

5.1 MMR is a complex entity. A twenty year traditional master plan where land use considerations predominate is not adequate to deal with the problems of MMR. What is required is a strategic plan within the framework of which policies, programmes and projects can be developed over a period of time. The Regional Plan 1973 did include some strategic considerations, but they were overshadowed by the operative provisions of the law that concern only with the land use and development control. As MMRDA now has a continuing existence as the coordinating agency, it should be possible to consider the Regional Plan as a strategic framework apart from the legal requirements of being a land use plan with attendant development regulations.

5.2 Before identifying the strategic thrust areas it would be useful to recapitulate the diagnosis of the regional problems presented by the Regional Plan 1973.

The Regional Plan 1973 diagnosed that in the absence of planned intervention;

1. Industrial development in terms of value added and growth in employment will continue to be the basic activity which will cause growth in other sectors as well as immigration to the Region.
2. In addition to industries, tertiary employment particularly in offices including Government offices will also become a major economic activity causing concomitant growth in other sectors,
3. Industries, offices and commercial activities will continue to concentrate in south Mumbai which will make provisions of infrastructure, particularly transport very costly,
4. Private land ownership and speculation in land market would restrict access to land of the poor and prevent land value gains being recouped for infrastructure investment, and
5. There would be urban sprawl with hotch-potch development invading good agricultural land leading to infrastructure demands which will be expensive to meet.

Based on the above diagnosis the Regional Plan adopted the following framework for its proposals;

1. Supporting inter regional dispersal of industries to reduce immigration to MMR.
2. Promoting growth of Navi Mumbai and other growth centres like Kalyan by restricting growth of industries and offices in Mumbai, as such decentralised pattern of growth would be cost effective in terms of investment requirement for infrastructure.
3. Bulk land acquisition is the only option available for controlling speculation and recouping land value gains for financing infrastructure improvements.
4. Urban growth needs to be physically confined to well defined areas based on the desirable densities and population distribution and rest of the region be conserved as agricultural/rural area.

- 5.3** The analysis of growth trends and review of experience of last 20 years indicates reconsideration of the above framework on several grounds. Some of these are;
1. Industrial growth in MMR has been sluggish both in terms of value added and employment. There has been an absolute decline in industrial employment in the post 1980 period. This cannot however be solely attributed to the regional policies. Restrictions on the modernisation and expansion, labour laws and general obsolescence particularly in the textile industry have been the major causes (Refer Chapter-6)
 2. Employment in large establishments including public sector establishments has not grown. In fact some sectors have suffered a decline. The employment growth has largely been in small establishments and in the informal sector.
 3. Resources for infrastructure investment required for supporting and promoting poly-centric pattern of development have not been coming about easily. Major infrastructure bottlenecks are experienced in terms of water supply in Vasai-Virar, Thane-Kalyan and Navi Mumbai. Efficient transport and communication infrastructure which is critical for poly-centric pattern for development has not developed not to speak of advanced sophisticated communication facilities.
 4. The resident population of Island City has begun to decline. But growth of Navi Mumbai after twenty years of efforts has been modest and the population is only a fraction of what was targeted in the 1973. Major growth has occurred along the rail corridors, Mira-Bhayandar to Virar on the western railway and in Thane-Kalyan-Bhiwandi sub region. But the overwhelming problem is that the poor do not have access to serviced land with the result that illegal and unserviced settlements continue to proliferate.
 5. Strategy of bulk land acquisition has succeeded in Navi Mumbai but similar efforts in Kalyan had to be given up. There is now a general consensus that bulk land acquisition will not be a feasible proposition in MMR as the main plank of land policy.
 6. Within the framework of the MR&TP Act 1966, what is directly enforceable is the control of development as defined in the Act. This includes building and engineering operations and change of land use. Furthermore development within the jurisdiction of the municipal authorities is to be controlled according to the statutory development plans required to be prepared for the municipal areas. Thus the legally enforceable provisions of the regional plan are confined to the non municipal areas of MMR. With the creation of new municipal authorities in the last two decades such residual area has progressively reduced, but still accounts for about 70% of the area of the MMR. The MR&TP Act envisages that development control in non municipal areas be exercised by the District Collector under section 18 of the Act in conjunction with the provisions of the Land Revenue Code. But the experience shows that this institutional arrangement has some serious weaknesses.
 7. Although the Regional Plan 1973 covered various sectors of development like rural planning, social planning, housing, transportation etc., these remained as mere recommendations as their implementation depended upon other sectoral institutions, their resources and priorities. Moreover nothing compelled them to consider the recommendations of the Regional Plan. Sanctioning of the Regional

Plan could not establish any linkage with the formulation of Five Year Plans and consequent resource allocation. Similarly no conscious efforts are made in annual budgetary exercise to allocate resources for the implementation of plans. Investment programming has thus remained isolated from land use planning and also uncoordinated across the agencies.

It would thus be seen that the Regional Plan 1973, despite its ambitious coverage of various sectors remained a land use plan and in that sense satisfied the requirement of section 14 of the MR&TP Act 1966. Furthermore in terms of enforcement, it was implemented only in non-municipal areas under section 18 of MR&TP Act 1966. This is in conformity with the scheme of the Act where the Regional Planning Board becomes *functus officio* once the Plan is approved by the Government. However in case of MMR, MMRDA has been constituted with a perpetual existence for bringing about integrated and balanced regional development. To this end MMRDA has been given wide ranging powers which include review of economic plans, providing financial assistance, review of projects etc. In this context therefore it is necessary to view the Regional Plan not only as an instrument of land use planning and development control but also as a framework for pursuing effective regional development management on a continuing basis.

5.4 In this context the new economic policies being pursued since 1991 need to be noted as they would influence both role of Mumbai and the planning approach.

1. Through economic liberalisation, attempts are being made to globalise Indian economy. In this process Mumbai will have to play a major role in international trade.
2. As a part of liberalisation, a deliberate attempt is being made to attract foreign investment. Mumbai will have to provide necessary financial services supported by modern telecommunication and data processing facilities for this purpose.
3. Limited budgetary support will be available for infrastructure investment and subsidies will have to be minimised. This would require increasing reliance on user fees and efficient local tax administration. For capital investment institutional finance and capital market will have to be accessed.
4. As a corollary of the above private investment will have to be attracted selectively on BOOT basis.
5. In order to use this approach more effectively public administration and planning will have to be more transparent and conducive to citizen participation.

5.5 The strategic goal of such regional development management would be to promote and sustain growth with social justice in a resource efficient manner and in consonance with the goals of national development planning. This basic goal can be translated into following specific objectives;

1. to facilitate and promote economic growth of the region taking into account its role in the process of national development,
2. to improve quality of life particularly of the poor and the deprived,
3. to minimise the impact of negative externalities - particularly the adverse environmental impacts - that may occur in the process of economic growth,
4. to achieve these objectives improve the efficiency of existing methods of resource

mobilisation, adopt innovative methods of resource mobilisation and facilitate, attract and guide private investment in the desired direction, and

5. to achieve these objectives, promote effective citizen participation in the process of development through decentralisation of institutions.

Policies, programmes, procedures and projects will have to be evaluated with reference to these basic objectives on a continuing basis. This will require a drastic change in metropolitan planning - moving away from land use planning to truly comprehensive development planning.