispersal, new port, shifting of wholesale markets
• Two Regional Plans prepared in 1973 & 1996

• Helped map the region; provided framework for spatial development of region; and identified areas for urbanization

• MMR planning for balanced growth of region

• Focus on de-concentration of economic activities

• Shifting office jobs, industries and wholesale markets from south Mumbai; creation of new Port and Airport.

The earlier Regional Plans

The earlier Regional Plans

The earlier Regional Plans
Regional Plan 1996-2011

<table>
<thead>
<tr>
<th>No.</th>
<th>Use Zone</th>
<th>Code</th>
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<tbody>
<tr>
<td>1</td>
<td>Urbanisable Zone 1</td>
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<tr>
<td>2</td>
<td>Urbanisable Zone 2</td>
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<td>3</td>
<td>Industrial Zone</td>
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<td>4</td>
<td>Recreation Zone</td>
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<tr>
<td>5</td>
<td>Green Zone 1</td>
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<td>6</td>
<td>Green Zone 2 (sensitive)</td>
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<tr>
<td>7</td>
<td>Forest Zone</td>
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<td>8</td>
<td>Wetlands</td>
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- 29% area for development,
- 39% area for low development,
- 32% area for conservation
RP : Achievements

RP has been able to

• Channelise urbanisation in direction and extent
• Promote new towns and growth centres
• promote industrial location policy
• indicate potential areas for economic and tourism dev.
• alter Mumbai Plan to achieve regional objectives
• curb industrial and office sector developments in Mumbai
• influence activity decongestion in Mumbai
• encourage use conversions and redevelopments in Mumbai
MMR
Characteristics
MMR and Surroundings
Land Use: 2008

- 53% Agriculture
- 16% Built up
- 7% Coastal wetland
- 19% Forest
- 5% Water Bodies
Environment and Heritage

Forests
- 1100 sq.km. forest
- Tungareshwar Wildlife Sanctuary
- Gandhi National Park
- Matheran Eco Sensitive Zone
- Karnala Bird Sanctuary

Bio-Diversity
- 413 species of Birds
- 3 species of Butterflies
- 279 Marine species
- 1484 species of Flora

Built Heritage
- 2 World Heritage Sites
- 18 Archeological Sites
- 25 Forts
- 2700 Heritage Sites
Densities of cities

- Current gross densities 4,000 – 40,000 P/Sq.Km
- Current net densities 7,000 – 40,000 P/Sq.Km

Projection for 2011-31

- MMR population in 2034: 30.43 M
- Mumbai’s share to reduce to 38% (55% in 2011)

If current trends continue, density of all cities - 40,000 P/Sq.Km by 2034.
Economy of MMR

NDP of Secondary Sector

NDP of Tertiary Sector

CAGR (1993-94 to 2012-13)

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<tr>
<th>Year</th>
<th>Secondary</th>
<th>Tertiary</th>
<th>Total NDDP</th>
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<td>1993-99</td>
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<td>2000-04</td>
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Maharashtra

MMR

Mumbai

Thane

Raigad
Employment in MMR

- 39% population working – rate of increase higher for females
- Growth rates higher during 2005-2013
- Tertiary sector growing at higher rate
- Secondary sector growing at lower rate
- Primary sector declining
- Mumbai still retains a large proportion of jobs, but its contribution to additional jobs reducing
Office Sector Employment

1998

2005

MMR including Mumbai
Share of Mumbai in MMR

- Adl. Resident workers
- Adl. Formal jobs (2005-14)
- NDDP (2005-13)
- Adl. Built-Up Land (2008-14)

- MMR Rural -
- Municipal
- MCGM

Years:
- 1971
- 1981
- 1991
- 2001
- 2011
Issues for the 3rd Regional Plan
Consultations

General suggestions
• Brand MMR as an entity
• Communicate what it to citizens, ULBs, Maharashtra, India and World
• Dovetail into Central/State vision for common purpose/better results
• Make full use of spectrum of powers and capacities of MMRDA
• Implement specific actions where land & regulatory powers available

Regional Information System
• MMRDA to become Regional Observatory for Data & Intelligence
• MMRDA to assume a greater role in Regional Management
• In 3 phases - Needs assessment, staffing&capacity bldg, observatory

Institutions, Finance and Implementation Strategies:
• Create/strengthen platforms for agencies to generate ideas together
• Find areas of common interest and incentivise collaborative action
• Examine effect & consistency of local plans to meet regional vision
• Develop a monitoring system of the Regional Plan
• Develop Municipal financial information system
• Establish dedicated funds for MMR infrastructure development
• Develop non land-based instruments to finance infrastructure
# Regional Plan 2014-34: Focus

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<tr>
<th>No</th>
<th>Concern</th>
<th>Therefore</th>
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<tbody>
<tr>
<td>1</td>
<td>Population growth slowing down - empl increasing - economy stagnant</td>
<td>Transportation/other infra. estimates need revisiting</td>
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<td>2</td>
<td>Declining manuf industry – tertiary sector not matching GDP with jobs</td>
<td>Manufacturing needs to be brought back with various strategies</td>
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<td>3</td>
<td>Mumbai’s share in population reducing, but not in jobs at that scale</td>
<td>Dispersal of jobs in new growth centres across the region needed</td>
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<td>4</td>
<td>Peri-urban developments without governance</td>
<td>Municipal extensions and new municipalities</td>
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<td>5</td>
<td>Urban-rural imbalance</td>
<td>Cluster development of rural areas</td>
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<td>6</td>
<td>Only 38% of MMR under direct land-use control</td>
<td>RP focus should be on coordinated development of constituents</td>
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<tr>
<td>7</td>
<td>Data paucity for planning</td>
<td>Regional Information System</td>
</tr>
<tr>
<td>8</td>
<td>Inadequate infrastructure, environmental</td>
<td>Demand and supply need rationalisation, new alternatives to be considered</td>
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Mumbai Metropolitan Region Development Authority

• MMRDA created as an institution responsible for planning and development of MMR

Strengths:
• Regional and micro planning, regulating developments,
• Execution of projects,
• Development Co-ordination,
• Institution building,
• Rehabilitation of the displaced
• Formulation of PPP projects,
• Land development, and
• Financing Infrastructure Agencies and Municipalities

Powers
• to direct other institutions towards actions,
• to levy betterment charges,
• to acquire lands for public purpose
# Regional Development Issues

<table>
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<th>Multiple agencies</th>
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<tr>
<td>• Several big cities in MMR – self identities, historic – compete</td>
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<tr>
<td>• Multiple infrastructure agencies – national, state, local</td>
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<tr>
<td>• Multiple Planning Authorities and jurisdictions – co-ordination issue</td>
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<tr>
<td>• Law doesn’t provide for review of Local Plans by MMRDA</td>
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<table>
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<th>Data Paucity</th>
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<tr>
<td>• Boundary does not coincide with admin units (data issue)</td>
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<td>• Data inadequate, not inventorised, with many instt, diverse, dissemination also an issue</td>
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<table>
<thead>
<tr>
<th>Lack of Governance</th>
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<tr>
<td>• Absence of metro governance – Planning Authority can only perceive and plan for regional dev but not ensure its implementation</td>
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<table>
<thead>
<tr>
<th>No financial base</th>
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<tr>
<td>• Regional level does not have devolved funds or revenue sources – dev financing is an issue</td>
</tr>
<tr>
<td>• Land dev increasingly becoming a tool to raise finances: unsustainable</td>
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</tbody>
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The Opportunity

- Floods of 2005 brought focus on to regional drainage
- **Studies on Transportation & water resources, Business Plan Concept Plan and ESR provided valuable inputs for the next Plan**
- Difficulties in municipal areas sought regional interventions in transportation, solid waste management and water resource dev.
- Need for regional institutions felt – MMRDA trying to play this role
- Public debate going on including in Courts of law, about city development and imbalances within the region
- Metropolitan Planning Committee will bring balanced regional representation into Regional Planning and Development
Thank you