





Like other cities, European and Asian, Mumbai has lost its orientation towards its historic city centre and is developing, in the planner's imagination, into a Metropolitan Region. The emerging landscape has, in the process, been fragmented into numerous specialized zones spread across the metropolitan area (including the historic inner city), whose relative importance depends on their potential connectivity. Mumbai is thus at an interesting juncture of its history where the city is negotiating simultaneously its relationship with the metropolitan region as well the many potential spaces or voids that are emerging, or could potentially emerge, within its centre. At the centre, the most interesting prospects for the city have to do with reclaiming the post industrial landscapes in the city for public use. It is the Mill Lands and the vast stretch of land along the city's Eastern Waterfront that are emerging as the focus of this 'reclaiming' process, where multiple aspirations, needs, and conflicts are playing themselves out.

In this context, the city's Eastern Waterfront is particularly interesting and of great relevance, on account of its position both in the geography of the city, as well as the Metropolitan Region. The very connection of the historic city centre to the metropolitan area is dependent on how this stretch of waterfront is recycled for urban use. Furthermore, in the regional growth scenarios and projections of a 'Golden Triangle' connecting Mumbai, Nashik, and Pune, the Eastern Waterfront would be critical for establishing connections between the old centre and the regional triangle - the latter now comprising emergent industries, special economic zones, and agricultural export zones. It was in recognition of the crucial role that the area could play in the evolution of the Metropolitan Region that the UDRI (Urban Design and Research Institute) and the KRVIA (Kamla Raheja Vidyani Institute for Architecture and Environment Studies) jointly undertook this study to examine the potential of the Eastern Waterfront.

This area, totalling approximately 1,800 acres (the Mill Lands are in contrast merely 400 acres), forms a large portion of the city. These areas, like the Mill Lands, are in the process of grappling with a great change as the economy of Mumbai moves into its post-industrial phase with the ever-transforming nature of the users and their aspirations in the city. The Eastern Waterfront as defined by the study consists of the entire port lands from Sassoon Dock to the Thane Creek Bridge and to Navi Mumbai. This area comprises largely the landholdings of the Mumbai Port Trust (MbPT), and for the study it has been divided into thirteen precincts.

These land-holdings considered in the study also include land for defence and allied purposes such as the Mazgaon Docks, Naval Docks and BARC (Bhabha Atomic Research Centre). Although the



Source: A Study of the Eastern Waterfront of Mumbai

defence lands are included in the delineated area, they do not form a part of the study as they were inaccessible. In fact, the study is limited by information that is in the public domain and the ground studies have been carried out only in zones that have public access. The overall study area is bound by the harbour railway on the west, the water edge on the east, the Thana Creek Bridge on the north, and the Sassoon Dock in the south. The area covered thus includes major industrial lands like the estates of Mumbai Port, Rashtriya Chemical Fertilizers, HPCL and IPCL and some defence land.

While the area of the study that is under the MbPT totals 1,806 acres, roughly 4.5 times more than the Mill Lands of Mumbai City, interestingly only 6 per cent of this land is under reservation by the BMC for public uses and less than 1 per cent - actually 0.85 per cent - is for open spaces. This is particularly incredible in the light of the fact that there exists 28.0 km of virtually inaccessible waterfront along the eastern edge of Mumbai. Thus the Eastern Waterfront is critical not only in terms of what the city can potentially gain for public use, but in terms of the possibilities it provides for re-orienting the perception of the city and the region with regard to its own geography and physical form. The visual connection, for example from the eastern waterfront could go a long way in the public's imagination and weave the Navi Mumbai area (which otherwise seems distant and remote) into what the citizens perceive as the metropolitan area. Similarly, the potential for connectivity using water transportation could transform the way mobility within the region is perceived and organized.

While the role that the Eastern Waterfront could play in connecting the city back to the metropolitan hinterland seems clear and achievable in a planner's imagination, on the ground this stretch of land is perhaps the most contested piece of urban land in the region. Besides the multiple actors who have come to occupy this space (in spite of MbPT being the singular custodian of a large area), illegal encroachments and the MbPT's fragmented vision about its development potential fracture the land into many segments, defeating a cohesive urban vision. The operating authority, of course, proposes an expansion of existing facilities - the re-establishment of Mumbai as the premier port, while Mumbai's citizens view this with scepticism and would like to see sizeable portions reinvented and transformed for public use. However, the lack of appropriate mechanisms of the State to intervene further broadens the schism between the initiation of such large scale planned interventions and piecemeal incremental transformation. And ironically, were the MbPT to see this potential and work in partnership with the city, it would not only reinvent itself as a powerful development engine, but also use that critical leverage to resolve its tangle of current problems (ranging from a disgruntled workforce to illegal encroachments) and transform



these liabilities into assets for both itself and the city!

Interestingly only 50 per cent of the MbPT area of the Eastern Waterfront (836 acres) is used for port activities. Infact large, seemingly underused, infrastructure and roads characterize the present landscape. Dotted with unused warehouses (often beautifully robust buildings with great reuse potential), a sense of desolation prevails in many parts of this landscape. This is offset by the encroachments by teeming populations on other parts. These represent labour pools, a virtual sea of energy and resources, creating new forms of employment in the area. The challenge therefore is how this landscape can be rearranged to synergize the different components. And what process would be most appropriate for this to happen? How do we, as a society, use this incredible resource of land, people, and infrastructure to improve the city and simultaneously safeguard the interests of the present users and occupants? Many other questions also need to be considered. There is the ecology of the region (flamingoes make this zone their home for half the year), the heritage buildings and the high potential of reusable space they offer, and the integration of heritage structures such as the Sewri Fort and many other such fragments that comprise the rich fabric of the area that we are referring to as the Eastern Waterfront of Mumbai.

It is precisely to understand and address these issues that the UDRI together with the KRVI Design Cell with the support of Infrastructure Development Finance Corporation initiated this project in August 2000 to critically examine Mumbai's Eastern Waterfront. The project incorporated an analysis of land use and tenure for each of the estates adjoining the Eastern Waterfront. An inventory of area infrastructure and built resources was also prepared, and the potential of connecting this sector of the Island City to the larger Metropolitan Region was also studied. Archival research on the historical development of the Mumbai Port and industrialisation in the region was undertaken along with the detailed mapping of the growth of informal settlements within the docklands.

Once these studies were completed, the institutions involved felt strongly that the study had to directly inform the process of policy making in the government, rather than be restricted to 'NGO activity' from the outside. This led the team to share this material with the then Chief Secretary of the Government of Maharashtra on 17 July 2002. His reaction and commitment to setting up such a process was positive and encouraging.

The Chief Secretary instituted a Task Force on 19 October 2002 (vide a Government order G.R. No. TPB 4302/1732/CR-185/02/UD-11 dated 19 October 2002) with representatives of the Bombay Port Trust and other government agencies as well as NGOs with the Mumbai Metropolitan Region Development Authority Commissioner as the chairperson. The aim of the Task Force was to strategise the future development of the Eastern Waterfront such that it could benefit the port as well as the city.

Source: The Times of India

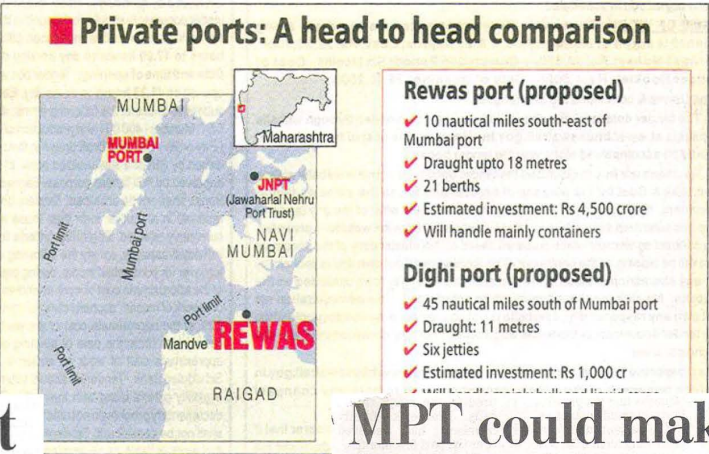
## Mumbai Port Trust says Rewas port will invade its territory, pollute sea

# State plan for private port whips up a storm

RAKSHIT SONAWANE  
MUMBAI, NOVEMBER 15

Source: The Indian Express

**A**N ambitious Maharashtra government plan to develop a new privately-run port to handle spiralling shipping traffic is being fiercely opposed by the 132-year-old Mumbai Port Trust, which plainly says it does not want any muscling in on its territory. The plan to develop the port of Rewas—about 10 nautical miles (16 km) south-east of Mumbai—has



The Mumbai Port Trust has not told about the state government's allotment of

### Rewas port (proposed)

- ✓ 10 nautical miles south-east of Mumbai port
- ✓ Draught upto 18 metres
- ✓ 21 berths
- ✓ Estimated investment: Rs 4,500 crore
- ✓ Will handle mainly containers

### Dighi port (proposed)

- ✓ 45 nautical miles south of Mumbai port
- ✓ Draught: 11 metres
- ✓ Six jetties
- ✓ Estimated investment: Rs 1,000 cr

## MPT could make over Rs 4,300 cr from land

By Nauzer Bharucha/TNN

Mumbai: Over 800 acres of land owned by Mumbai Port Trust could be available for development on the eastern waterfront, extending from

government officials, these scenarios have been discussed in among the various authorities, including the MPT.

MMRDA officials say scenario two, envisaging the

against the development cost of Rs 2,275 crore.

The plan includes re-articulating port activities, a 21-km waterfront stretch for public, slum-rehabilitation, water transport and mass rapid transport, a railway station area redevelopment, transport interchange, enterprise zone, infrastructure augmentation, small industry development projects and a revitalisation and conservation programme.

According to the BMC's development plan department, this scenario will release more than half of the MPT's 1,800 acre property from port activity and help generate more than 43 lakh sq ft of additional housing stock and a whopping 2.70 crore sq ft of office space, which will create more than ten lakh jobs in Mumbai. The plan also includes constructing 15,000 tenements for slumdwellers living on port land.

"Amenities like open spaces, schools, hospitals, fire stations, police stations and a cemetery will have to be effectively planned for this additional population based on planning standards," says a note prepared by the department.

MPT officials have, however, clarified that port activity in Mumbai is still a thriving business and only land that is not required can be sold off. The MPT has been consistently trying to stave off the MMRDA's interim report on proposed regeneration of the vast stretches of the eastern coast. "There is no decline of activity. Last year, it handled a record 35 million tonnes of cargo," says a senior official.



Cargo containers lie on Mumbai Port Trust land

Colaba to Wadala, after the authorities adopt a comprehensive land policy.

TOI has a copy of an MPT taskforce report on disposal of "let-out" land: "Proposal for disposal of vacant land by outright sale through invitation of tenders has already been approved by the board and is awaiting government approval." The taskforce has also worked out the modalities to dispose of the land given on lease or where tenancy rights have been created.

Any sale of port land will excite Mumbai's powerful builders' lobby but an interim Mumbai Metropolitan Region and Development Authority (MMRDA) report, prepared by the Urban Design Research Institute, has outlined three scenarios on how the MPT can itself exploit the land.

According to state gov-

development of about 900 acres by a proposed agency called the Mumbai Eastern Waterfront Development Corporation, may be the

**The study shows that the development of three areas – Cotton Green Estate, Bunder area (Darukhana) and Elphinstone Estate – can fetch the MPT over Rs 4,300 crore**

most acceptable idea. The study shows that the development of three areas – Cotton Green Estate, Bunder area (Darukhana) and Elphinstone Estate near Masjid – can fetch the MPT over Rs 4,300 crore as

## MPT awaits govt nod to open up over 800 acres

### Eastern Seafront Could Free More Land For Development Than Mill Areas

By Nauzer Bharucha/TNN

Mumbai: The sale of large chunks of land belonging to the city's biggest landlord, the Mumbai Port Trust (MPT), is expected to form part of a comprehensive land policy, awaiting the final touches by the central government.

The city's eastern waterfront, spread over 1,800 acres from Colaba to Wadala, is under the MPT's control. "The Mumbai port is the only one in the country where the shipping ministry has still to finalise the land policy. We are expecting it any day now. Among other things, the sale of port land in Mumbai, both occupied and unoccupied, will be part of the long-term policy. Isolated pockets of land not used at present can be considered for disposal," MPT secretary Mohan Chandran told TOI.

Sources say the land proposed to be disposed of in future could be in excess of 800 acres. This is much more than the 600 acres of defunct mill land in central Mumbai, whose transformation into malls and residential skyscrapers has been the subject of a bitter court battle between environmentalists and civic activists on the one hand, and the powerful builders' lobby on the other. The former has been asking for a larger share for the city in terms of open spaces and low-income housing.

The proposed sale of MPT land to private developers could stir another



major controversy if it does not take into account integrated development for this belt, including the creation of larger open spaces, mass housing stock and more jobs. **► MPT could make Rs 4,300 cr, Page 3**

Source: The Times of India

The Task Force had a slow start and it was extremely difficult to initiate a dialogue between the various agencies. The levels of suspicion and interest were so disparate that calling meetings became a completely impossible task. Fortunately, the sub-group set up for the Port by the State Government under the aegis of 'Vision Mumbai', with Sanjay Ubale as the Secretary (Special Projects) gave great impetus to the functioning of the Task Force. Presentations and discussions were chaired by JNPT Chairman Mr. R. Buddhiraja and these suggested that if this link between the specific Task Force for Mumbai's Eastern Waterfront and the larger processes of planning for Mumbai could be meaningfully established, then the port, Greater Mumbai and the Metropolitan Region would benefit tremendously. To further its commitment to this process, the MMRDA in June 2004 commissioned the UDRI to put together a team for the preparation of a Vision Plan for the area so that this could serve as a base document to facilitate a dialogue between the stakeholders in the region. The Vision Plan will look at multiple scenarios, varying from incremental processes for reordering the land to extreme visions of considering the entire stretch as a *tabula rasa*. The intention of the exercise is to jostle in the imaginations of both the stakeholders as well as the public the potentials that exist for the port, the city and the Metropolitan Region.

It was to support these processes and considering the crucial importance of the Eastern Waterfront for the city's future, that it was decided by the institutions involved in the study to make this document containing the Situation Analysis, accessible to the public in the form of this publication. Similarly, preceding this publication - the UDRI, KRVI Design Cell, PUKAR and MMB Bombay, organized a public conference to broaden public engagement with the issue (see appendix for details about the conference). The conference heightened the need for making this document accessible to the public as well as the importance of greater public engagement in the issue of how multiple spaces along the Eastern Waterfront can be appropriately integrated through recycling their use, over time, into the fabric of the city.

Thus this publication does not attempt proposals for what can happen to the area but has instead been limited to an analysis of the existing resources and potentials of Mumbai's Eastern Waterfront.

**The intention is to share with the public the potential role of the Eastern Waterfront in the future of Mumbai- perhaps the last potential large scale planning opportunity that would transform not only the densest part of Mumbai but also reconnect the city to its regional context.**

**Credit:** Excerpted from "A Study of the Eastern Waterfront of Mumbai", A Situation Analysis conducted by the UDRI (Urban Design Research Institute) and the KRVI (Kamla Raheja Vidyaniidhi Institute for Architecture and Environment Studies); 2005



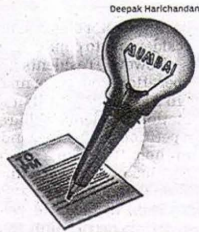
# Urban design institute rips into state govt

This is an abridged version of an open letter written to the PM on August 4 by the Urban Design Research Institute, a city-based charitable trust which is involved in urban planning and holistic research. Its trustees include prominent citizens like Ratan Tata, Keshub Mahindra, Deepak Parekh, Cyrus Guzder and Charles Correa

Dear Prime Minister:

Citizens of Mumbai were eagerly awaiting your visit to inaugurate the first segment of the Mumbai Metro Rail Project last month as we hoped that it would give you a firsthand impression of the serious issues facing us and would lead to the first steps of reforming the failing governance of the city.

We would like to commend you for many of the statements made in your speech at the time of the inauguration. However, a number of these statements aroused concern among citizens' groups. Many citizens were taken aback by the implications of your critical remarks di-



Deepak Harichandan

rected at the Brihanmumbai Municipal Corporation (the PM had said that the civic administration was in the grip of the land mafia), but which spared the state government, an administration in which the political party that you head plays a major role.

Apart from that, the general tenor of your remarks further implied that the corruption and administrative failures that have led to a catastrophic decline in the planning and management of Mumbai are best addressed by citizens' action, as if that were the main instrument of reform.

► 'City govt inefficient, ineffective', P 7

## UDRI's save-city campaign evokes strong reactions

### Citizens accuse state govt of nexus with builders

TIMES NEWS NETWORK

**Mumbai:** An open letter to the Prime Minister by the Urban Design Research Institute (UDRI) lamenting the plight of the city (front-paged by TOI on August 11) has sparked off unequivocal reactions from concerned citizens who agree that Mumbai is teetering on the edge in the grip of a corrupt and inept administration.

Housing activist and former

pained by the condition of the roads. "You cannot drive your vehicle on most roads in the suburbs. They are pot-holed and the result is that the vehicles land up in the workshop every other day," he said.

Right to Information activist Kewal Semlani, who filed PILs on the bad state of roads and illegal speedbreakers, put the blame on the MMRDA. According to Semlani, the poor state of roads maintained by MMRDA—



A development debate rages

Mhada chief Chandrashekar Prabhu said unless the unholy nexus between politicians, builders, bureaucrats and the underworld is broken, no resident in the city will feel safe. "The nexus has adversely affected the well-being of all Mumbaiers. In the process it has strangled Mumbai," he said.

Prabhu felt that since India is a signatory to the UN resolution, the nation is bound to grant land tenure to the urban poor and allow them a greater say in redevelopment of the plots on which their slums are located.

Nitin Dossa, executive chairman, Western India Automobile Association, said it is unfair to blame only the BMC. "The full onus of decrepit infrastructure should be put on the state government. The state should have a vision when it comes to implementing the projects and should not look for short-term gains," Dossa said.

He said he was particularly

the Western and Eastern Express Highways, LBS Marg and SV Road—was a reflection on the CM who headed the agency.

He also said, "It takes less than a minute for the urban development department, which once again is under the CM, to dereserve a plot. This is the same plot that has been meticulously marked under the Development Plan for a specific purpose following years of planning."

According to Neera Punj from Citispace, protests against the pathetic condition of Mumbai's open spaces continues to fall on deaf years. Constructive suggestions gather dust in government offices while nature's warnings are treated as one-of-a-kind-freak event, she said. "Divine engineering—such as ponds, rivers, creeks, mangroves, open spaces—which absorb excess water, are all in piecemeal state, annihilated or converted to accommodate concrete jungles," said Punj.

# City govt is inefficient and ineffective

From P1

In fact, it is the Maharashtra government which, over the last decade or two, has grossly abrogated its responsibilities in urban planning and has undermined citizens' participation in city administration.

For this reason, the Urban Design Research Institute (UDRI) and the Mumbai People's Action Committee (MPAC) jointly organised a public meeting recently, which was attended by a large number of citizens drawn from all walks of life.

Permit us to explain our point of view by quoting from your address and giving you our comments in each case:

While we hold no brief for the BMC which has, in recent years, shown scant regard for the citizens' welfare, it would be unfair only to blame it for alienating citizens from their local government. In fact, it is the state government that has been the main culprit in undermining citizens' involvement in city government.

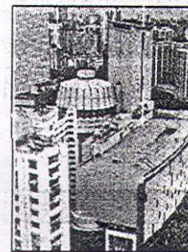
First, the state government created the institution of the municipal commissioner, who in effect is the chief executive of the municipality. His pow-

erful and inefficient. Nothing better illustrates this than the reaction of the city authorities and state government after the monsoon deluge of July 26 last year. It is now a matter of record that, within an hour of closing an emergency meeting in the office of the chief minister on July 26, the response of the municipal administration (supported by that of a home secretary official) was to declare a two-day holiday for the BMC.

Consequently, at this time of greatest need, citizens were deprived of the services of municipal employees. Further, the state government's disaster management plan did not swing into action, as it should have done. The ensuing catastrophe is a matter of record.

Furthermore, citizens were appalled that after your visit to the city a few days later, you chose to award high marks to the state government administration, without focusing any attention on the many areas of manifest failure and the reform that was necessary to prevent a recurrence of such a catastrophe.

We must ask ourselves whether cities can, and



It is not coincidental that for years CMs have insisted on holding on to the portfolio of urban development and have emasculated the executive committee of the super planning authority for the MMRDA

ers to veto or redirect expenditure have, effectively, done away completely with citizens' participation through elected corporators, centralising power in the office of the municipal commissioner.

Secondly, taking recourse to Section 37 of the Maharashtra Region and Town Planning Act, the state government has virtually undermined all planning norms in the city by enacting all kinds of modifications which have led to the de-reservation of zoning required for city amenities and open spaces, the removal of the ceiling on FSI, leading to unsustainable densification in city areas which are without supporting infrastructure—all of this, substantially at the behest of those vested interests which you referred to as the land mafia.

It is not coincidental that for years chief ministers have insisted on holding on to the portfolio of urban development and have emasculated the executive committee of the super planning authority for the Metropolitan Region, the MMRDA. They have reduced the citizens' exercise of tendering suggestions and objections to government modifications to a sham exercise.

We do not need to labour the point that our city government is unfriendly to

should, continue to grow in this manner. We need to invest in public transport, roads with space for pedestrians, in public parks and water-bodies and in other amenities.

We ask you, who stops the central government over which you preside and the state government in which your party is the major partner, from making the investments in the areas you have listed?

The record of government, however, tells a different story. It was your very government that issued a notification permitting the de-zoning of textile mills in the heart of the city (highly congested and lacking in infrastructure), to be the area in which some of the highest densification that the city has ever seen will now be unleashed.

In conclusion, we reiterate that we were touched and impressed by the excellent principles of city planning that you enunciated. Yet, we remain profoundly disappointed by the inability of the state government to give serious effect to these principles. We have, collectively, drawn up a whole scheme of reform measures and would welcome the opportunity to discuss these with you, as well as with the chief minister of Maharashtra.