Chapter 1

Introduction

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1.1 Introduction:

Today we live in era of rapid urbanization. Peoples from villages and small towns are migrating to cities for better employment opportunities, education, and healthcare i.e. for better quality of life. In 2010 almost 31% of Indian population is residing in urban area. Urban India has proved itself as economic engine of the country in recent past. Large urban population in the country and continuous migration from rural area has identified need of urban development in the country. India has a glorious past of planned cities such as Udaipur in Rajasthan, Fatehpur Sikri, Hampi, Vijayanagar and the ancient Harrappan townships. After attaining independence in 1947 Indian Government has a huge task to modernize the country while keeping its soul intact. Chandigarh became first planned city of modern India.

1.2 Overview of Urban Development in India since independence:

Urban development is connected to implementation of five year plans by the government. Following is plan wise details of urban development in India from first plan to eleventh plan

The First Five Year Plan (1951-56): The government concentrated on institution-building and on construction of homes for government employees and the weaker sections of society. Huge amount was spent on rehabilitation of the refugees from Pakistan and on building the new city

\[1\] Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
of Chandigarh. Government also initiated an Industrial Housing Scheme. Chandigarh, with its obvious modernist edge, in some perverted way became the model for the low-cost yellow buildings that were so ubiquitous during the two decades after Indian independence and continue to remain so today.

The Second Five Year Plan (1956-61):² Government expanded the scope of housing programmes for poor. The Industrial Housing Scheme was widened to cover all workers. Government introduced three new schemes: 1) Rural Housing, 2) Slum Clearance and 3) Sweepers Housing. During this plan Town and country planning legislations were enacted in many states and for the preparation of Master Plans for important towns necessary institutions were established. Experts criticized that these schemes were not in tandem with other vital inputs that create habitats good roads, deep connections with rural hinterlands and facilities such as hospitals and education.

The Third Five Year Plan (1961-66):³ Government made efforts to co-ordinate all agencies and orient the programmes to the needs of the low-income groups. Government introduced scheme to give loans to state governments for a period of 10 years in 1959 for acquisition and development of land. The acquired land was to be used in order to make available building sites in sufficient numbers. During this plan master plans for major cities were prepared. Gandhinagar and Bhubaneswar were developed. The architectural fetish for starting afresh got a fresh lease of life. The dominant idea became to invest in new townships that often had no connections with earlier built forms and traditional urban habitats.

The Fourth Five Year Plan (1969-74):⁴ This plan stressed the need to prevent the further growth of population in large cities and also identified need for decongestion or dispersal of population. This plan envisaged

² Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
³ Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
⁴ Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
creation of smaller towns in order to prevent population growth in cities. Government established The Housing & Urban Development Corporation (HUDCO) to fund housing and urban development programmes. A scheme for environmental improvement was undertaken. This scheme was focused on providing a minimum level of services, like water supply, sewage, drainage, street pavements in 11 cities with a population of 800,000 and above. The scheme was later extended to nine more cities. This was in principle a good move, but for reasons to do with the general inability to actually implement grandiose plans, remained excellent ideals.

**The Fifth Five Year Plan (1974-79):** The government reiterated the policies of the preceding Plans to promote smaller towns in new urban centres. During this plan government took efforts to augment civic services in urban areas with particular emphasis on a comprehensive and regional approach to problems in metropolitan cities. The Urban Land (Ceiling & Regulation) Act was enacted to prevent concentration of land holdings in urban areas and to make urban land available for construction of houses for the middle- and low-income groups.

**The Sixth Five Year Plan (1980-85):** This plan was focused on integrated provision of services along with shelter, particularly for the poor. Government launched The Integrated Development of Small and Medium Towns (IDSMT) scheme in towns with population below 1 lakhs. The scheme was focused on development of roads, pavements, minor civic works, bus-stands, markets, shopping complexes etc. This plan also proposed for setting up new industries and commercial and professional establishments in small, medium and intermediate towns. Many of the 4,000 plus townships and urban agglomerations that are part of the 2001 census are a legacy of these moves.

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5 Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
6 Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
The Seventh Five Year Plan (1985-90): This plan stressed the need to entrust the major responsibility of housing construction to the private sector. Government established The National Housing Bank (NHB) to expand the base of housing finance. Government reconstitute The NBO (National Building Organisation) and a new organisation called Building Material Technology Promotion Council (BMTPC) was set up to promote the commercial production of innovative building n. Government established a network of Building Centres during this Plan period. This plan recognised problems of the urban poor and for the first time an Urban Poverty Alleviation Scheme known as Urban Basic Services for the Poor (UBSP) was launched. During this period private builders got an enormous boost to enter the mass housing market and make materials even more expensive for the poor.

The Eighth Five Year Plan (1992-97): Government recognised the role and importance of the urban sector for the national economy for the first time during this plan. During this plan growth rate of employment in the urban areas averaged around 3.8% per annum, it dropped to about 1.6% in the rural areas. Therefore, the urban areas have to be enabled to absorb larger increments to the labour force. The Plan had identified the key issues in the emerging urban scenario, viz: the widening gap between demand and supply of infrastructural services. This situation had worst impact on poor, whose access to the basic services like drinking water, sanitation, education and basic healthcare is shrinking. Uncontrolled growth of the urban population creates housing shortages and resulting in the proliferation of slums and squatter settlements and decay of city environments.

The Ninth Five Year Plan (1997 – 2002): This plan was focused on increasing agricultural and rural income and to improve the conditions of

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7 Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
8 Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
9 Source: Rahul Shrivastava, Planning the past: History of Indias Urban plans, infochangeindia.org
the marginal farmers and landless labours. The plan intends to implement social schemes in housing for different states by providing loan assistance from HUDCO and other financial institutions. The most important decision taken by government was to repel ULCRA (Urban Land Ceiling and Regulation Act, 1976) to promote urban development.

**The Tenth Five Year Plan (2002-2007):** During this plan government decides to provide for strengthening vulnerable houses of EWS/LIG category. During this plan government took a major step in urban development by announcing National Urban Housing and Habitat Policy in December 2007. This plan also pioneers public private partnership specifically for urban area to tackle the new challenges in relation to requirement of shelter and growth of slums in urban areas.

**The Eleventh Five Year Plan (2007-2012):** This plan was focused on development of infrastructure. It prefers PPP model for development and operation of infrastructure services. It launches ‘Yojana’ expressway across the country. The most important urban development program of recent times JNNURM (Jawaharlal Nehru National Urban Renewal Mission) was also launched during this plan.

**1.3 Background of Study:**

It is important to understand background for development of Navi Mumbai to get an idea of the study. The reason for development of Navi Mumbai is congestion at Mumbai. Mumbai is situated on west coast of India in the state of Maharashtra. Mumbai is capital city of the state of Maharashtra and also known as financial capital of India. Mumbai attain this status after undergoing different phases of development.

Mumbai is the entrance of India on its west coast. In the British Rule the Mumbai Island was given a vital importance for the defense of the country as well as an important part of the kingdom. Today’s modern Mumbai port was built in 1870. Since then Mumbai is developed as financial and commercial capital of the country and remain the backbone of Indian financial system after independence. The development of Mumbai is due to the concentration of different industries in the city.
Mumbai is headquartering major industrial houses such as Tata Group, Reliance Industries, Aditya Birla Group etc. Existence and growth of different industries is resulted into concentration of economic power and different types of employment opportunities at Mumbai which leads to the tremendous growth of its population. However this tremendous growth of population put tremendous pressure on city's infrastructure which deteriorates quality of life. The following is historical data of population of Mumbai from 1941 - 2011.

Table 1.1 : Decade wise population of Mumbai

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Year</th>
<th>Population</th>
<th>Change in %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1941</td>
<td>16,86,127</td>
<td>100 %</td>
</tr>
<tr>
<td>2</td>
<td>1951</td>
<td>29,66,902</td>
<td>176 %</td>
</tr>
<tr>
<td>3</td>
<td>1961</td>
<td>41,52,056</td>
<td>246 %</td>
</tr>
<tr>
<td>4</td>
<td>1971</td>
<td>59,70,575</td>
<td>354 %</td>
</tr>
<tr>
<td>5</td>
<td>1981</td>
<td>82,43,405</td>
<td>489 %</td>
</tr>
<tr>
<td>6</td>
<td>1991</td>
<td>99,25,891</td>
<td>589 %</td>
</tr>
<tr>
<td>7</td>
<td>2001</td>
<td>1,19,14,398</td>
<td>707 %</td>
</tr>
<tr>
<td>8</td>
<td>2011</td>
<td>1,24,78,447</td>
<td>740 %</td>
</tr>
</tbody>
</table>

(Source : various census report)

Graph 1.1 : Trend of Population in Mumbai

The above table and graph clearly indicates a massive and continuous growth of population in Mumbai. Since 1941 population of the city is
increased almost seven and half times. This massive growth is due to migration from all over the country. Such sudden growth in population creates various problems which are discussed below.

Heavy burden of population in Mumbai leads to major urbanization problems. Few of such problems are listed below.

- Widespread poverty,
- Growth in unemployment rate,
- Poor performance of public transport,
- Overall congestion in the city,
- Increase in criminal and anti social activities,
- Poor public health, civic and educational facilities for a large section of the population.
- Increase in slum areas

Mumbai residents often reside in cramped, relatively expensive housing. Although these houses are usually far from workplaces, resulting into long commutes on crowded mass transit, or clogged roadways. Many of them live in close proximity to bus or train stations although suburban residents spend significant time travelling southward to the main commercial district. In short that there is a severe deterioration in quality of life.

1.4 Genesis of Navi Mumbai

Government took serious efforts to decongest Mumbai since colonial period. It includes reclamation to join all seven islands, annexation of Salaste island and extension of Municipal limits. Population figures mentioned above indicates that after independence problem of growing population became very serious and government decides to take action on the same. Municipal Corporation limits were extended twice in 1950 and latter in 1957.

However the State Government realized that extension of Municipal limit is not a proper solution and development plan of Mumbai have become out dated hence it appointed a study group headed by late Shri. S. G.
Barve and consisting of five panels to probe into the extent of the existing urban problems of housing, building materials, open space and other community needs, industrial sitting and traffic. This group submitted its report in 1959 it recommended a planned development of the suburbs, planned use of land for different urban uses, the immediate construction of the two express ways recommended by the earlier Master Plan, apart from feeder routes in the suburbs. It also emphasizes to connect Bombay to the mainland by building a rail – cum – road bridge across Thane creek. It also stresses eastward development by creation of satellite townships in the adjoining districts, and a planned program of public housing.

The Government of Maharashtra accepted the Barve Group recommendations and to examine metropolitan problems in a regional context it appointed another committee chaired by Prof. D.R. Gadgil in March, 1965. The government had asked committee to formulate broad principles of regional planning for the metropolitan regions of Bombay, Panvel and Pune and make recommendations for the establishment of Metropolitan Authorities for preparation and execution of such plans. The Gadgil Committee made two important recommendations. One, a planned decentralization of industries with severe restrictions on further industrial growth in the Bombay region. Two, development of the mainland area as a multi-nucleated settlement, each settlement (Node) will have population less than 2.5 lakhs and must be self-contained in respect of schools and shopping and other essential services and separated from each other by green spaces. While giving these recommendations committee was influenced by various factors such as the existing industrial sites at Thana-Belapur area and Taloja, the imminent completion of the Thana Creek Bridge and the proposal of the Bombay Port Trust to establish a new port at Nhava Sheva.

The Draft Bombay Metropolitan Regional Plan was prepared on the basis of recommendations made by these committees / study groups. The plan proposed development of a twin city across the harbor on the mainland, as a counter-magnet to the office concentration taking place at the
southern tip of Mumbai. It was expected that the development of new city will siphon off the over concentration of employment and population from Mumbai and reallocate them on the mainland.

The decision to establish Navi Mumbai was aimed at decongesting Mumbai in respect of both population and commercial activities by shifting industries, market and office activities making the new city sustainable physically, economically and environmentally. The new city projected to accommodate 21 lakhs peoples and 7,50,000 employment opportunities.

1.5 Establishment of CIDCO

The State Government of Maharashtra identified need of a separate institution to execute this massive project on self financing basis. The City and Industrial Development Corporation of Maharashtra Limited (CIDCO) was incorporated on 17th March 1970 under the Indian Companies Act, 1956 as a subsidiary of SICOM. The government notified for acquisition of privately owned land covering 86 villages and admeasuring 15,954 Ha. within the present limits of Navi Mumbai in February 1970. CIDCO was designated as the New Town Development Authority for the Navi Mumbai project in March, 1971. CIDCO undertook to prepare and publish a Development Plan in October, 1971 as required by the Maharashtra Regional and Town Planning Act (1966). Land belonging to further 9 villages, admeasuring 2,870 Ha. was additionally designated in August 1973 for inclusion in the project area.

The corporation started functioning as a company fully owned by the State Government with initial subscribed capital of Rs. 3.95 crores from the government. CIDCO was entrusted to develop necessary social and physical infrastructure. The CIDCO has to develop Navi Mumbai on self financing basis hence it also entitled to recover all cost of development from sale of land and constructed properties.
1.6 Significance of the Study

Development of Navi Mumbai was the first task assigned to CIDCO. Navi Mumbai is called as City of 21st century; it is developing itself as an alternative to Mumbai in respect of residential and commercial activities.

In last 2 decades Navi Mumbai is emerged as one of the best option to live and pursue career in India. It is one of largest planned cities in the world. It offers world class physical infrastructure with excellent education and healthcare facilities. Navi Mumbai is spread over 344 Sq. Kms. on eastern shore of Thane Creek. The city limits stretch from Airoli near Thane in the north, to Uran in the south. The city was established as satellite city of Mumbai with an intention to reduce burden of population on crumbling infrastructure of Mumbai.

CIDCO had invested thousands of crores in Navi Mumbai till the date on development of its infrastructure and other facilities. Today majority of the projects are undertaken either on PPP basis or BOT / BOLT basis but in case of development Navi Mumbai role of private sector is negligible and restricted to building houses on plots allotted by CIDCO. So it is interesting to study role of CIDCO development of Navi Mumbai during 1980 - 2010.

This scientific and systematic study on development and progress of Navi Mumbai is conducted to taste hypotheses of the study and to provide guidelines for future development to the concern authorities.

Conclusion: This chapter provides overview of urban development in India after independence. It also informs about background for development of Navi Mumbai and establishment of CIDCO. The chapter underlines significance of this study and the next chapter provides details on how this study was conducted by researcher.