

Appraisal of City Development Plan

Ulhasnagar

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Appraisal of City Development Plan: Ulhasnagar

The City Development Plan (CDP) of Ulhasnagar gives a good idea about the situation in the city, its future perspective and vision, and the investment plan for the city. Two aspects, however, were not provided in the first draft of the CDP that was reviewed by the National Institute of Urban Affairs (NIUA) i.e. (i) the institutional arrangements at the city level in the provision of basic services and the status of incorporation of eighteen functions of the 12th Schedule of the 74th Constitutional Amendment were not provided and (ii) Financial projections provided in Financial Operating Plan were to be rechecked. A few suggestions were made and city officials were asked to incorporate additional information in the revised CDP as discussed in Annex 1.

City's response after the first set of comments:

Based on the initial submission of the CDP, the comments mentioned above were communicated to the city. As is clear from these comments, the CDP did not require major revisions. A compliance note and the revised CDP were received by NIUA on 26 June 2008. The second revised and final version of the CDP was again appraised by the Institute.

NIUA's response:

The revised CDP has incorporated the required additions based on the comments made on the earlier draft of the CDP.

The CDP is now in accordance with the guidelines in JNNURM Toolkit Number 2.

Annex 1
Appraisal of City Development Plan
ULHASNAGAR

The City Development Plan (CDP) of Ulhasnagar provides a reasonably good idea of the existing situation, the goals and service outcomes, the strategies and action plans as well as the capital investment plan.

1. Profile

Ulhasnagar is a municipal town and is headquarter of Tahsil having the same name. It is a medium sized town in Mumbai Metropolitan Region (MMR) in Thane District of Maharashtra, at a distance of 58 Kilometers from Mumbai. The city extends to Ulhas River on the North and is bordered by Kalyan in the West and Ambernath in the East and South. The area can be tracked using 19.20°N Latitude and 73.10° E Longitude. The Mumbai - Pune Central Railway line passes through Ulhasnagar. The Ulhasnagar Municipal Corporation governs the city.

2. Existing Situation Assessment

2.1 Demography

The table given below shows that the population has grown steadily over the decades in Ulhasnagar but after 1981 the growth rate had been decreasing steadily. The factor responsible for the sudden population growth during the 1960s was because of the influx of migrants who came to Ulhasnagar in search of employment. The flux in political and administrative stability, the rapid rise from a military camp to revenue village to Municipal Corporation along with two super cessions and mergers with Kalyan-Dombivali has contributed prominently in the Ulhasnagar town's rapid growth.

Trends and Growth of Population

| Year | Area (Sq. km.) | Population | Increase | % Increase |
|-------------|-----------------------|-------------------|-----------------|-------------------|
| 1961 | 13.34 | 107760 | - | - |
| 1971 | 13.34 | 168462 | 60702 | 56.33 |
| 1981 | 13.34 | 273668 | 105206 | 62.45 |
| 1991 | 13.34 | 369077 | 95409 | 34.86 |
| 2001 | 13.34 | 473731 | 104654 | 28.36 |

Source: Census of India

The close proximity of the cities and municipal bodies within one single district in Mumbai Metropolitan Region (MMR) represents the largest metro spread in India. Due to their good connectivity and socio-economic linkages, it would be appropriate to say that cities in MMR and in Thane District contribute remarkably to each other's demography. The cities neighbouring Ulhasnagar are Kalyan, Ambernath, Dombivali,

and other small and medium towns of Thane district. Demographic information of Kalyan-Dombivali Municipal Corporation (KDMC) and Ambarnat Municipal Council (AMC) shows that both the towns have experienced the increase in growth rate initially, which was also evident in the case of Ulhasnagar. Perhaps the situation also remains the same for further years where all the three towns experience a fall in growth rate in future years.

The given comparison thus justifies that Ulhasnagar has almost similar socio-economic characteristics of surrounding towns, and is under influence of socio-economic changes in the region. The demographic condition has been justified in detail.

2.2 Population Projection

Based on past socio-economic trends and existing carrying capacity of the town, certain assumptions were made to achieve more realistic projected population the figures of which are given below:

| Year | Area in ha. | Population | Gross Density in pph |
|------|-------------|------------|----------------------|
| 1961 | 1314 | 107760 | 82.0 |
| 1971 | 1314 | 168462 | 128.2 |
| 1981 | 1314 | 273668 | 208.3 |
| 1991 | 1314 | 369077 | 280.9 |
| 2001 | 1314 | 473731 | 360.5 |
| 2011 | 1314 | 570483 | 434.2 |
| 2021 | 1314 | 666645 | 507.3 |
| 2031 | 1314 | 751333 | 571.8 |

Source: Census of India, Consultants Analysis

2.3 Institutional Arrangements:

The CDP does not provide the functional domain of the UMC, which would have given a clear picture of the responsibilities of the UMC. It would have also highlighted the status of incorporation of eighteen functions of the Twelfth Schedule of the Seventy Fourth Constitutional Amendment. It is important to know at this stage which of the eighteen functions are being performed by the UMC and what kind of other agencies are involved in performing these functions.

2.4 Land use

The first development plan for Ulhasnagar was prepared in 1969 for a plan period until 1991. However, the plan could not be implemented completely and today mixed residential land use prevails in the larger part of the city. The reservations for open spaces, natural drainage and public amenities stand encroached with residential units.

In 1969, total developed area in Ulhasnagar town admeasured 597 hectares and remaining 703 hectares were under nallahs, rivers, low lying lands, hills and the vacant lands. While, the land use survey carried out in 1996 under the preparation of Draft

Regional Development Plan, the town admeasured 1085.3 ha of total developed area and the undeveloped land accounted 248.8 Ha. The comparison of percentage of developed area and the area under different land uses in 1969 and 1996 is shown in tables below.

| Land use | 1969 | | 1996 | |
|--------------------|---------|-------|--------|-------|
| | in Ha | in % | in Ha | in % |
| Developed Area | 597.43 | 45.96 | 1085.2 | 81.34 |
| Area not Developed | 702.73 | 54.06 | 248.8 | 18.65 |
| TOTAL AREA | 1300.16 | | 1334 | |

Source: DP 1969-1991 and RDDP 1996-2016, UMC

The Land use plan has been described well in detail.

2.5 Economy

The table given below shows the **Status of Workforce Participation:**

| Sl.No. | Population | Total | Male | Female |
|--------|------------------|--------|--------|--------|
| 1 | Total Population | 473731 | 251888 | 221843 |
| 2 | Total Workers | 155791 | 136420 | 19371 |
| 3 | Main Workers | 145770 | 129615 | 16155 |
| 4 | Marginal Workers | 10021 | 6805 | 3216 |

Source: Census of India (2001)

Based on the Economic Census of Maharashtra, the total number of enterprises present in 633 block of Ulhasnagar was 28504. And according to 2001 census data there are 155791 workers i.e. 33% of total population. Remaining 317940 are classified as non-workers. Thus from these figures only one can say that Ulhasnagar has a prominent base of trades and business. The total workers are classified into main three categories viz. primary, secondary and tertiary according to nature of employment. Out of the 145770 main workers negligible percentage come under primary sector that includes agriculture and cultivation. Secondary sector and tertiary sector includes 99% of the working population, which shows high rate of Urbanisation.

The above analysis thus shows growth of Ulhasnagar towards the tertiary sector that is 98% of the working population i.e. the fundamental classification of the city is Tertiary. It has been explained well.

Analysis of Existing Physical Infrastructure

A component level assessment of the existing Infrastructure systems in Ulhasnagar has been made to assess their performance as of today and preparedness to meet the requirements for the plan period until year 2031.

2.6 Water Supply

At present the prime source of water for Ulhasnagar is MIDC, which is managed by Maharashtra Jeevan Pradhikaran. As Ulhasnagar Municipal Corporation does not have its own Water Supply sources it purchases water from MIDC (which source raw water from Barwi and Shahad reservoirs). Presently, Ulhasnagar Municipal Corporation in cooperation with MIDC is managing various Water Supply projects.

At present Ulhasnagar receives 112 MLD of water (excluding losses of around 27 %), catering population of 4, 73,731 (2001). According to Indian standards, Water Supply System in Medium size town should be able to supply water to the residents @ 160 lpcd. With this installed capacity, supply including losses comes out to be 163 lpcd, which as per norms is satisfactory for medium sized town like Ulhasnagar. At present Water Supply System in UMC has 100 percent coverage and water is supplied for maximum upto 8 hours and minimum upto 2 hours in a day. The total number of connections in Ulhasnagar town are 54532 out of which 52087, 2312 and 137 are Domestic, Non Domestic and Other Utility connections respectively.

Even though the Water Supply System seems to be efficient on paper, in practice the scenario is different. Some of the major issues emerged in this regard have been explained well in detail

Future water demand for projected population and storage capacity required:

| Year | Population | Gross Demand (MLD) | Gross Supply (MLD) | GAP | Existing storage (ML) | Required Storage (ML) | GAP |
|-------------|-------------------|---------------------------|---------------------------|------------|------------------------------|------------------------------|------------|
| 2007 | 541012 | 114.91 | 120 | -5.09 | 23.54 | 38.30 | 14.76 |
| 2011 | 570483 | 121.17 | 120 | 1.17 | 23.54 | 40.39 | 16.85 |
| 2016 | 618155 | 131.30 | 120 | 11.30 | 23.54 | 43.77 | 20.23 |
| 2021 | 666645 | 141.60 | 120 | 21.60 | 23.54 | 47.20 | 23.66 |
| 2026 | 712636 | 151.36 | 120 | 31.36 | 23.54 | 50.45 | 26.91 |
| 2031 | 751333 | 159.58 | 120 | 39.58 | 23.54 | 53.19 | 29.65 |

Source: Consultants Analysis

There is a need to regulate the supply system in Ulhasnagar through laying distribution lines along the roads and which is able to supply water to each user uniformly. In addition, to compensate the losses due to unaccountable water users, water-metering system should be introduced.

2.7 Sewage System

The Sewage system has been maintained by the UMC. The existing scenario shows that the sewer mains are not connected with collection mains, and thus sewage flowing through the collection mains directly outflows in to the nallah. These nallahs, which joins Ulhas River, carry the sewage and affect the river water quality. This practice has not been proved to be harmful yet but is also not sustainable if looked over a long haul.

Projected Sewerage Generation:

| Year | Population | Sewage Generation (MLD) | Required STP Capacity in (MLD) | Existing STP Capacity in (ML) | GAP |
|------|------------|-------------------------|--------------------------------|-------------------------------|--------|
| 2007 | 541012 | 109.07 | 109.07 | 28 | 81.07 |
| 2011 | 570483 | 115.01 | 115.01 | 28 | 87.01 |
| 2016 | 618155 | 124.62 | 124.62 | 28 | 96.62 |
| 2021 | 666645 | 134.40 | 134.40 | 28 | 106.40 |
| 2026 | 712636 | 143.67 | 143.67 | 28 | 115.67 |
| 2031 | 751333 | 151.47 | 151.47 | 28 | 123.47 |

Source: Consultants Analysis

2.8 Storm Water Drainage

In Ulhasnagar, storm water drains are laid along the roads. Around 60 percent of the Major roads in Ulhasnagar have storm water drains at both sides of the road. Most of the internal roads have storm water drains. In spite of good coverage, water logging is usually observed during monsoon, but the magnitude is less. All the area around nallahas being low-lying was subject to high tide. Although the problem has been explained well, but no solution has been provided.

2.9 Solid Waste Management (SWM)

The assessment of SWM of Ulhasnagar has been done based on government standards and norms. The collection and transportation of Solid Waste is done by a private agency, which charges on daily basis. The hired agency's task is to collect the waste from the collection bins kept at regular interval in Ulhasnagar and carry it to the dumping site. UMC is responsible for collecting domestic waste everyday from house to house.

Projected Solid Waste Scenario:

| Year | Population (Lakhs) | Solid waste generated per person | Total Solid waste generated in MT |
|------|--------------------|----------------------------------|-----------------------------------|
| 2006 | 521619 | 580 gm | 302.54 |
| 2011 | 570483 | 580 gm | 330.88 |
| 2016 | 618155 | 580 gm | 358.53 |
| 2021 | 666645 | 580 gm | 386.65 |
| 2026 | 712636 | 580 gm | 413.33 |
| 2031 | 751333 | 580 gm | 435.77 |

Source: Consultants Analysis

3. Urban Poor

Almost 21 % of the total area of Ulhasnagar has been occupied by the urban poor residing in slums. Around 133 hectares of tenements have been declared as slums. Undeclared slums constitute 156 hectares. The total area under slums is 289 hectares.

The table below shows the **Statistics for Slums in Ulhasnagar:**

| Status | Gross count (parcels) | Net count (pockets) | Area (in hectares) |
|------------------|-----------------------|----------------------|--------------------|
| Declared Slums | 48 | 30 | 133 |
| Undeclared Slums | 91 | 25 large 20 small | 156 |
| Total | 139 | 75 | 289 |

The CDP has explained various state as well as central govt. schemes for the upliftment of urban poor. CDP has mentioned in detail about construction and up gradation of dwelling units with sanitation facilities etc. and the approaches to overcome the problems of urban poverty. Basic services need to be provided to the urban poor residing in slums.

4. Municipal Finance

The finances of UMC have been reviewed for the last five years, commencing from the financial year 2001-02 to 2005-06(actual have been taken into account for analysis purposes). UMC has consistently maintained a revenue surplus of an average 13 % of its revenue income. Revenue Income of UMC has grown to a level of Rs. 9017 lakhs in the FY 2005-06 from Rs. 6531 lakhs in FY 2001-02 registering a CAGR (Compounded Annual Growth Rate) of 8.4 percent, while revenue expenditure increased at a similar CAGR of 7.89 percent.

Financial Status at a glance:

| Items | 2001-02 | 2002-03 | 2003-04 | 2004-05 | 2005-06 | CAGR (%) |
|----------------------------------|-----------------------------|------------|------------|------------|------------|----------|
| | Actuals in Rs. lakhs | | | | | |
| Revenue Account | | | | | | |
| Income | 6531 | 8393 | 8550 | 9095 | 9017 | 8.40 |
| Expenditure | 5718 | 6634 | 8051 | 8224 | 7747 | 7.89 |
| Surplus/Deficit | 813 | 1759 | 500 | 871 | 1269 | |
| Capital Account | | | | | | |
| Receipts | 742 | 352 | 670 | 328 | 291 | (21) |
| Payments | 1556 | 2066 | 1383 | 1271 | 1304 | (4) |
| Surplus/Deficit | (814) | (1714) | (713) | (943) | (1014) | |
| Overall Status incl. O.B. | 407 | 487 | 323 | 282 | 521 | |

Source: UMC Annual Accounts

Source-wise details of Revenue Income & Expenditure, Capital Income& Expenditure have been discussed for this period. There has been an increase in the financial strength of the Corporation.

4. Environmental Management

Ulhasnagar lies in the catchment area of the Ulhas River which opens out into the Arabian sea through the Vasai and Thane Creeks. The Waldhuni Nalah and the

Khemani nalah, which run into the Ulhas River, drain Ulhasnagar. However, these waterbodies have almost become devoid of life forms due to high pollution. Besides, high ground coverage with few open spaces has left Ulhasnagar with limited ecological resources. Hence, conservation of the available resources and promotion of a cleaner, safer environment calls for attention. There is a need for conserving the existing topographical features and reviving the water bodies while at the same time utilizing these resources to the optimum. This is key to sustainable development of the area.

The CDP described about the Environmental Management Plan, which delineates policies for the management and conservation of the city's natural resources and the protection of the citizens from hazards and pollution. It is imperative that this plan be implemented in coordination with the sustainability and environmental management schemes of Mumbai Metropolitan Region.

6. Stakeholder Consultation

The vision for UMC area was formulated by study of existing situation of the city along with the SWOT (Strength Weakness Opportunities Threats) analysis. Also the Stakeholder's participation had a major contribution in developing vision for the city. The various stakeholders also discussed the city's strengths, current issues, concerns, problems, and areas that need to be focused. Representatives were as follows:

A. Public representatives

- Senior citizen
- Mahila Sangathan
- Auto rickshaw / taxi union
- Traders association
- Truck and transport operators
- Industries associations
- Social organizations
- NGO's
- Professors and teachers

B. Representatives from various Authorities

- UMC officials
- Corporators
- Electricity board (MSEB)
- MJP / Jalswaraj
- Police / Traffic Police
- MIDC
- Telephone department

6 Formulating Vision Statement

Ulhasnagar is primarily a residential town, where a considerable part of the population has for decades involved in the manufacturing and trade. These activities have been a considerable part of the local economy and need to be given a significant boost with improved infrastructure. The city as a whole needs an infrastructure upgrade for the betterment of life of its residents. Basic services need to be provided to the urban poor residing in slums.

The Vision for Ulhasnagar is to make a city conducive for trade and commerce, by development of quality infrastructure, better urban management and affording safety and good standard of living to its residents, Improvement in overall public health, safety and environmental hygiene with efficient transportation system and Housing for Urban poor.

7. Financial Operating Plan

The investment capacity of the Ulhasnagar Municipal Corporation has been assessed through a Financial Operating Plan (FOP), which gives a multi-year forecast of finances for a medium term. In line with the phasing of identified investment from 2006-07 to 2011-12, the FOP has been generated for the same period for UMC. A salient feature of the FOP is that all outstanding dues, including debt and non-debt liabilities, have been taken into account. However the financial projections are on much higher side compared to its past five year's performance e.g. the revenue receipts has grown by 8.4 percent during the period of 2001-02 to 2005-06 and has grown by merely 2.4 percent for the period of 2002-03 to 2005-06 whereas the projections have shown a growth of more than twenty five percent for the period of 2005-06 to 2006-07 and onwards. Moreover the receipts of property tax and of water charges have shown a huge jump of 95 percent and 87 percent during 2005-06 to 2006-07.

8. Capital Investment Plan

The UMC receipts are expected to be 2.12 times their current levels by 2011-12 under the projection scenario. The revenue improvement and expenditure control measures, coupled with the availability of grants under the JNNURM / BSUP framework, presents an investment capacity of UMC of Rs. 1223 crores (constant prices) over the next six years against an investment need of Rs. 1254 crores (constant prices)/ Rs. 1640 crores (current prices) by 2011-12. Thus the investment sustenance capacity of UMC is 97.5 percent of identified need. This is also incorporating the condition that under JNNURM and BSUP, UMC will contribute 25% and 10% respectively of grant received to the State Revolving Fund from 3rd year onwards. It may however be noted that UMC would be able to present this investment capacity only if hard-end reforms targeted towards revenue growth are taken up with respect to the property tax and user charges. These are in the form of widening the PT net with regular revision of tax rate and ensuring that maximum numbers of PT assessments also connect to the piped water supply of UMC. Further sewerage charges are also proposed to be introduced and ensuring that at least 90 percent of water connections are also connected to the UGD system in the city.

8.1 Fund Requirement

For the investment identified by 2011-12 of UMC of Rs. 1599.25 crores (constant prices) / Rs. 1223.4 crores (current prices), the funding pattern as worked out in the FOP model is given below:

CIP Funding Pattern

| S.No. | Mode of Funding | Source | Ammount(Rs. Crores) -Current Prices | % of Total Investment |
|--------------|-------------------------------------|------------------|--|------------------------------|
| | Identified Investment till 2011-12 | | 1640.00 | 100% |
| | Sustainable Investment till 2011-12 | | 1599.25 | 97.5% |
| 1 | Grants | JNNURM+BSUP | 1143.67 | - |
| | GOI Grants | JNNURM | 290.93 | 18.0% |
| | GOMH Grants | JNNURM | 124.68 | 8.0% |
| | GOI Grants | BSUP | 384.00 | 24.0% |
| | GOMH Grants | BSUP | 344.05 | 22.0% |
| 2 | Loan | Open Markets/FIs | 292.50 | 18.0% |
| 3 | Own Sources | UMC | 163.06 | 10.0% |

9. Expected Improvements

The following need to be provided in the CDP to improve it:

1. Functional domain of the UMC and the status of incorporation of eighteen functions of the Twelfth Schedule of the Seventy Fourth Constitutional Amendment and institutional arrangements at the city level in the provision of basic services should be incorporated in the CDP especially the problems related to the working of multiple agencies together such as overlapping functional domain etc.
2. Financial projections provided in Financial Operating Plan need to be rechecked because these financial projections are on much higher side compared to its past five year's performance (see section 7 above).