



Resettlement and Rehabilitation Policy for Mumbai Urban Transport Project (MUTP)

MARCH 1997
(as amended in December 2000)

GOVERNMENT OF MAHARASHTRA
Housing and Special Assistance Department
Mantralaya, Mumbai-400 052.





Policy for Resettlement and Rehabilitation of persons affected by Mumbai Urban Transport Project.

GOVERNMENT OF MAHARASHTRA

Housing and Special Assistance Department
Resolution No. Prakalpa 1700/CR 31/Slum 2,
Mantralaya, Mumbai 400 032

Dated the 12th December, 2000

Read : Government Resolution, Housing and Special Assistance Department, No. MIS 1094/CR 558/Slum 2, dated 12th March 1997.

1. Resolution :

Government of Maharashtra has decided to take up "Mumbai Urban Transport Project" (MUTP) with a view to bringing about improvements in traffic and transportation situation in the Mumbai Metropolitan Region (MMR). Efforts are being made to obtain financial assistance for this project from the World Bank. The schemes under MUTP include roads, Road Over Bridges (ROBs), traffic management schemes as well as various rail projects. The various schemes under MUTP would affect a substantial number of households, business activities and structures, which will have to be relocated. Resettlement of project affected persons, according to the World Bank operational directives, is required to be an integral part of World Bank financed projects. Preliminary estimate indicates that approximately 25,000 to 30,000 families will have to be relocated due to MUTP. Government of Maharashtra appointed a Task Force, in February, 1995 under the Chairmanship of Shri D. M. Sukthankar, former Chief Secretary, to prepare a framework for Resettlement and Rehabilitation (R & R) Policy and to assist the Government in determining the institutional arrangements and implementation strategies for R & R. The Task Force submitted its report to the Government after a detailed study of the households, business activities and structures likely to be affected by MUTP. Based on the recommendations of the Task Force, orders

prevailing for R & R of persons affected by the projects in rural areas, the legal provisions and a series of discussions with the World Bank missions a revised R & R Policy was submitted to the Government for approval. Accordingly the following Resettlement & Rehabilitation Policy has been formulated.

2. Applicability of the Policy :

The following R & R policy shall be applicable to all the sub-projects described in the Borrower's Project Implementation Plan (BPIP) for the MUTP and also the sub-projects identified for inclusion in the subsequent phases of MUTP. Resettlement Action Plans (RAP) and Community Environmental Management Plans (CEMP) will be prepared for each subproject involving resettlers in accordance with this Policy.

3. Objectives :

- (a) To minimise the resettlement by exploring all viable alternative project designs, and to prioritise various elements of the project by treating this as one of the important considerations,
- (b) Where displacement is unavoidable, to develop and execute resettlement plans in such a manner that displaced persons are compensated for their losses at replacement cost just prior to the actual move, displaced persons are assisted in their move and supported during the transition period in the resettlement site and displaced persons are assisted in improving or at least restoring their former living standards, income earning capacity and production levels; and to pay particular attention to the needs of poor resettlers in this regard,
- (c) To accord formal housing rights to the PAPs at the resettlement site. Such rights shall be in the form of leasehold rights of the land to the co-operative society of the PAPs and occupancy rights of built floor space to the members of the society. The membership of the co-operative society and the occupancy rights will be jointly awarded to the spouses of the PAP household. The documents in this respect will be the leasehold agreement with the co-operative society, which will include a list of its members and description of dwelling unit allotted to each member. The members of the co-operative society will receive a share certificate signifying the membership of the society.

- (d) To develop and implement the details of the resettlement programme through active community participation by establishing links with the community based organisations; and
- (e) To make efforts to retain existing community network in the resettlement area, wherever this is not feasible to make efforts to integrate the resettled population with the host community, and to minimise the adverse impact, if any, on the host community.

4. Categories of Project Affected Structures :

Project affected structures shall be categorised by referring to ownership, land use and type of construction.

Ownership :

- Land and building owned by the same person,
- Land owned by one person and building owned by the lessees,
- Land and building both leased to lessee,
- Land and building occupied by statutory tenants with owner occupant or where owner is a absentee
- Land occupied by squatters without any legal title. Category of squatters includes - non-resident structure owners, resident structure owners and tenants.

Land use :

- Land used for farming, horticulture etc.
- Land used for open uses such as storage, vehicle repairing etc.
- Structure used for residential purposes
- Structure used for shop-cum-residence
- Structure used for shop
- Structure used for workshop, factory etc.
- Structure used for schools, balwadis, community activities, religious purposes, medical and health facilities, gymnasium etc.

Type of structures :

- Multi-storeyed RCC structures,
- RCC or Steel frame structures in slum,
- Ground storeyed structures with RCC slab or tile or AC sheet or GI sheet roof,
- Ground storeyed structures/hutment in slums.

5. Definition of Project Affected Persons (PAP) :

Project Affected Person includes households, business units including their workers and owners of assets like land and buildings affected by MUTP shall be considered as PAPs and may include; non-resident land owners (including farmers and horticulturist); non-resident lessees; resident landlord (including farmers and horticulturists); resident lesseeresident lessees, tenants or sub-tenants of buildings; squatters (non-resident structure owners, resident structure owners, tenants); pavement dwellers. Household for this purpose means all the males/females, their family members and relatives staying in a house/tenement/hut.

6. Eligibility of Project Affected Persons (PAPs) for R & R :

- (a) All legitimate occupants of land and building affected by MUTP up to the time of actual resettlement will be eligible for the benefit of R & R Policy. However, PAPs who are squatters and not the legitimate occupants of land or buildings shall be eligible for R & R only if enumerated during the baseline survey. The date of completion of baseline survey shall, therefore, be the cut-off date. While preparing the Resettlement Action Plan (RAP) the baseline survey will be updated if the gap between the baseline survey and the RAP is more than one year. Any new unauthorised structures or additions to existing structures carried out after the cut-off date and their occupants will not be eligible for R & R.

Similarly, the occupants of a structure except legal heir who have acquired the structures after the cut off date shall not be eligible for the benefits of Resettlement and Rehabilitation. However, member added to the eligible households by way of birth and marriage after the cut-off date will be

considered eligible for R & R. For this purpose, the baseline survey will create a detailed data base available with both the R & R Agency and the affected community. The significance of the cut-off date will also be explained to the community.

- (b) PAPs who do not wish to participate in the RAP prepared in the manner as laid down in this policy will not be eligible for rehabilitation and will have to vacate the occupied space on their own.
- (c) Aerial photographs if available and visual documentation carried out during baseline surveys will help identify squatters entering the area after the baseline surveys. These squatters shall not be entitled for any R & R benefits. Motivating and strengthening of Community Based Organisations (CBOs) during the baseline survey will be attempted to help prevent further encroachment after baseline survey. R & R activities and MUTP project execution schedule shall be closely co-ordinated to minimise the time between site clearance and commencements of civil works so as to prevent further encroachment. Implementing agencies shall protect the cleared sites by appointing watch and ward staff. Even with these measures, if encroachment takes place, eviction will be resorted to.

7. Selection of Resettlement Site :

The site for resettlement shall be selected out of the feasible options in consultation with the affected community as a part of the RAP preparation. The principal criteria for site selection shall include access to employment opportunities, infrastructure and social services. Environmental assessment of the resettlement site shall be carried out as part of the preparation of CEMP.

8. Land acquisition :

- (a) For acquisition of land for the project, landowners and lessees shall be compensated as per the provisions of the Land Acquisition Act, 1894 (LA Act). The facility of Transferable Development Rights (TDRs) will be available as an alternative to compensation under the LA Act, in accordance with the Development Control Regulations (DCRs) for Greater Mumbai 1991 as amended from time to time and being in force.

- (b) TDRs will also be available to developers who agree to build and hand over free of cost dwelling units for R & R according to the approved RAP, in accordance with the DCRs more particularly the Urban Development Department Notification dated the 15th October 1997.¹ FSI of 2.5 shall be allowed for construction of tenements, under the above schemes, on the lands reserved for resettlement of PAPs by making appropriate changes in the reservation in the Development Plan. To provide incentive to landowners in residential zones to build dwelling units for the PAPs, an additional FSI of 1.5 may be permitted. 0.75 of this additional FSI shall be used for rehabilitating PAPs free of cost, and the balance FSI of 0.75 may be allowed for free sale.²

9. Resettlement Options :

While preparing RAP following two options may be explored with the community;

- (a) Township option : This will be in the form of a sites and services project developed by the R & R agency (or other public agency) on a green-field site owned by the agency. A fully developed plot of 25 sq. meters shall be allotted one year in advance of the target date of relocation. The agency can use some land for high income housing of non-PAPs and for commercial activities. The agency can sell plots for commercial activities and high-income housing at market price to recover the project cost.

¹ Transfer of Development Right is available as an alternative to compensation under the LA Act 1894. If the landowner whose land is reserved for a public purpose is prepared to surrender such land to free of cost and free of encumbrances to BMC he can opt for receiving TDR equivalent to floor space which he could have constructed had his land not been reserved. In Suburbs where most of the land acquisition is required to be carried out for MUP such floor space (and therefore the TDR will be reckoned at the Floor Space Index (FSI) of 1. These TDRs are saleable in the market and can be used in areas specified in the DCRs. In addition to the TDR given for the land, TDR equivalent to the floor space constructed for the slum dwellers and handed over free of cost for can also be granted. Such floor space is restricted to FSI of 2.5 and consequently TDR available for constructed dwelling units is also restricted to 2.5.

² More particularly as provided for in Urban Development Department Notification dated the 15th October 1997.

- (b) Tenements under Slum Redevelopment (SRD)/Public Housing (PH)/Housing the Dishoused (HD) : A tenement of 20.91 sq.m. in multi-storeyed buildings.
- (c) The entitlement of PAPs in terms of floor space / plot at the resettlement site for the options described in section 9 above will be as stated in Appendix. I

10. Other Amenities :

- (a) For township / sites and services option :

In addition to the developed plot of 25 sq.m., water supply at 90 lpcd, pedestrian pathways according to DCRs, on plot toilet seat and water tap, community facilities like primary school, dispensary, playground, fair price shop as may be required, and site for religious places that existed in the old community.

- (b) For PH / HD and SRD options :

PH / HD and SRD are a part of the Development Plan of Greater Mumbai. The standards of off-site amenities will therefore be according to the Development Plan. The on-site amenities like the recreational open space, Balwadis, water supply, sanitation, pathways and access streets etc. shall be provided according to the standards prescribed in DCR's.³

11. Monetary Supplement to Squatters :

The Project Affected Squatters who opt for Township option, shall be entitled to a monetary supplement that represents the replacement cost of their shelter at the time of baseline survey. For calculating such monetary supplement, Municipal Corporation of Greater Mumbai and the Public Works Department shall determine for various types of construction, a unit cost of replacement based on the rate schedules used by them for construction activities undertaken by them. The monetary supplement shall be disbursed in suitable instalments related to the progress of work of building the structure on the serviced site. However, PAPs that opt for fully built dwelling unit will not be eligible for such monetary supplement.

³ Some of the standards prescribed by the DCRs at present are; recreational open space @ of 15% of the plot area, water supply @ of 135 litres per capita per day, one balwadi of 20.9 sq.m. for every 100 dwelling units and minimum width of pathway is 1.5 m.

12. Compensation for Economic Losses :

Every effort shall be made to relocate the affected households to nearby site and thus avoid cutting access to existing employment and income earning sources.

- (a) If the relocation of workers / employees results in an increase in travel distance to reach the original place of work or new place of work, a lump sum compensation not exceeding twelve quarterly season tickets for such excess distance by suburban railway at the time of resettlement shall be paid to such workers / employees subject to actual verification of extra expenditure incurred.
- (b) If it turns out to be impossible to continue present occupation or where workers / employees / entrepreneurs permanently lose their source of livelihood, because of displacement, a lump sum compensation equivalent to one year's income be given to such workers / employees / entrepreneurs at the rates to be determined by the R & R implementing agency. A valuation committee comprising the representatives of the R & R Agency and the NGO shall assist the R & R Agency in determining the annual income of PAPs.
- (c) Vulnerable households such as women headed households, handicapped and the aged will be extended an additional package of rehabilitation services to help them overcome the difficulties on account of resettlement. This will include preference in allotment of dwelling units on the ground floor for the handicapped and preference in sanctioning of loans from the fund mentioned below. Any further assistance required for vulnerable PAPs will be determined during RAP preparation.
- (d) For those who permanently lose their jobs, the rehabilitation package shall include access to employment information through employment exchange and training facilities. Moreover, community operated fund will be created to provide seed capital and other loans. Community operated fund could be linked with community saving programmes. The fund could be controlled and monitored by the community with the assistance of Non-Governmental Organisation (NGO).

13. Other Benefits :

In addition to the shelter-related rehabilitation described in the Appendix I, cost of shifting will be paid to the PAPs or free transport arrangements be made available to the PAPs for moving to the resettlement site.

14. Planning and Implementation Procedure :

- (a) Based on the baseline survey carried out through close participation of NGOs and CBOs, a list of eligible project affected structures, households, lands, shops and business activities shall be prepared and announced for community endorsement to avoid conflict over subsequent entrants in the project area.
- (b) RAP preparation shall be undertaken with active participation of eligible PAPs. Draft RAP shall include, a statement of objective and policies, an executive summary, and provision for the following :
- organizational responsibilities,
 - community participation and integration with host populations,
 - socioeconomic survey,
 - legal framework,
 - alternative sites and selection,
 - valuation of and compensation for lost assets,
 - land tenure, acquisition, and transfer,
 - access to training, employment, and credit,
 - shelter, infrastructure, and social services,
 - environmental protection and management; and
 - implementation schedule, monitoring, and evaluation.

Cost estimates should be prepared for these activities, and they should be budgeted and scheduled in coordination with the physical works of the main investment project.

- (b) Draft RAP shall be shared with the PAPs, NGOs, CBOs and general public in the area through community meetings and other appropriate media. The views of PAPs will be taken into account in finalising the RAP.⁴

⁴ In case indigenous people are affected by MUTP a separate Indigenous People Development Plan (IPDP) will be prepared along with the RAP in accordance with the World Bank's Operational Directive 4.20.

- (c) In addition, general dissemination of information on R & R policy, specific RAPs and environmental management plan related to MUTP shall also be undertaken in a planned manner. These activities may include organising seminars, bringing out the news items in newspapers, TV, radio, technical and academic journals.
- (d) The RAP prepared in this manner shall be implemented by the agency identified for the purpose.
- (e) "A two-stage resettlement process will be adopted only under emergency circumstances and only if the affected community agrees to move to the transit housing prior to shifting to permanent houses. Prior to shifting people to transit houses the following need to be ensured -
 - (i) the type of accommodation and basic amenities to be provided in the transit camps and a time table for moving to permanent sites are discussed and agreed with the PAPs and
 - (ii) the world Bank will verify the feasibility of the schedules in the time table, particularly whether acquiring permanent sites can be completed within at most two years and that permanent housing can be available before the end of the third year."

15. Redressal of Grievances :

R & R Agency shall designate a senior officer at the local level to consider any grievance of PAPs in consultation with the concerned NGO and give his decision in writing, within a stipulated time period, and also keep a record of such decisions. If the aggrieved PAP is not satisfied with this decision, final appeal, could be made to the Grievance Redressal Committee appointed by the R & R Agency comprising its officials and the representatives of NGOs.

16. Completion of Resettlement Prior to Commencement of Civil Works :

The agreed resettlement activities in transit structures in the case of two stage implementation procedure and in permanent settlements in other cases shall be generally completed prior to commencement of the relevant section of the civil work of the transport project. On completion of resettlement, the site shall be turned over to the concerned transport project-implementing agency.

17. Indirectly Affected PAPs :

The relocation of affected communities and persons may have adverse impact on the community linkages at the old site. In order to minimise such adverse impact appropriate and careful measures need be planned. For this purpose, the affected community be identified based on the social and economic linkages and not purely on the basis of right of way required for the project. If the social and economic linkages are substantially affected⁵, the remaining people, whose proportion should not exceed 20% of the directly affected PAPs. If they desire should be resettled along with the PAPs. However, if the remaining people do not desire to shift, efforts shall be made to provide earlier social and economic facilities at the old site.

18. Host Community :

The relocation of PAPs at the new site may impact two types of host communities. One, resident of the relocation site and the other living in the vicinity of the resettlement site. Resettlement of PAPs will displace the first type of host community and increase the burden on the infrastructure services available to the second type of the host community. The host community that is resident of the relocation site shall be treated as eligible PAPs and shall be extended all the benefits of this policy. In case of the host community in the vicinity of the relocation site, the increased demand of services on account of resettled community, may reduce the quality of life of the host community. In order to avoid or minimise such impacts the RAP will propose augmentation of available services. Such augmentation will be carried out as part of RAP implementation.

19. Modification of Development Plan :

Urban Development Department shall decide, on case to case basis, about the changes to be carried out in the reservation in the Development Plan for lands

⁵ The social and economic linkages shall be considered to be substantially affected when almost all the residents of the affected area had shifted together to the area from the same area of origin, or; some common infrastructure facilities such as, school, dispensary etc. were shared by all the residents, which need to be demolished to clear the site for the project and providing these facilities for the remaining families is not feasible, or; the number of the remaining families is so small that it is not possible for them to stay as a community.

to be acquired and utilised for R & R of PAPs according to the procedure laid down in the Maharashtra Regional and Town Planning Act 1966 (MR & TP Act).⁶

20. Institutional Arrangements :

Institutional arrangements, including interdepartmental oversight committees, the hiring of experts in housing, engineering, social development, land acquisition, legal, environment, PR and other relevant areas and monitoring mechanisms, will be set forth in a separate notification to be issued on institutional arrangements.

21. Restrictions on Transfer / Disposal of Tenements Allotted to the PAPs :

No PAPs shall transfer / dispose of the tenement allotted to him without prior permission of the Government. The procedure followed by Slum Rehabilitation Authority for transfer / disposal of tenements under Slum Rehabilitation Schemes shall mutatis-mutandis be applied in case of transfer / disposal of tenements allotted to the PAPs under this policy.

These orders are issued after obtaining concurrence of the Urban Development Department vide informal reference No. 594 Dated 22/11/2000.

This Government Resolution shall supersede all the previous Government Resolutions on this subject.

By order and in the name of the Governor of Maharashtra,

Sd/-

(R. B. Budhiraja)

Principal Secretary to Government of Maharashtra,

⁶ The procedure for modifying the Development Plan reservation is prescribed in Section 37 of the MR & TP Act 1966. This requires publication of proposed modification for inviting public suggestions and objections, hearing the suggestions and objections and then taking a final decision.

Copy to :

1. Secretary to Hon. Governor,
2. Secretary to Chief Minister,
3. Chief Secretary,
4. Chairman, Railway Board, Rail Bhavan, New Delhi.
5. Private Secretaries to all Ministers and State Ministers,
6. Additional Secretary, Urban Development Department, Government of India.
New Delhi.
7. General Manager, Western Railway, Churchgate, Mumbai
8. General Manager, Central Railway, CST, Mumbai.
9. Managing Director, M.R.V.C. 2nd floor, Churchgate Station Building,
Mumbai 400 020.
10. Metropolitan Commissioner, MMRDA, Bandra Kurla Complex, Mumbai.
11. Secretary to All Department, Mantralaya, Mumbai.
12. Vice President and Chief Executive Officer, MHADA, Mumbai 400 051.
13. Chief Executive Officer, S.R.A., Bandra (East) Mumbai 400 051.
14. Divisional Railway Manager, Western Railway, Mumbai Central, Mumbai.
15. Divisional Railway Manager, Central Railway, CST, Mumbai.
16. Additional Police Commissioner, Traffic Police, Worli, Mumbai.
17. Commissioner, Gr. Mumbai Municipal Corporation, Mumbai.
18. Commissioner, Thane Municipal Corporation.
19. Collector, Mumbai
20. Collector, Mumbai Suburban District, Mumbai.
21. Additional Collector (ENC), Mumbai.
22. Controller, Encroachment, Mumbai.
23. All Officers, Housing and Special Assistance Department, Mantralaya,
Mumbai.
24. Select File.

Appendix - I

SUMMARY OF REHABILITATION MEASURES

Sr. No.	Category of RAP	Legal Compensation	Rehabilitation		
			Monetary Supplement	Type of Shelter related Rehabilitation	Price to be Charged
1.	Non-resident land Owners (Including farmers and horticulturists)	Market value of land and building according to LA Act.	Nil	Nil	
	Non-resident lessees	Apportionment of compensation for the unexpired period of lease according to LA Act.	Nil	Nil	
2.	Resident landlord (land and building) (including farmers and horticulturists)	As in 1 above.	Nil	Cash supplement equivalent to cost of construction of floor space (subject to a max. of 20.91 sq.m) occupied prior to resettlement. OR Floor space equal to self occupied floor area, subject to maximum of 70 sq.m., irrespective of use of floor space	First 20.91 sq.m. of floor space free of cost and at actual cost for the area in excess thereof
	Resident lessee of land and building	Apportionment of compensation for the unexpired period of lease according to LA Act.	Nil	Floor space equal to self occupied floor area, subject to maximum of 70 sq.m., irrespective of use of floor space	First 20.91 sq.m. of floor space free of cost and at actual cost for area in excess thereof.
3.	Resident lessees, tenants or sub-tenants of buildings	Shifting charges according to LA Act.	Nil	Floor space equal to self occupied floor area, subject to a maximum of 70 sq., irrespective of use of floor space.	Free of cost on ownership basis up to 20.91 sq.m. of floor space and at actual cost for area in excess thereof

4.	Squatters				
	Non-Resident structure owners (The status to be established by documentary evidence in	Nil	Replacement cost of lost structure	Nil	
	Resident structure owners	Nil	Replacement cost of lost structure	Township option Plot of 25 sq.m. Plot in excess of 25 sq.m.	Free of cost At cost of excess area.
			Nil	PH/HD/SRD Option : Residential : floor space of 20.91 sq.m. Shops & business <u>Area equivalent to existing area with a maximum of 70 sq.m.</u> Out of which 20.91 sq.m.	Free of cost. Free of cost
				Area in excess of 20.91 sq.m.	At cost for the excess area
	Tenants	Nil	Nil	Township option Plot of 25 sq.m. Plot in excess of 25 sq.m. PH/HD/SRD Option : Residential : floor space of 20.91 sq.m. For shops & business Area equivalent to existing area with a maximum of 70 sq.m. out of which 20.91 sq.m.	Free of cost. At cost for the excess area. Free of cost Free of cost
			Area in excess of 20.91 sq.m.	At cost for the excess area	

5.	Pavement dwellers	Nil	Replacement cost of lost structure Nil	Township option Plot of 25 sq.m. Plot in excess of 25 sq.m. PH/HD/SRD Option : Residential : floor space of 20.91 sq.m. For shops & business: Area equivalent to existing area with a maximum of 70 sq.m. Out of which 20.91 sq.m. Area in excess of 20.91 sq.m.	Free of cost. At cost for the excess area Free of cost. Free of cost At cost for the excess aea.
6.	Employees and entrepreneurs (a) Employees residing in the affected community and working at some other place (b) Non-resident employees (c) Employees and entrepreneurs who permanently lose their source of livelihood	Nil Nil Nil	Amount equivalent to the fare of twelve quarterly season tickets for excess distance by suburban railway. Same as above A lump sum compensation equivalent to one year's income, determined by the R & R Agency's valuation committee.	Nil Nil The rehabilitation package shall include access to employment information through employment exchange, and training facilities for appropriate skills be provided through on going government programs, and credit through community operated fund.	

For further information please contact:

Project Director, MUTP

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