

11<sup>th</sup> May 2023

# Urban Planning in India /2023

**Conference** Compendium

#### **CEPT Conferences**

CEPT Conferences aim to promote knowledge exchange, collaboration, and interdisciplinary research in urban design, planning, and policy and management. By bringing together stakeholders from diverse backgrounds, the conferences facilitate the advancement of sustainable and equitable urban development. The platform provides a forum for unbiased discussions, advances knowledge and new ideas, influences positive change in public policy, exposes students to professionals and policymakers, and offers networking opportunities. CEPT Conferences are dedicated to working towards solutions to India's urban challenges through collaboration and collective action.

The CEPT Conferences are organized by CEPT Research and Development Foundation (CRDF), the research arm of the University, engaged in research projects, advisory assignments and capacity building initiatives aimed at solving critical problems in the built environment and human habitats.

#ceptconferences #urbanplanninginindia

### Contents

- /04 About UPI Conference
- **/05 Presenters**
- /06 Conference Schedule
- /07 Summary of Presentations

# **About UPI Conference**

In the face of rapid urban growth, Indian cities are grappling with numerous challenges. From limited land resources and traffic congestion to inadequate infrastructure and environmental issues, the problems are manifold. These issues are not mere infrastructural shortcomings; they are symptomatic of a deeper problem - lack of organized and comprehensive urban planning and governance mechanisms. Astonishingly, 65% of urban settlements in India lack master plans, emphasizing the gravity of the situation and highlighting the underlying need for strategic urban development initiatives.

Recognizing the urgency of addressing these issues, there is a need for urban planners and practitioners, to discuss and examine the successes, challenges, and opportunities in urban planning over the years so that the lessons learnt can be disseminated and analyzed. These dialogues are essential for a fundamental purpose: to ensure that planning transcends theory and becomes a practical, effective tool for shaping the future of our cities.

In response to this need, the CEPT Centre for Research and Development Foundation (CRDF) and the Centre for Environmental Planning and Technology (CEPT) University organized its first-ever "Urban Planning in India" (UPI) conference. This event is not just a gathering of urban planning professionals and experts; it signifies a crucial step towards a more organized, sustainable urban future.

The UPI conference offers an exceptional platform for planning practitioners to converge, exchange ideas, and delve into practical approaches to urban planning. The knowledge exchanged here is rooted in real-life experiences, where professionals have grappled with tangible challenges while crafting and executing master plans and strategic planning initiatives across the country. The event is a momentous opportunity to reassess and redefine the trajectory of India's urban landscape. By fostering collaboration, showcasing success stories, and championing innovative solutions, this conference aspires to ignite a transformative shift within the realm of urban planning.

# **Presenters**



Mr. Debaraj Kalita Town Planner, GMDA, Guwahati



Mr. Ganesh Ahire Senior Urban Planner, Associate, HCP



Dr. S. Kanchanamala Senior Planner, Master Plan Unit, CMDA, Chennai



Ms. Deepa Dave Deputy Manager and Urban Planner, City Planning Department, AMC, Ahmedabad



Mr. Vishwanath Sista OSD, Land Pooling, Former Member (Planner), HMDA, Hyderabad



Ms. Leenu Sehgal General Manager (Planning & Architecture), NDA, Noida



Mr. Dinkar Samant Development Adviser, Former Chief Architect and Planner, CIDCO Ltd., Maharashtra



Mr. Hiren Daftardar Town Planning Officer, Former Deputy Chief Planner, MCGM, Greater Mumbai



Mr. V K Phatak Former Principal Chief, Town and Country Planning Division, MMRDA, Mumbai

# **Conference Schedule**

8:30 AM - 9:30 AM	Registration			
9:30 AM - 9:45 AM	Introductory remark			
Welcome Address Dr Mona Iyer				
Setting the Context Dr Bimal Patel				
9:45 AM – 11:15 AM	Session 1			
Implementing Regional Plans - Learnings from Mumbai Mr. V K Phatak, Urbanist, Former Principal Chief, Town and Country Planning Division, MMRDA, Mumbai Mumbai Textile Mill Lands Redevelopment Mr. Hiren C. Daftardar, Former Deputy Chief Planner and Town Planning Officer, MCGM, Mumbai				
11:15 AM - 11:45 AM	Tea Break			
11:45 AM - 01:15 PM	Session 2			
Implementation Challenges-Greenfield (Greater Noida) and Brownfield Master Plans (Delhi) Ms. Leenu Sehgal, General Manager (Planning & Architecture), NDA, Noida What No FSI Means - Hyderabad Experience Mr. Vishwanath Sista, OSD, Land Pooling, Former Member (Planner), HMDA, Hyderabad				
01:15 PM - 02:30 PM	Lunch			

#### 02:30 PM - 04:00 PM Session 3

Making of Navi Mumbai: Achievements, Failures and Mitigation Measures

Mr. Dinkar Samant, Development Adviser, Former Chief Architect and Planner, CIDCO, Navi Mumbai

# Master Plan for Chennai Metropolitan Area – Experiences and Future Strategy

Dr. S Kanchanamala, Senior Planner, Master Plan Unit, CMDA, Chennai

04:00 PM - 04:30 PM Tea Break

04:30 PM - 06:0 PM

Session 4

Urban Planning & Implementation of Reforms in Assam Mr. Debaraj Kalita, Town Planner, GMDA, Guwahati

#### Local Area Plan for Redevelopment of Central Business District in Ahmedabad and Learnings from its Implementation

Ms. Deepa Dave, Deputy Manager Urban Planner, City Planning Department, AMC, Ahmedabad, with Mr. Ganesh Ahire, Senior Urban Planner, Associate, HCPDPM

20-25 minute presentations by each speaker, followed by a 15-minute Q&A session



# **Summary of Presentations**

01.	Implementing Regional Plans, Learnings from Mumbai, by Mr. V K Phatak	/08
02.	Redevelopment of Cotton Textile Mills - A Case Of Mumbai, by Mr. Hiren Daftardar	/10
03.	Implementation Challenges, Green Field, Greater Noida, by Ms. Leenu Sehgal	/12
04.	Implementation Challenges, Brown Field, Greater Noida, by Ms. Leenu Sehgal	/14
05.	What no FSI means- Hyderabad Experience, by Mr. Vishwanath Sista	/16
06.	Making of Navi Mumbai: Achievements, Failures and Mitigation Measures, by Mr. Dinkar Samant	/18
07.	Masterplans for Chennai Metropolitan Area- Experiences and Future Strategy, by Dr. S Kanchanamala	/20
08.	Urban Planning And Implementation Of Reforms in Assam, by Mr. Debaraj Kalita	/22
09.	Local Implementation Plan for Redevelopment of CBD in Ahmedabad and Learning from its Implementation, by Mr. Ganesh Ahire and Ms. Deepa Dave	/24

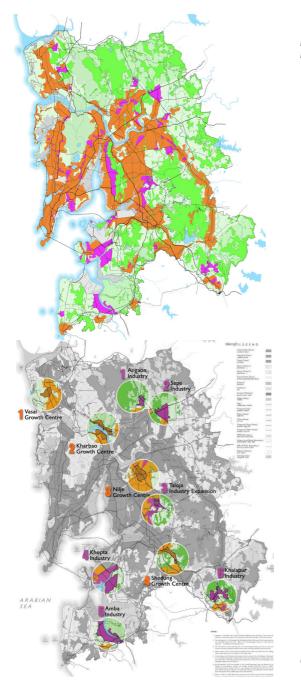
### **Implementing Regional Plans, Learnings from Mumbai,** Mr. V.K Phatak

Mumbai has a history of regional planning, both statutory and non-statutory, spanning several decades. The first non-statutory regional plan released in 1948, set its sights on the expansion of road and rail networks—a vision that continues to unfold today. This groundbreaking plan also foresaw the necessity of dedicated staff for planners and survey teams, although the full implementation of this idea remains a work in progress. Moreover, it underscored the significance of establishing both long-term and short-term goals for the city and introduced the concept of satellite towns. In retrospect, these experiences illuminate the ongoing infrastructure development in Mumbai, including the expansion of road and rail networks and the construction of a new airport. They also underscore the challenges in executing institutional reforms. In 1965, "Planning for Bombay" by Charles Correa, Pravina Mehta, and Shirish Patel challenged the notion of satellite towns, advocating instead for Mumbai's growth along the east-west axis.

Subsequent to the 1954 Bombay Town Planning Act, statutory planning gained momentum, leading to the formulation of the Regional Plan for Mumbai Metropolitan Region (1971-1991) and subsequent iterations (1996-2011). These statutory plans envisioned the development of Navi Mumbai and introduced policies for regulating industrial locations. However, capacity and communication challenges within the local government hindered their effective implementation. Meanwhile, the proliferation of unauthorized developments along railway routes prompted the slum policy, recognizing the need for managed urban growth along these corridors in the city's development

Initiatives such as the 2003 Bombay First McKinsey report and publications like "Region Mumbai" laid the groundwork for funding corporations and entities to transform the city. However, non-statutory approaches fell short, which prompted a fresh approach seen in the Regional Plan for Mumbai Metropolitan Region, 2016-2036. This new strategy recommended designated growth centers and local development plans conducted by local authorities, mirroring the statutory approach adopted by the Ahmedabad Urban Development Authority (AUDA).

Over time, these plans and initiatives that aimed at a sustainable and thriving metropolitan future have significantly shaped Mumbai's present regional planning.



Regional Plan For Mumbai Metropolitan Region, 2016-2036

Growth Centers

## Redevelopment of Cotton Textile Mills - A Case of Mumbai

Mr. Hiren Daftardar

The textile mills in the centre of Mumbai played a vital role in the city's growth during the 19th and 20th centuries. However, due to competition, strikes, and other factors, many mills closed down, makin vast tracts of land available for redevelopment. In response to this, strategic planning interventions were introduced to revitalize the cotton textile mill areas.

The first significant step was the implementation of the Town Planning Scheme (TPS), which designated these areas strictly for industrial use. Yet, as profitability waned and land prices soared, a second development plan (DP) was crafted in 1991. This innovative DP allowed for the conversion of mills into versatile mixed-use developments.

The case studies of Kohinoor Mills and Mumbai Textile Mill (NTC Mill) illustrate the transformation of mill lands into residential apartments and commercial complexes, contributing to changes in the urban form. The emergence of new Central Business Districts (CBD), such as the Bandra Kurla Complex in parallel to the redevelopment of mill lands, has brought about employment generation and increased property prices. The success of this redevelopment journey hinged on the implementation of planning regulations and active engagement with stakeholders. Yet, this progress was not without hurdles. Challenges such as relocating existing tenants, creating cohesive redevelopment layouts, and managing the high costs of land and construction emerged. Mumbai then prioritized sustainable strategies, preserving heritage and emphasizing mixeduse development.

Looking ahead to future development, the city remains focused on vigilantly monitoring the current Development Plan of 2034. This includes identifying vacant plots owned by the BMC and addressing bottlenecks and missing links in the redevelopment process. Simultaneously, efforts are underway to establish an urban planning institute in Mumbai, indicating a commitment to nurturing future urban planners. The overarching goal is to continue promoting sustainable urban development and inclusive planning practices, ensuring Mumbai's growth is not just trans formative but also inclusive and equitable.



Location of Cotton Textile Mills in Mumbai



Transformation of Mill Land into High-Rises

### Implementation Challenges in Greenfield Development Greater Noida

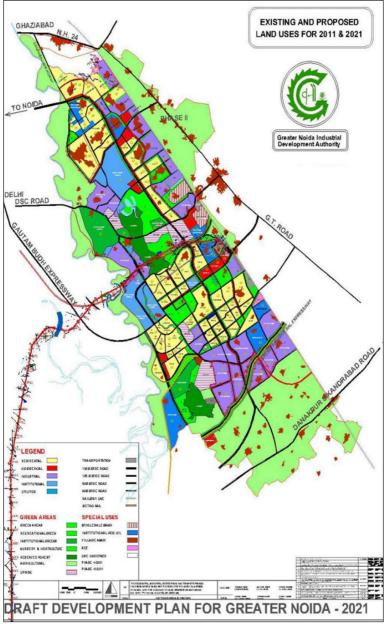
#### Ms. Leenu Seghal

Greater Noida, a greenfield township located in Uttar Pradesh, started developing in 1991. The township was envisioned as a connected hub between Noida and Delhi, with planned highways, expressways, and railway corridors to ensure smooth transportation. In 2001, the planning of expressways commenced, and the first expressway in UP, the Yamuna Expressway, was built, connecting Delhi to Agra and serving as a regional connectivity expressway. The identification of Greater Noida as a township stemmed from the development activities taking place in neighbouring areas. As Noida began to flourish, Ghaziabad witnessed significant growth in buildings, societies, and industrial development. The township was restricted till 2001 due to regional plan constraints and was planned for an area of 5000 hectares. The initial intention was to foster capital labor-intensive industries, as well as large industries.

During the initial development phase, large institutions and markets were established. However, changes in government disrupted the planning process. While strict rules and regulations were in place, the authority tried to maintain transparency. Well-constructed roads and infrastructure significantly impacted land values. The connectivity brought about an increase in Floor Area Ratio (FAR) and led to changes in land use. However, there were no discussions regarding the capital budget, and systems were not effectively implemented.

The IT and real estate sectors experienced a boom during this period, resulting in the increase in FAR from 1.5 to 4 without any analysis. Farmers became active stakeholders, and issues of encroachment by Patwari's tehsildars and BHU mafias emerged. The situation today is challenging, with a lack of appointed planners in the authority. Instead, Project Management Consultants (PMCs) are hired temporarily, leading to a lack of conclusive decision-making and institutional memory. Finally, The 2013-2014 act restricted land acquisition, necessitating the exploration of alternative mechanisms to drive development.

Overcoming these challenges requires a coordinated approach, including effective regional planning, transparent decision-making processes, qualified planners, stable governance, and alternative mechanisms to address land acquisition restrictions.



Draft Development Plan for Greater Noida - 2021

# Implementation Challenges in Brownfield Development, Delhi

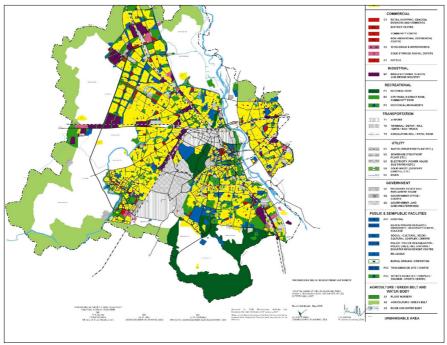
#### Ms. Leenu Seghal

Modern Delhi's planning and development began with architect Lutyens' design of the New Delhi complex in 1931. The Delhi Improvement Trust was set up in 1937, followed by the establishment of the Delhi Development Authority (DDA) and the Delhi Municipal Act after India's independence in 1957. The first master plan for Delhi, drafted in 1962, outlined the city's development. The present Delhi Master Plan 2021, spanning 1483 sqkm, significantly impacts neighboring states such as Uttar Pradesh, Haryana, and Rajasthan.

The National Capital Region Planning Board (NCRPB) was constituted in 1985 with the objective of coordinating the development of the entire NCR region. The DDA is the planning body, while the Municipal Corporation of Delhi (MCD) is responsible for implementation.

The issue of unauthorized colonies and slums, housing 76% of Delhi's population, is a critical concern alongside challenges of air pollution, traffic congestion, water scarcity, climate change, and shortcomings in education and healthcare planning. The rise of these colonies is linked to insufficient monitoring, policy absence, and weak enforcement. Special protection acts are in place to regulate their expansion. However, the planning process, involving coordination among multiple agencies, grapples with challenges such as inadequate land use analysis, disconnected zonal plans, and inadequate monitoring of growth and vacant land parcels. Enforcing the plan remains a significant challenge, leading to the exclusion of significant land parcels from acquisition. This has led to fragmented planning and incomplete transportation networks.

Effective planning and development, whether in greenfield or brownfield townships, necessitates robust monitoring mechanisms. Several Indian cities, like Delhi, suffer from a shortage of urban planners, leading to undue reliance on builder-set bylaws. To tackle these challenges, enforcing planned development guided by urban planners is crucial. Adequate government resources should be allocated for hiring urban planners, economic planners, and transport planners. This investment will ensure comprehensive, wellcoordinated planning vital to fostering sustainable urban growth and improving the overall quality of life for residents.



Delhi Master Plan 2021



Growth of Unauthorized Colonies



Severe Traffic Congestion

### What no FSI Means- The Hyderabad Experience

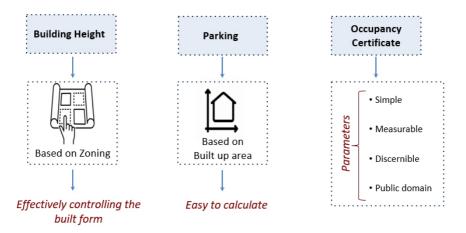
#### Mr. Vishwanath Sista

The absence of Floor Space Index (FSI) reulation in the building rules of Hyderabad is a significant departure from the traditional approach to building regulations in India. Building by-laws serve as a cornerstone of modern planning, emphasizing public safety and health. The introduction of FSI and plot coverage regulations in Mumbai during the 1960s brought complexity to building activities and changed the dimension of building control. Setbacks, height limitations, and density controls were initially introduced to ensure health, safety, and access to natural light. However, these parameters often result in restrictions on the extent of construction allowed.

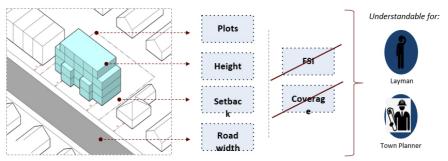
Balancing health, safety, and infrastructure concerns while optimizing the built-up area requires collaboration among various professions, including town planning, architecture, and structural engineering. Hyderabad engaged in this process and opted to eliminate FSI regulations in 2004.

The new regulations offer design flexibility, promote optimal land utilization, reduce violations, and establish unified guidelines for plots, heights, setbacks, and road widths without imposing FSI or coverage restrictions. Unlike FSI control, which struggled with monitoring unauthorized constructions and failed to address traffic congestion and density issues, Hyderabad, together with cities like Vizag, has adopted height controls. Hyderabad's decision to eliminate FSI opened doors for builders and fueled rapid growth. Initially challenged by resistance from large-scale builders, these regulations found favor among smaller-scale builders. The success of Hyderabad's model has led to its expansion to other cities in Andhra Pradesh and Telangana, reshaping the landscape of building regulations and encouraging innovative, adaptable approaches to urban development.

Hyderabad's move to abolish FSI regulations has streamlined the construction process, effectively curbing unauthorized constructions. Rigorous enforcement of parking, height, and setback regulations, alongside a 10% mortgage charge to the municipal authority, has significantly improved control measures. This transition exemplifies the effective management of cities without solely depending on FSI, highlighting the significance of flexible and comprehensive urban planning regulations.



Hyderabad Revised Common Building Rules, 2006 - Simple & rationalized



Hyderabad Revised Common Building Rules, 2006 - Simple & rationalized

### Making of Navi Mumbai: Achievements, Failures and Mitigation Measures

Mr. Dinkar Samant

The transformation of Navi Mumbai began with the formulation of the 1973 Development Plan, meticulously designed to create nodes along the MRT system and in proximity to the JNPT industrial area. The City and Industrial Development Corporation of Maharashtra (CIDCO) played a pivotal role in planning, land acquisition, and rehabilitation efforts. Since 1987, CIDCO has strategically collaborated with private consultants, introducing new technologies in prominent projects such as Seawoods Estate and Spaghetti Kharghar. Collaborations with the railway system resulted in the establishment of IT office parks in Vashi and Belapur, showcasing innovative and progressive development strategies.

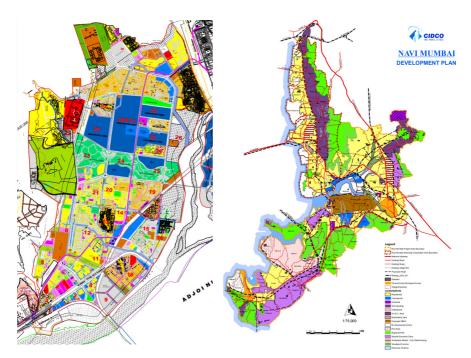
CIDCO's commitment to quality is evident through its emphasis on stormwater drainage, development of crucial roads such as Palm Beach Road, and innovative initiatives like the Water Transport Terminal at Nerul. The careful division of land plots accommodated schools, religious sites, healthcare centers, and residential areas. CIDCO's endeavors have facilitated the construction of over 1,22,000 houses for Economically Weaker Sections (EWS) and Low-Income Groups (LIG), alongside the allocation of sizable land plots to institutions such as the Reserve Bank of India (RBI).

Navi Mumbai encountered challenges despite its successes. Special Economic Zones (SEZs) progressed slowly, leaving vast land portions undeveloped. Encroachments disrupted planned regional park zones, while concerns regarding pollution, limited parking, and underutilized waterfronts emerged. Hurdles in power dynamics among planners and bureaucrats, absence of public representation, and frequent changes in lleadership positions hinder efficient governance. Addressing these issues requires proactive measures and improved governance, including establishing a central government committee to oversee all development authorities and initiate policy-level changes. Navi Mumbai is a model for successful land rehabilitation, infrastructure investment, and strategic partnerships. However challenges like SEZ development, encroachment, pollution, and inadequate infrastructure still need to be addressed. By implementing effective measures and enhancing stakeholder coordination, Navi Mumbai can thrive and inspire other planned cities worldwide!









Kharghar node master plan by Dr. B.V.Doshi – 1989-90 Navi Mumbai Development Plan by CIDCO

### Masterplans for Chennai Metropolitan Area-Experiences and Future strategy

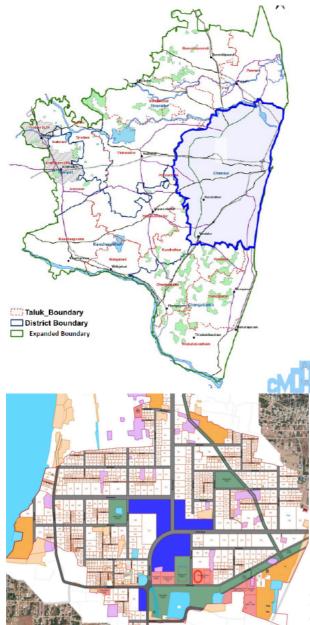
by Dr. S Kanchanamala

The Chennai Metropolitan Development Authority (CMDA) was instituted in 1972 to manage urbanization in the Chennai Corporation area and its adjacent suburbs. It was entrusted with the task of formulating master plans and detailed development plans for the region. The initial master plan, drafted in 1975 and sanctioned by 1976, aimed to alleviate congestion in the core area by proposing the development of satellite towns. Decentralizing the Central Business District (CBD) was pivotal, involving the relocation of truck and bus terminals. The subsequent master plan emphasized fostering compact and mixed development. Plans included three ring roads, in addition to setting up truck terminals in Madhavaram and Manjambakkam. Noteworthy advancements were witnessed in transportation infrastructure, including the implementation of the Mass Rapid Transit System (MRTS) and the construction of the Metro Rail. Furthermore, the government's emphasis on the IT sector prompted incentives for the development of IT corridors.

However, the CMDA is presently facing several challenges, encompassing sporadic development, inadequate public transport, encroachment on water bodies, flood risks, pollution, heat islands, insufficient infrastructure, and a lack of organized public spaces and communal facilities. To address these pressing issues, the CMDA is undertaking a comprehensive and integrated approach. This includes urban planning strategies such as densification through Transferable Development Rights (TDR) and the revitalization of historical areas like George Town. The Land Pooling Area Development Scheme (LPADS) aims to establish centralized disaster management units, horticulture parks, and logistic parks along the ring road by utilizing land pooling. Additionally, the proposed third master plan incorporates provisions for Transit-Oriented Development (TOD), grid road systems, form-based codes, and initiatives focused on climate resilience.

The development of the third master plan is currently underway. Ongoing studies, in collaboration with the World Bank, are being conducted for visioning exercises and public participation. Comprehensive research on pipeline infrastructure, flood control plans, and capacity building is also in progress. The budget for 2022-2023 includes initiatives aimed at enhancing the capacity of CMDA by hiring 30 new planners and collaborating with educational institutions, international organizations, consultants, and knowledge partners.

Jurisdiction of Chennai Metropolitan Area



Land Pooling Scheme in South Chennai covering 740 Acres of land is underway.

### **Urban Planning Reforms and Implementation in Assam** Mr. Debaraj Kalita

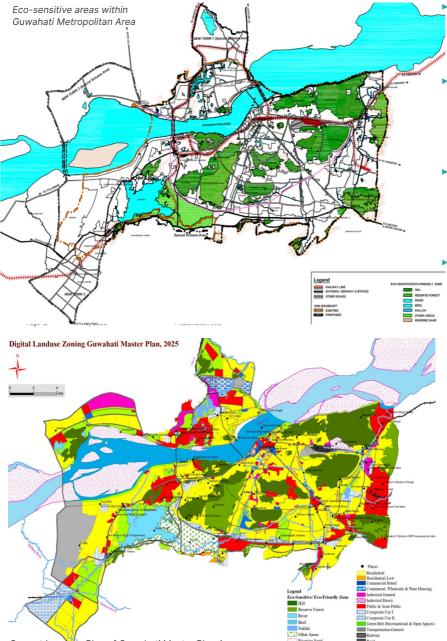
Assam has faced challenges in implementing urban activities and reforms, but efforts are underway to bridge the gap and improve urban governance. The state has four towns with a population exceeding one lakh, namely Guwahati, Silchar, Nagaon, and Dibrugarh. However, there are significant disparities between the urban development levels in Guwahati and other towns.

The state has implemented several urban development schemes, including the Integrated Development of Small and Medium Towns (IDSMT), Energy Infrastructure Upgradation Project (EIUA), and Urban Basic Services (UBS) under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Assam has implemented measures to strengthen urban governance, including the introduction of municipal cadres and initiatives such as online licensing and property tax assessment. Online building permissions have been introduced to streamline the process and improve transparency.

However, the state encounters several challenges in formulating and executing master plans. Presently, GIS-based master plans have been established for 35 towns, and 43 draft master plans have been notified. The ongoing preparation of master plans for 24 towns is in progress. Nevertheless, streamlining land surveys and obtaining revenue records data remains a significant obstacle. Moreover, the lack of an effective enforcement mechanism hinders the implementation of regulations and guidelines.

The complexity of urban planning is amplified by the presence of numerous water bodies and eco-sensitive areas. To address this, the state has initiated projects such as the Sponge City Plan, focusing on enhancing retention capacity, diverting the Bahini river, and conducting bioremediation of the Silsako Beel, a vast wetland. There is a growing integration of climate change considerations in urban planning. Furthermore, the state is implementing Transit-Oriented Development (TOD) policies and is engaged in developing Local Area Plans (LAP) and Town Planning Schemes (TPS) with the CEPT Research and Development Foundation (CRDF-CEPT) acting as the key institute for Guwahati City.

Notwithstanding the challenges, Assam remains steadfast in its commitment to achieving sustainable and inclusive urban development, ultimately aiming to enhance the quality of life for its residents.



Current Landuse Plan of Guwahati Master Plan Area

# Local Area Plan for Redevelopment of CBD in Ahmedabad; Learning from its Implementation

Mr. Ganesh Ahire and Ms. Deepa Dave

India's urbanization and increasing prosperity have led to a growing population in towns and cities. As a result, there is a higher demand for floor space, which necessitates redevelopment in already built-up areas coupled with investments in public spaces an infrastructure. The redevelopment plan for the Central Business District (CBD) aims to establish a framework for future area redevelopment while maximizing land usage for public open spaces and accommodating infrastructure upgrades. The plan is guided by four crucial factors. Firstly, the impracticality of forcibly acquiring land for street widening and new streets post-development is acknowledged. Secondly, there is an emphasis on minimizing privately owned underutilized land and maximizing the utilization of land for public open spaces. Thirdly, establishing a robust street network that allows for future changes in use and additional floor space is considered fundamental. Lastly, once the land under streets is in the public domain, gradual development of urban infrastructure over time becomes feasible. The plan also raises the Floor Space Index (FSI) limit to three times its current value, facilitating the gradual establishment of a high-density, mixed-use district over time. Additionally, it introduces regulations to achieve a uniform built form connected by a pedestrian-oriented arcade front.

The proposal encountered objections regarding the long-term vision for the CBD and the transformation of private residential streets into mixed-use areas, with concerns centering around potential compromises in safety and privacy. Additionally, institutional landowners expressed apprehensions about the redevelopment, and developers hesitated to allocate land for public use in exchange for additional FSI. Addressing these concerns necessitated a consultation and negotiation process involving various stakeholders, aimed at highlighting the plan's benefits, while also attentively listening to and addressing their apprehensions.

Aditional Lessons emerged after the first few buildings were constructed. Maintaining consistent regulations like arcades and build-to-lines proved challenging, needing more detailed consideration. The absence of a monitoring mechanism resulted in developers misinterpreting regulations. The Local Area Plan for CBD served as an initial step in creating a planning framework for the systematic redevelopment of inner-city areas. Continued efforts are essential to refine and ensure the successful implementation of this plan.

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		CONTRACTOR DE	Existing	Future
		Max Permissible FSI	1.8	5.4
	and and a start	Consumed Gross FSI	1.00	4.21
		Total Built Floor Space (sq. m)	12,75,000	52,65,000
	A STATISTICS	Public Domain (Streets)	22%	40%
		Building Footprints (sq. m)	25%	50%
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Visualizing the future of CBD after a couple of decades



Visualizing the Process of Redevelopment



Initial Plan: Continuous Arcade Pedestrian Friendly Walkway



Presently in Absence Of Regulation For Arcade, Raised Plinth/Arcade Are Developed On Site







www.crdf.org.in

CEPT Research and Development Foundation CEPT University Kasturbhai Lalbhai Campus University Road, Navrangpura Ahmedabad-380009 Gujarat, India