

Meeting Minutes for Urban Form workshop coordinated by UDRI

Date: 15th of January 2014, Wednesday

Time: 15:15 to 18:30 hrs.

Venue: F/South Ward office,
Conference Hall,
Jn. of Dr. Ambedkar Road and J. Bhatnagar Marg,
Parel, Mumbai 400012

Attendees:

Name	Organisation
Sabah	TISS
Noel Surti	MQA
Maitreye Gulawoni	Egis-geoplan
Irfan Ali Khan	Ghar banao-ghar bachao
Noorullah Shaikh	Ghar banao-ghar bachao
Milind Repe	ALM-Kandiwali
Namrata Kapoor+5	SCE
Namrata Sharma	GDS
Arnab Chakraborty	IIT
Rachel Disilva	URF
Hrydhal Daman	Egis-geoplan
Mishkat Ahmed	Edifice
Christine Charles	CRY
Vidyadhar Date	
Rajeev Thakker	Studio X
Ajith Edathoot	IITB
Lubaina Rangwala	EMBARQ
Rupali Gupte	KRVIA
Dipti Bhaindarkar	KRVIA

Neera Adarkar	AA, GKSS
Shaikh Riyazuddin	AAPnalay
Ashish Sanyal	AAP-south
Anil V Bhingarde	
Deepali sawde	MCGM
Name	Organisation
Manoj Jewkar	MCGM
Nikhil Chaudhary	EMBARQ
Purva Dewoolkar	KRVIA
Varsha Killedar	Godrej & Boyce
Rajesh Mangela	MKSS
Lucy D'sa	H wert Ward
Namita Khatri	Apne Aap Womens Collective
A.V. Shenoy	Mumbai Vikas Samiti
Trupti Amritwar	MESN
S.M. Jadhav	MCGM
Unmesh Chaphekar	MTSU
Minal Shetty+1	KRVIA
Sudhir Badami	
Isaac Mathew	
Amita Bhide	TISS
Marine Joseph	YUVA
Meenal Kesarwani	Egis-geoplan
Akshay	Egis-geoplan
Shamsher Alam	Ghar banao-ghar bachao
S.Ragupathy	TCS

Atul Sathe	BNHS
Vijayshree Pednekar	MTF
Amit Mehrotra	Tata Housing
Parag Parekh	JPP
Vasudeo Shenoy	Karmayog
Vidya Vaidya	H (W) Word Federation
Vikas Dilawari	
Mahendra Vasavani	M Square
Arnab Jana	IIT Bombay
Sonal Shah	
Name	Organisation
Shweta Wagh	KRVIA
Faizan Siddiqi	MIT
Satyam Swanker	SONM
Roohan Ahmed Khan	Apnalaya
Alison Saldanna	Indian Express
Vinita Sahare	MCGM
Ganesh Shet	MCGM
Jigisha Parekh	Architecture Student
Sree Kumar	EMBARQ INDIA
Namrata Bagdare	Godrej
Sachin Mendhe	MCGM
Ajay Kanwar	Townland
Steven Bander	
Apne Aap Women's Collective	AAWC

Ram	GBGB.A
Priya Warker	CAT
Ashok Datar	MESN
Anil Trimbak	
V.B. Gandhi	
Vyjayanthi Rao	Teacher
Nibedita Mishra	Faculty
Ujwala J.Patil	M.M.K.S
Lalit Shah	MCGM
PK.Das	

Minutes:

1. Executive Director (ED), UDRI started the session by thanking MCGM for arranging this consultation.
2. ED, UDRI stated the following through a presentation focusing on what type of urban form Mumbai aspiring by 2034.
 - Pg. 135 of the Development Plan Preparatory Studies gives information about the Urban Fabric with examples of Null Bazaar and Dadar Parsi Colony.
 - DP should consider cultural significance of Heritage precincts and urban villages on urban form of city.
 - ELU and preparatory study report should include grade wise classification of Heritage buildings.
 - The builder or developer must not be allowed to dictate the urban form of Mumbai.
 - DP should aspire to increase open spaces in city. In public survey findings it clearly shows that people want gardens and parks, the sea front public open space is out of perception of users.
 - 70km of Mumbai's edge is a waterfront of which only 10km is open for public access. The Development Plan 2014-2034 (DP) must aspire to grant larger access to Mumbai's waterfront to the public thus defining its urban form in the process.
 - Mumbai is a city surrounded by water, existing Gaothans and Koliwadass use water edge very effectively.
 - Informal housing occupies 42% to 58% of the city hence detail mapping of slums is essential to understand impact of urban form of housing and all other amenities on DP 2014-2034 and make appropriate reservations for the same.

3. Executive Engineer, BMC informed that the tender under Request for Proposal for slum studies has been issued.
4. Advisor, MCGM stated that the infrastructure for health, education and other amenities have been considered in DP 2014-2034 keeping in mind the population of Mumbai, which includes slum population also.
5. ED, UDRI stated that:
 - Public housing must be developed by government/ MCGM and not builders or developers.
 - Development Control Regulations (DCR) must guarantee minimum quality of life through proper light, ventilation and set back guidelines.
 - Built form responds to public transportation and thus impacts urban form. Skywalks have completely destroyed existing pedestrian link especially near Santacruz and Vile Parle railway stations.
 - Coastal Regulation Zone (CRZ) has a large impact on urban form but the DP Preparatory Studies has no mention of CRZ.
 - Fragile or vulnerable areas have no mention in the DP Preparatory Studies with regard to Disaster Control Management. These areas need to be marked and have special considerations in the DP.
 - DCR has become larger than DP, emphasises extensively on Floor Space Index (FSI) and DCR is modified on an average once a month. DP must have guiding principles and DCR must be a tool to ensure these.
6. Mr N. Kilawalla stated the following through a presentation on transport related concerns regarding urban form
 - Roads widths in Mumbai are fairly wide compared to several other cities. The wider the road increases the traffic. Disciplined traffic is required instead of wider roads.
 - Western express highway should have dedicated bus lanes.
 - It is a myth that public transport is meant only for the poor. Car usage can be reduced by better public transport.
 - Care to be taken in the DP that elevated transport structures do not encroach on other areas. Spaces under flyovers are misused. Thus tunnels serve as better options compared to flyovers especially at junctions.
 - Roads near stations must have pedestrianized zones as in any case they are dominated by pedestrians.
 - 720 crores are spent on skywalks and they further damage urban fabric. Foot over bridges are unrefined use of technology. 100 year old tree branches are chopped for Vile Parle skywalk, while Dhobi Talao/ Metro Junction subway is excellently maintained as it respects the user.
 - Mumbai Metro rail is the world's smallest route i.e. 11 km and has taken more than 5 years. Almost 1 lakh Sq.m huge station structures are proposed at every 2 km. which uses up the compulsory 6m open space in several locations. How this issue will be managed must be envisioned in the DP. Mumbai Metro is unprofitable and it cannot be efficiently used for SEEPZ and MIDC

7. Mr Vikas Dilawari stated the following through a presentation:
- Conservation is essential for urban form of the city and reservation for the same must be made in the DP. Map and protect heritage buildings in the DP. Development plan must show 100m and 300m regulatory zones for heritage. Acquiring and management of these sites must be planned along with the review of the heritage building listings.
 - Many important heritages are neglected at present like Shewri fort, Mudflats and many institutes like Hawfkin Institute.
 - Gilbert hill is 65 million years old and is single columnar basalt and will collapse if any more quarrying is done. This hill will be lost if 9/10 storey SRA buildings come up around it. There are only two of its kinds in India. Bara Devi temple in Parel has the oldest monument in the city.
 - Urban villages should be protected from getting lost in high-rise development.
 - Of the 16,000 cessed properties 5000 are more than 100 years old; hence issues related to conservation of them should be considered in development plan.
 - Several heritage sites have close proximity in the city and thus these must have an integrated plan in the DP.
 - Development and conservation must find a balance in the DP.
 - Mumbai's density of population is already higher than other international metro cities. Preserving urban fabric can help to maintain quality of life instead of making worse through redevelopment.
 - Repair and reconstruction of buildings should be preferred instead of constructing new buildings with offbeat typologies of building like G+5, 6 stories of parking podiums which disregards the quality of life in streets.
 - The city is already extremely dense and thus the DP and the DCR to give to encourage repairs instead of redevelopment. When TDR is given for reconstruction it can be given for repairs as well. Repairs are less expensive and more energy efficient compared to redevelopment.
 - Encouragement must be given for adaptive reuse.
8. Advisor, MCGM asked Mr Vikas Dilawari and ED, UDRI to make available the detail heritage regulations for several precincts to MCGM DP department.
9. Director, Kamla Raheja Vidyaniidhi Institute of Architecture and Environmental Studies (KRIVIA) gave several suggestions as follows to increase public space:
- Public space can be increased by modifying the DCR. Public space in Mumbai is very less at 1.2 sq.mt./person. Private open space can be made available for the public realm by giving incentive to private space owners.
 - All new developments to mandatorily have public realm at various levels, which may connect to major railway stations and roads.
 - Public realm in privet building can be incorporated through DCR. This might help in adding some amount of public space to city.
 - Space above the railway lines can be used for public space as done in Hong Kong.
 - Mumbai sea edge can be used as pedestrian walkways. Creek edges must respond to create public spaces.
 - In existing city form spaces and bazaar streets allows activities to create linear pedestrian link system to railway station.

- Dharavi can be pedestrianized while a loop vehicular public transport can be designed around it.
- Make natural features like mangroves accessible as public space using eco-sensitive design solutions. Concretization of nallas must be stopped.

10. Ms. Neera Adarkar stated the following through a presentation:

- Elements that clearly affect the urban form and impart identity to the locality are open spaces, built environment, semi built environment, building heights, footpaths and streets, marginalised open spaces, nallah etc. and thus the DP and the DCR must clearly address these. The identities imparted by the above may be cultural, social and environmental.
- As per the 1991 DP there were 3246 open spaces which occupied 2968 ha. and 309 water bodies that occupied 895 ha.
- Mumbai has good citywide distribution of open spaces as one can reach them within 5 minutes of walking distance.
- Of the total open spaces in the city only 36% are freely accessible while 10% have restricted entry, 31% are not in use and 23% are occupied sites. The vacant and unused open spaces must be acquired by DP.
- These open spaces must have physical, design and maintenance accessibility to all the citizens. High compound walls, parking, hawking and encroachment along the edge deny visual access to open spaces. Kattas serve as better design solutions than high walls. All open spaces must have provision for ramps and railings. The DP and the DCR must address these issues.
- Eco- sensitive open spaces and water bodies must be preserved and not necessarily made open to public. E.g. mangroves of Sion-Mahim Link Road, water body in Chembur, hill slopes in Tardeo and salt pans in Mulund.
- About 19% of the total open spaces are occupied by Slums. MHADA to take over the development of slum occupied open spaces and release back maximum area as open spaces.
- All open spaces in the city should be available for use in afternoon for the benefit of senior citizens, small children, women, student, informal workers etc. Currently the entries to play grounds in Educational institutes are denied. The entries to be made open for public after school hours.
- Road signage must show nearby open spaces.

11. Mr Shirish Patel stated that 4 FSI is not workable through the following:

- Mumbai island city's gross density is 448p/ha while Manhattan is 250p/ha.
- The area required for every one hectare of buildable area either, the area required for institutional, street and open space is very high or gross density is too high. The DP and DCR must ensure the area required for amenities and street space before giving permissions for such high FSI.
- Thus not FSI but density must be used as a tool for redevelopment. The holding capacity of each area to be determined and then the FSI to be derived on this basis for the specific site.
- Mumbai must set aside land for affordable housing at about 25% to 50% like many countries in the world, where construction cost is taken from its residents but they are not charged for land.

- Looking at existing infrastructure, the city may not accommodate beyond certain density, hence DP should demarcate area wise permissible density.

12. Ms Rupali Gupte stated through the following through a presentation:

- Urban form is related to livelihood and infrastructure for livelihood. Housing types enable certain work and living relationship, especially the space outside house. E.g. kumbhar-wada and fishing villages. SRA development does not provide for such spaces.
- Instead of completely destroy work and live relationship, “conservative surgery” approach helps to keep urban fabric and increase housing stock.
- Separate DCR must be made for repair, retrofitting and up gradation for existing villages, chawls and slums. City has a large housing stock in the form of chawls. These can be upgraded with internal toilets and elevators.
- DP should reserve typology like chawls for senior citizens in future for hostel and housing. As the cities average ages is going to grow by 2034.
- Site and services schemes must be facilitated and legislated through urban design guidelines.
- FSI free spaces in DCR should accommodate and encourage entrepreneur activities considering cities changing economic/ livelihood pattern.
- Discourage parking and introduce typology with G+2 work spaces within residential apartments.
- FSI should not be allowed to dictate urban form in the city. FSI of 500 tenements to a hectare is very high in the case of slums. Slum rehabilitation schemes must not compromise on light, ventilation and setbacks.
- The DP and DCR to protect primary activities like dhobi ghats, fishing, net making, boat repairs, agriculture. These require adequate market space, toilets, crèches etc.
- Reservations must be made for skill up gradation centres in every ward.
- DP should encourage urban agriculture.
- Reservations for rental housing, hostel, and night shelters must be made in the DP.

13. Ms Sweta Wagh, KRIVIA, stated that DP needs to map CRZ.

14. MCGM expressed their desire to include urban design as a part of DCR.

15. Mr Prasad Shetty stated the following points:

- Economic generators for Mumbai are not clearly mentioned for next 20 years.
- Depending on culture driven economy is feasible option.
- The formal industries have shut, manufacturing industries are taken over by China and finance and commerce offices are moving out of the city as the need for their proximity has reduced.
- The DP should plan for the economy and economic generators of Mumbai for 2014-2034.
- There is a scope of cultural driven economy for:
 - i. Tourism – Heritage Assets (artifacts, buildings, precincts, neighborhoods), Environmental Assets (Forest, Sea, etc.), Cultural Assets (Festivals, Food, Shopping, small industries, etc.), access to nearby tourist places.
 - ii. Media – Film, Television, Advertising, Print, etc.
 - iii. Design – Fashion, Jewellery, Websites, etc.

iv. Local Economies – Fishing, garments, embroidery, food, pottery, cane/wood/metal works, recycling, etc.

- Urban form helps to build up cultural relationships within the city. Hence City requires form based code for development.
- The average age of population will raise for 2014-2034 and thus the DP and the DCR to plan for the elderly.
- The DCR and DP to check against the rise of gated communities with the upcoming redevelopments.
- Loss of ground floor space to parking is detrimental to urban form of the city.
- The DP and DCR to ensure protection, promotion and encouragement of cultural assets and industries, cultural infrastructure.

16. ED, UDRI requested to mention current audit of infrastructure in relation to FSI increase in DP.

- There is no analysis of carrying capacity of increased pressure on vehicle and road. FSI increase is indexed against road and other social infrastructure. FSI permissions must supplement with amenities and carrying capacities of localities.
- Projects by various special planning authority should be in control of nodal agency i.e. MCGM.
- DP should include Mapping of heritage precincts and elaborate brief for heritage conservation.
- Allow repairs of buildings with different regulations instead of same approval process as new construction.
- Along the proposed metro corridor footpaths are reduced to 6 inches and 8 inches. DP does not mention any policy regarding the up gradation of footpath widths.

17. Advisor, MCGM stated following points:

- DP will balance open space and FSI requirement through redevelopment.
- 2 sq. m. per capita open spaces is bench mark that can be improved.
- DP will concentrate on managing car ownership and traffic; by reducing car parks in congested areas and creating housing stock for those who does not want to own car has affordable implications.
- In preparatory study it is mentioned that idea of increasing planning requirement even after increasing vehicular ownership, that is not going to solve Mumbai's traffic problems.
- For cessed buildings redevelopment will occur through market forces, DP should keep check on FSI quantity and look for new areas that can be opened up for development.
- MCGM cannot acquire buildings to create open spaces.
- In redeveloped tall buildings density is not high as they are bigger sized apartments.
- Instead of DP monitoring the frequently needed DCR amendments external agencies of citizens may possibly keep check on the DCR modifications
- The financing mechanism for Development plan is being worked out separately. It is not included in Preparatory study report but it will be mentioned in Draft development plan.
- DP is looking into policies which may exclude fixed physical incentive like FSI.
- High priced area may not have same incentives in physical term as compared to low priced areas.

- Redevelopment area can be defined by planning authority to control upon haphazard selection of 4000 sq. m area for cluster development.
 - Improving space availability for Additional infrastructure like roads, sewerage, water supply, open spaces will be considered in DP.
 - Inclusionary housing has been addressed in the preparatory studies. The construction for these could be given to a developer, ownership and maintenance to NGOs and subsidies could be given by the government on the basis of family income. The public authorities would take over the stock while the rest of the tasks could be managed by third party.
 - The planning sectors are made considering physical boundaries such as railways, major roads etc. The second tier plans would show more details
 - DP may control the density but it might not be implementable as slum population growth is difficult to envision for future.
 - DP prescribes the right of way, which is not negotiable.
 - Heritage precinct regulation will be incorporated in DP. Requested for detailed separate discussion to look into what has been formulated by heritage committee so far and make that available to DP department.
 - The heritage regulations presently hinges upon only one line in section 22 of MRTP act. There is no legal provision, hence it is inherently a part of DP but it needs to be considered in detail.
 - Transparency in regulations and management of heritage precincts can be a part of DCR.
 - Detailed planning in second stage can incorporate urban form considerations as DP discussed the larger level of city.
 - Mapping of urban villages along with separate regulations is under process. Adivasi padas are difficult to map through satellite image.
 - It is difficult to put cities economy drivers physically on map as economy change in 20 years is difficult to envision today.
 - Agreed allow mixed use development to promote work-live culture.
 - Metro station in heritage areas should be planned considering its historic importance.
 - DP department might not be able to map slums in current mandate and consultant's background but the requirements for this population are being considered.
 - MCGM agrees that minimum footpath widths will be mentioned along with the right of way for roads.
18. Ms Sonal requested that the planning sectors made considering different urban typologies to ensure continuity within them, micro level planning for respective precincts impact larger sector of the city.
19. Ms Sonal requested that DP must enforce a check and monitor development.
20. Lecture from academy of architecture suggested for a new govt. body for Mumbai similar to urban arts commission in Delhi to review projects before implementation.
21. Mr Arnab Chakraborty suggested that the DCR must incentivise acquiring open spaces financially.
22. Ms Priya requested that the glass façade buildings must be removed.
23. An issue was raised that MCGM must device height control regulations while incentivising FSI.

24. Mr Shirish Patel stated that the example of UK can be applied to Mumbai where the developer of every new development must compulsorily ensure and improve the amenities of the area.
25. A suggestion was made that limiting densities be arrived at for each localities keeping in mind the existing amenities and these densities must guide the allowable FSI in those localities.
26. Hussian, KRIVIA stated that there is a fear of Bhendi Bazaar redevelopment would end up as a gated community as it is being controlled by certain communities.
27. Mr Arnab Chakraborty stated that Mumbai should have adequate facility ordinance like in USA, where no new development proposals are passed till public amenities in that area are developed to manage the increase in people.
28. Mr Sudhir Badami stated that road space can be improved by developing the public transport and pedestrian infrastructure.
29. Individual stated that the DCR must take up green norms to account for rise in temperatures due to density and urban form. DP must consider sea levels particularly for storm water drains and sewage.
30. Individual requested to give formal space to informal recycling industries.
31. The meeting concluded at 18:30 hrs.