

Inception Report

For

Preparation of Action Plan for conservation
of Heritage precincts in MMR

Submitted to
**Mumbai Metropolitan Region – Heritage
Conservation Society
(MMR- HCS)**

Submitted By
Urban Management Centre
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Chapter 1. About the Project and Introduction

1.1 Introduction

Several hundreds of years of existence under various rulers and their changing influences have, on the one hand given an enormous richness to our cultural heritage and on the other, led us to question constantly what constitutes our roots. These questions continue to throw up a variety of answers, many of which lead to further questions. The process of inquiry into our roots will gradually unfold the various links that the heritage has had with the socio economic fabric of society of any era, and continues to do so even today. (Nimish Patel and Parul Zaveri; Note on deliberations on conservation of heritage of historic settlements of Gujarat; 2005)

Cultural heritage comprises not only of its manmade elements but also in the natural elements of the region. They are so inter-woven with each other in a complex manner that they constitute the Heritage Fabric of the settlement. Natural heritage, which has survived thousands of years and the onslaught of human development particularly in the past century, is one of the most precious inheritance of mankind. It comprises the land and its terrain, the hills, the natural water bodies, the flora and the fauna of the region, the minerals and other finite resources in the region and its wonderful scenic views.

The range of manmade elements is extremely wide as well as complex and they encompass all aspects of the built environment



Deulwadi Sansthan in day



Deulwadi Sansthan at night

including their planning principles, the lakes, *tankas*, *kunds*, & the monuments, the fortification & the gates, the *pols*, *chowks* & streets, the gardens & open spaces, the streets & street façades, all the traditions of arts, crafts, literature and music. Each one of these is not only related to some of the other manmade elements, but is also a direct consequence of the elements of natural heritage

Today majority of the old city centres in Asia are decaying for several reasons. Striking a balance between twin forces of globalization and localism is a challenge for heritage policy and regulatory decision-makers in all jurisdictions. The massive rural-urban migration in many Asian countries has exacerbated pressure for the development of heritage conservation policies which address comprehensive planning and heritage issues at both urban and regional levels.

The personality and character of a city are not formed in a day or even in a decade. These in fact are the result of centuries of growth in the course of which new elements are constantly juxtaposed with older ones. Old buildings and older areas of the city should be looked upon as assets rather than as liabilities because they represent the history of communities, embodying their tradition, heritage and culture through architecture and the urban form.

Every city has its own heritage that should be understood and preserved. This involves understanding of its history, urban

character and its development over the time, building typology and the built environment, architectural styles and elements.

All these factors need to be considered for devising effective heritage management policies for any region. Therefore it is significant that after listing and grading of the heritage buildings, we need a comprehensive action plan in place for heritage conservation, which also includes defining role of all stakeholders-government as well local community. We appreciate that MMRDA has constituted a MMR Heritage Conservation Society for enabling heritage management in the MMR



Changing urban fabric of Uran (Ram Mandir exterior)

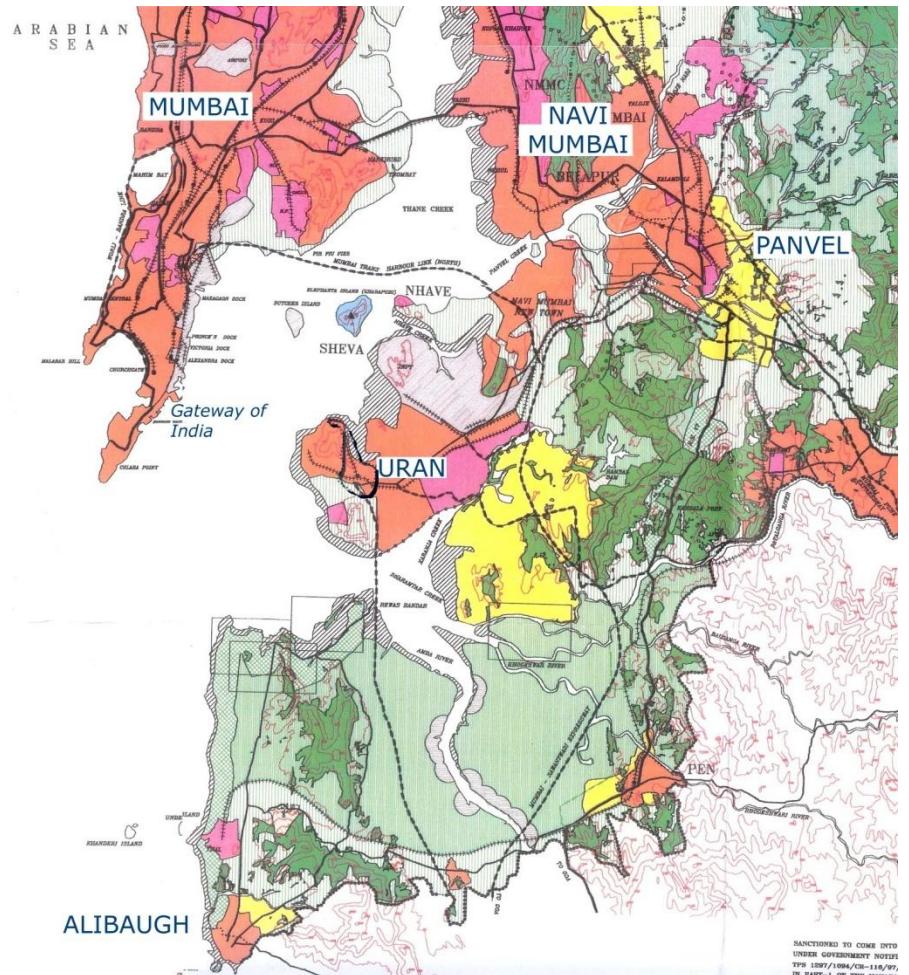
1.2 About the project

Uran is part of the Navi Mumbai city township in the *Raigarh* district near *Panvel* and *Karjat*. It is situated east of Mumbai across the Dharamtar Creek. Uran has developed over time and due to proximity to Mumbai. It is facing increasing urbanisation pressure.

This pressure of urbanization is tearing apart the versatility and culture of the area. The old is giving way to new, which lacks any visual or cultural connection with the context it is placed in. This calls for an urgent need of an action plan to conserve the tangible and non tangible heritage of Uran.

1.3 The objectives of this assignment :

- To evaluate current status and condition of the precinct through detailed documentation and analysis of key issues.
- To identify schematic projects, programmes for conservation of precincts through participation of local communities and stakeholders.
- To formulate financial, institutional and regulatory strategies for project implementation, phasing, operation and maintenance.
- To prepare draft guidelines for conservation of the heritage precinct.



Location of Uran

Chapter 2: Understanding the Deulwadi Precinct ,Uran

2.1: Work undertaken by the UMC team

For understanding the precinct, the team has been mobilised as per the proposal submitted to MMR HCS and two visits have been made.

Reconnaissance survey (5th March '10)

Team : Manvita Baradi, Meghna Phadke Malhotra, Nimish Patel, Jon Bormet.

- Municipal Council, Uran
 - ✓ Discussion with Chief Officer, Chief Engineer.
 - ✓ Met with councilors.
 - ✓ Visit and photo-documentation to Precinct Area.
 - ✓ Met with temple trust priests, local citizens
- Meeting with Mumbai Metropolitan Region – Heritage Conservation Society (MMR-HCS)
 - ✓ Collected information of previous work done; Agreement signed

Detail Reconnaissance Survey (30-31st March '10)

Team: Kirandeep Kaur, Anuj Malhotra, Dhara Parikh

- Municipal Council, Uran
 - ✓ Discussion with councilors & Chief engineer.
 - ✓ Visit to Precinct Area.; met local community.
 - ✓ Meeting with MMR-HCS

Name of Local Stakeholders	Contact number
Mr. Hari Krishna Yelgatte, Chief Officer, Uran Municipal Council	9969549091 02227222320
Mr. Kamle, Chief Engineer, Uran Municipal Council	9323859540 02227222320
Mr. Suresh Narwekar, Councilor , Uran Municipal Council	9594255258 02227222320
Mr. Zayed Noor Mullah, Councilor, Uran Municipal Council	9820038673 02227222320
Mr. Santosh Pawar, Uran Municipal Council	0989284527 02227222320
Ms. Nahida Irfaan Thakur, Chairman, Construction Comitee.	9969404424 02227222320
Ms. Vaishali Sunil Banda Karya adyaksh, Uran Municipal Council	02227222320
Ms. Vasanti S. Thakur, Historian, Uran	-----
Mr. Tansukh P. Jain, Architect	9320556641
Mr. Raju Gupta, Shop Owner	-----
Mahendra Muladan, Resident	9819280143



2.2 History of Uran

Uran was originally an island earlier and has been referred to as "*Uran Bet*" and also as "*Karanja Bet*" (*bet* means island). Uran has seen the rule of many dynasties. The *Mauryas*, *Chalukyas*, *Yadavs*, *Shilahars*, *Nagarshahs*, Portuguese, *Marathas* and British have ruled over Uran through the centuries.

The *Shilahar* Dynasty reigned the region from year 810-1260 AD and their reign included important towns like *Sajana*, *Thane*, *Chaulkonad*, *Soparnale*, *Chemuki* and *Uran*. The Portuguese ruled over *Uran Karanja* island between 1530-1740 AD during which they built a fort at Uran which had 15-25 feet tall walls.

A few remains of the wall can be still seen near *Uran Kot Naka*. The church at Uran was also built by the Portuguese and still is seen , with modifications done in 2006. Shivaji, the great Maratha ruler, belonged to Raigarh district. After the Portuguese rule, *Karanja-Uran bet* fell to the hands of the *Marathas* in 1737 AD and later to the British in 1774 AD.

The *Jami Masjid* was built in 1750. The town of Uran has many ancient temples. The real name of goddess *Urnawati* after which the town gets its name is *Ramen* . Adjacent to her temple is a temple dedicated to Goddess *Sheetladevi*. The *Sangameshwar Mahadeo* temple was built by a Subedar named Ramji Mahadev in 1860-72 AD.

Near to that are the temples dedicated to *Vithoba* and *Shankar Parvati* and *Balaji*. There are anecdotes that the idol of *Balaji* was found in a pond near *Vinayak* village by Vitthaladas Ramji who then built a temple at Uran. The *Datta Mandir* was built by Mangaldas Baigari in the year 1926. The municipality at Uran was established on 1st March 1867 and the area under Uran, *Karanja* and *Mora* were included under the jurisdiction of Uran.



Dispensary building at Uran–Mora Road

2.3 Origin & Growth

Uran as we see it today originated as a small fishing village. The main occupation of the people in Uran is fishing. A large part of the fish production of Mumbai comes from the fisherman of Uran residing in the villages of *Karanja* and *Mora*. The second major occupation of the people in Uran is farming.

Uran was earlier a *Taluka*, but on 1st March 1867, it was converted into a C-Class Municipal Council. There has been a rapid growth in the population in the last 10–15 years. As per 2001 India census, Uran had a population of 23,254 people of which males constitute 53% of the population and females 47%. The population of Uran is estimated today at 35-40000.

"A floating population of 5,000 is normal, but during the *Datta Jayanti* festival in December it can go up to one lakh"-as noted by Municipal Councillor –Shri Narvekar.

A notable change in the occupation profile of the populace is being observed. Earlier the occupation of most of the people in uran was fishing or agriculture or salt production; now 20- 25% of the population is in the service sector- working for ONGC, JNPT and other units that have come up in and around Uran. There is an upward trend in the over all quality of life. The economic base is also observing a steady shift from agrarian to service oriented.



A traditional house in Uran

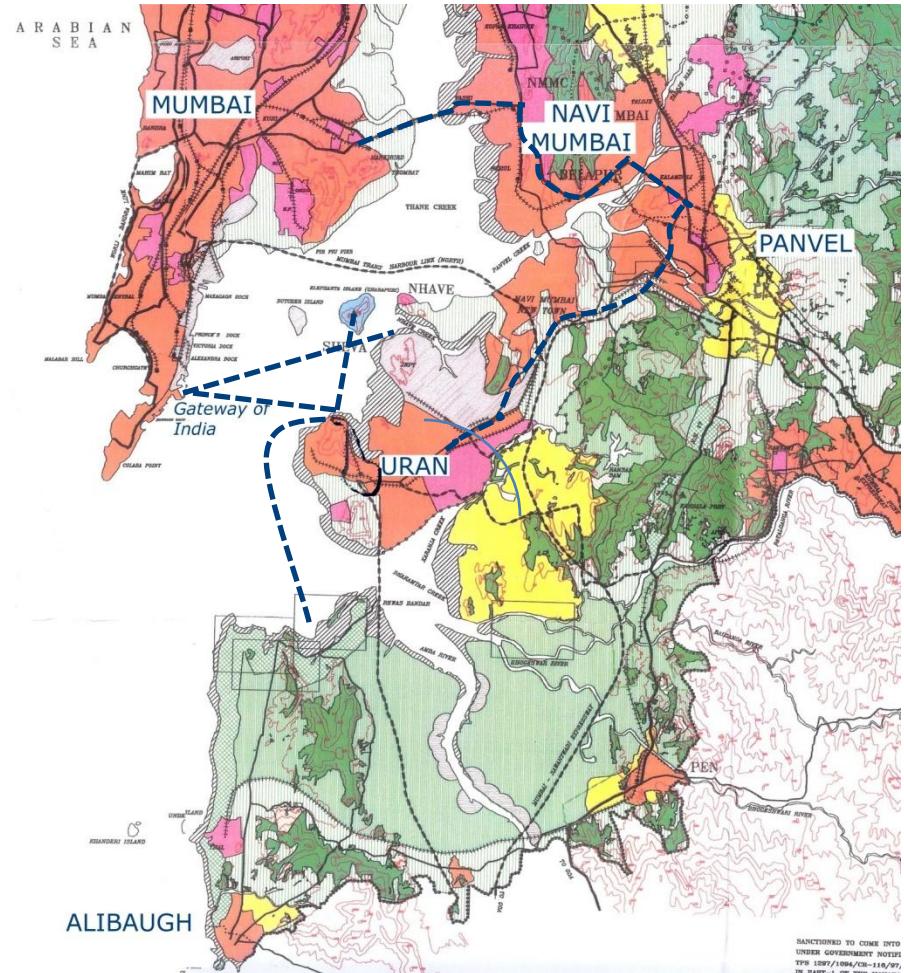
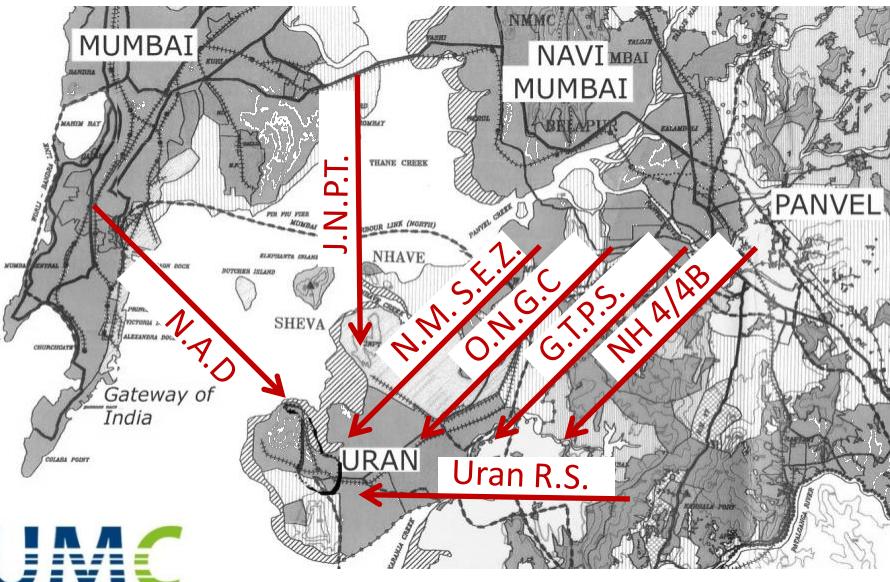


A newly built house in Uran

2.4 Context with respect to region.

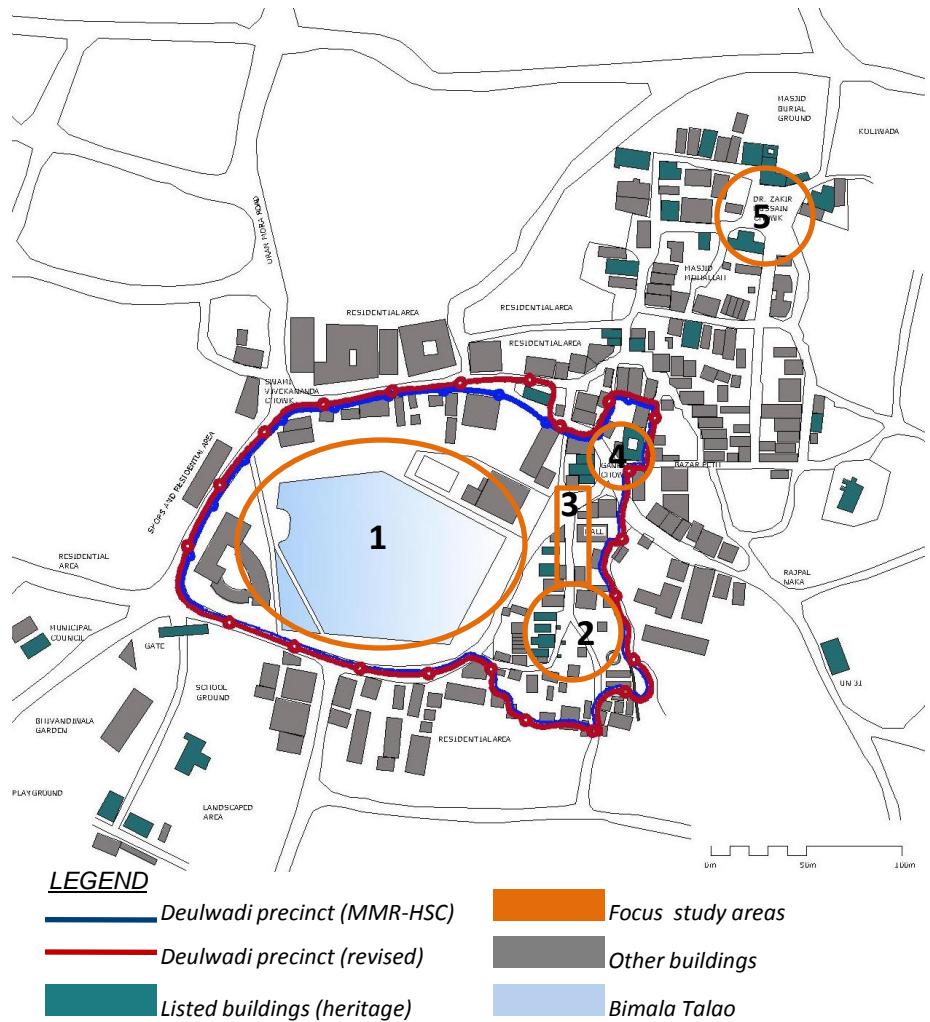
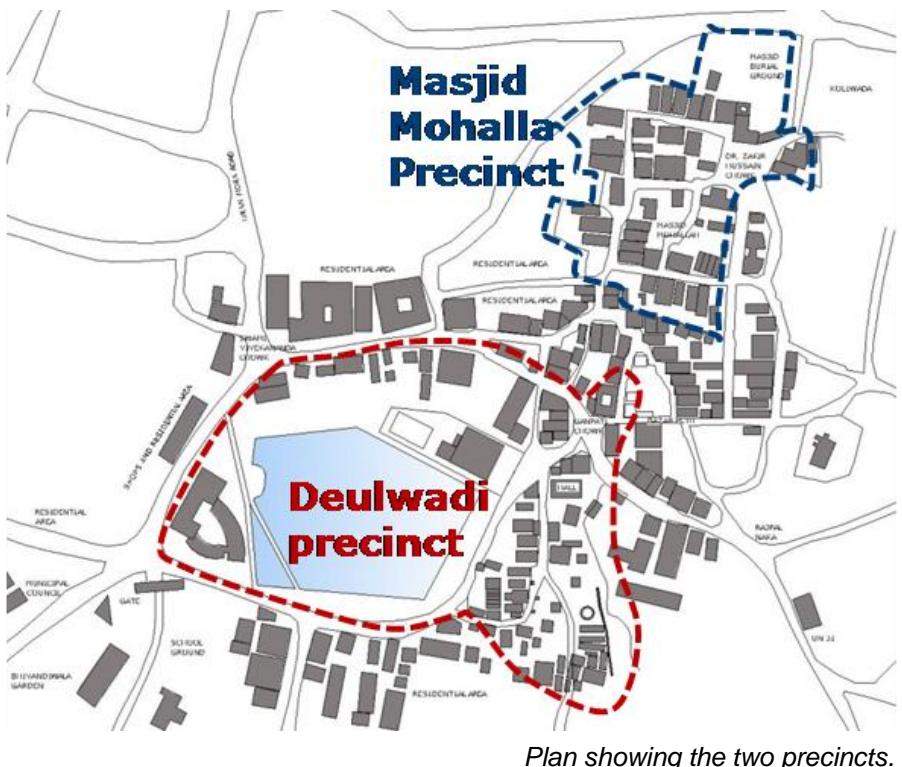
The new projects that have come up/have been proposed around Uran and which affect the character of Uran are:

- Navi Mumbai SEZ.
- Uran Gas Turbine Power Station (GTPS), Maharashtra State Electricity Board.
- Naval Armament Depot Near Mora Gaon.
- O.N.G.C.
- Jawaharlal Nehru Port Trust. : Proposed expansion & JNPT-Delhi freight corridor.
- 6/8 lane creation of the NH4
- Passenger services to begin at Uran Railway Station.



2.5 The Precinct.

The study area is the Deulwadi precinct, which consists of the Deulwadi sansthan, Ganesh Mandir Chowk and Bimala talao, with a revision, adding building UN32 (as per UDRI list) to it. Additionally the Masjid Mohalla area would also be understood for preparation of guidelines. Refer to Annexure 1 for the comparative list of buildings listed in previous study and Annexure 2 for suggested elements/buildings for documentation by UMC.



Revised Deulwadi precinct to include Government dispensary (UN 32)

2.6 Understanding of built fabric.

Work preceding this report

- Research done by MMR-HCS to identify heritage areas in M.M.R.
- 45 buildings were listed as heritage buildings, which was revised later to 24 buildings by Municipal Council, Uran.

Google timeline observations

- In **2002**, as seen in Google image, the Bimala talao did not have hard edges. A lot of buildings were in the traditional Konkani style, which is described by wooden structure with brick infill walls plastered with lime. A lot of green cover can be seen.
- In **2003**, hard edges and land reclamation can be seen for Bimala talao. A general loss of green cover is seen. A few buildings change into a non-congruent style of R.C.C. frame structure, with brick infill walls plastered with cement.
- In **2004**, a few more buildings in non congruent style can be seen.
- In **2005**, a new building (gymnasium) on the reclaimed land can be seen.
- In **2009**, a lot more buildings in non congruent style can be seen. The native school has expanded , an additional storey can be observed. A generic loss of green cover is observed throughout.



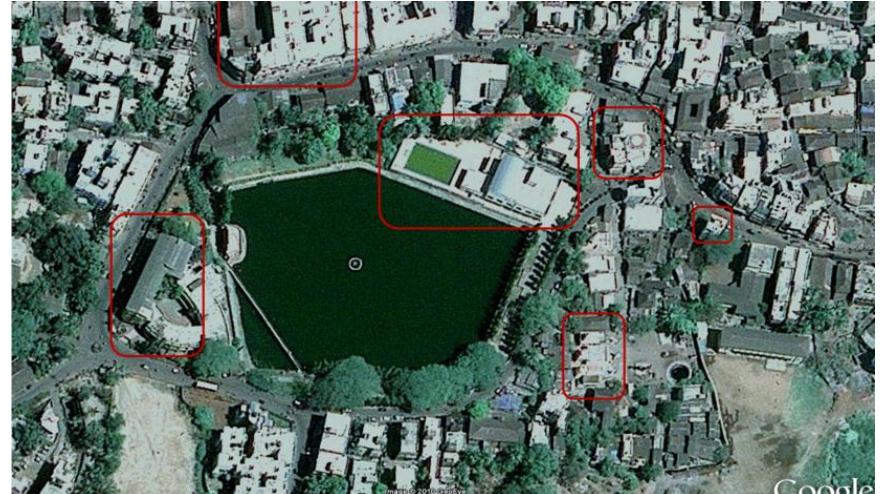
Google image : 20th April 2002



Google image : 15th Feb 2003



Google image : 30th March 2004



Google image : 23 Mar. 2009



Google image : 05 Mar. 2005

The following criteria are being considered for the understanding of the built fabric of Deulwadi precinct:

Settlement Pattern: Study of typology and age of buildings

Community Pattern: Study of the evolution and growth of the community pattern will be undertaken, both in terms of tangible and non tangible factors.

Ownership and Landuse: These studies will be undertaken to identify stakeholders leading to focus group discussions to sensitize the stakeholders about heritage in Uran

Guidelines for Development Control Regulation: to be developed for usage, redevelopment, renovation, alteration, maintenance and repair, conservation measures and sensitive design at building and locality level.

2.7 Cultural Aspects

The Deulwadi precinct holds a great importance in the cultural and social framework of the life of people in Uran. The Bimala talao has many roles, ecological, hydrological, climatological (influence the microclimate) and recreational. Also the area around the Talao changes its use and function throughout the day.

The temple street from Deulwadi Sansthan to Ganpati Chowk serves as not just a socio-cultural standpoint, but also a focal point of the communities, local as well as regional. The annual celebrations of the Datta Jayanti festival bring people from the entire region to uran, specifically to Deulwadi to celebrate. This brings about a cultural, social and economic highpoint for the locals.

Public opinion in Uran indicated a high level of interest and support for heritage conservation, but also a high level of misunderstanding that heritage conservation puts a full stop to development. Education, age, and gender are significant factors affecting differences in opinion.



Shop outside Ram mandir



Use of space



Mandir street during festival



Banyan tree –Deulwadi Sansthan



Deepstambhas – Deulwadi Sansthan



Chapter 3. Suggested Methodology for the Project

3.1 Approach and Methodology

UMC along with its team of experts will follow the methodology as detailed below:

- Procuring all available maps from various sources and also the review of the data of each precinct.
- Reviewing all acts and DCR for MMR.
- Literature survey for getting the understanding about each precinct.

A reconnaissance survey of what exists on the ground in terms of built fabric and settlement pattern, the community pattern, development control regulations, ownership pattern, landuse. The survey will also review the extents of the precinct boundary as provided by MMR Heritage Society and suggest any revision due to changes on the ground. The entire UMC team comprising of experts from the fields of urban management, heritage management, urban planning and urban legislation would be involved in the reconnaissance process.

UMC will also undertake a stakeholder mapping process. As part of this, all the people/groups who are affected by the action plan, who have influence or power over it, or have an interest in its successful or unsuccessful conclusion would be identified. This mapping process will identify key stakeholders like local residents, resident welfare associations, NGOs, architects, municipal councilors and

officials etc. this mapping will provide an understanding as to how to engage with different stakeholders and a communication plan for each.

Detailed Condition Assessment:

- Literature Review of the precinct highlighting the historical and cultural context of the region. UMC will prepare an assessment format for capturing existing conditions.
- A study of history and urban morphology will be undertaken
- Assessment of land use activities within and surrounding the precinct.

The typology of the precinct would be initiated and a few buildings will be documented in detail through measured drawings. The aim will be to understand the architecture, building types and inherent typologies specific to the precinct. This would involve identifying and documenting buildings and conditions which are fundamental in creating the character and image of the precinct. These conditions are being replicated to similar effect in different architectural idioms. Consequently this exercise would enable to establish an indicator for identifying historic fabric which needs to be listed and conserved. This would also enable development of guidelines for new infill development which could be contemporary yet contextual. This should eventually be followed by detailed measure drawings of the listed buildings for identifying nature of interventions.

The output of this assessment would be bringing out the common characteristics features and elements in the precinct.

Evaluation of Significance and Identification of Issues

- The documented buildings and properties and sites in the precinct would be categorized into the grading categories as per the MMR guidelines and UDRI & MC listing. Refer Annexures 1 &2.
- Local stakeholders meetings and discussions to bring out the associated values with these would be conducted. These could be in terms of architectural, historical, cultural, social, technological, environmental and economic significance.
- Overall tone would be to communicate that development of statements and strategies would be towards integration of heritage into the development of the area towns and be a clear connection between past and future.
- These meetings would be held with specific groups like women groups, old age people who would have lived in these precincts for a long time.
- Audio-visual aids like slide shows, pictures would be used to solicit active participation from groups and in knowing a deeper understanding of heritage value of the area. Information on other related aspects like presence of any old water harvesting structures, any typical architecture elements also should be sought during such discussions.

The SWOT tool would be used to address each of the issues affecting heritage management of the precinct. These would include and will not be limited to:

- Regulatory and Institutional mechanisms
- Economic and financial aspects
- Demographic pressures
- Environmental aspects
- Locational and regional aspects
- Trade and commerce
- Tourism and local economic development.
- Infrastructural facilities \

This process will help identify strengths, opportunities, weaknesses and threats in heritage characteristics of the precinct.

The action plans would be prepared to address the weaknesses and threats to the heritage of the precinct and to leverage the strengths and opportunities towards a successful heritage action plan.

Preparation of Action Plan

The purpose of the action plan would not to preclude development, but rather to facilitate the revitalization and rehabilitation of historic resources through appropriate management. There are many ways in which sensitive additions and infill, and new complementary uses, can be encouraged by incentives, and achieved through negotiation. The Heritage Action Plan would seek to define ways in which the stakeholders would mutually work towards achieving the goal of heritage conservation, to their mutual benefit.

These action plans are typically two year plans and guide the development of cities over this time period. The action plan included technical inputs, changes in legislation and financial action plans.

The action plan would be summarized as follows:

Sr.	Activities	Sub-Activities	Outcomes	Who	Resources	Priority/Timeline

The projects identified would be further detailed to include the following:

- A full project description;
- A detailed policy matrix including rationale for, and
- The expected outcomes and benefits deriving from the project,
- Project logical framework;
- Description of the financing arrangements/ lending modality and subsidiary loan arrangements, if applicable;
- Rapid Assessment of the capability of the executing and implementing agencies;
- Estimates of the amounts of all inputs required as well as their associated costs; and

- A complete description of all implementation arrangements including a full implementation schedule
- UMC will also establish the first contact with the stakeholders identified as potential financial sources.

In addition, all project subcomponents would be analyzed as to their technical, financial, economic, social, environmental, and institutional viability and sustainability.

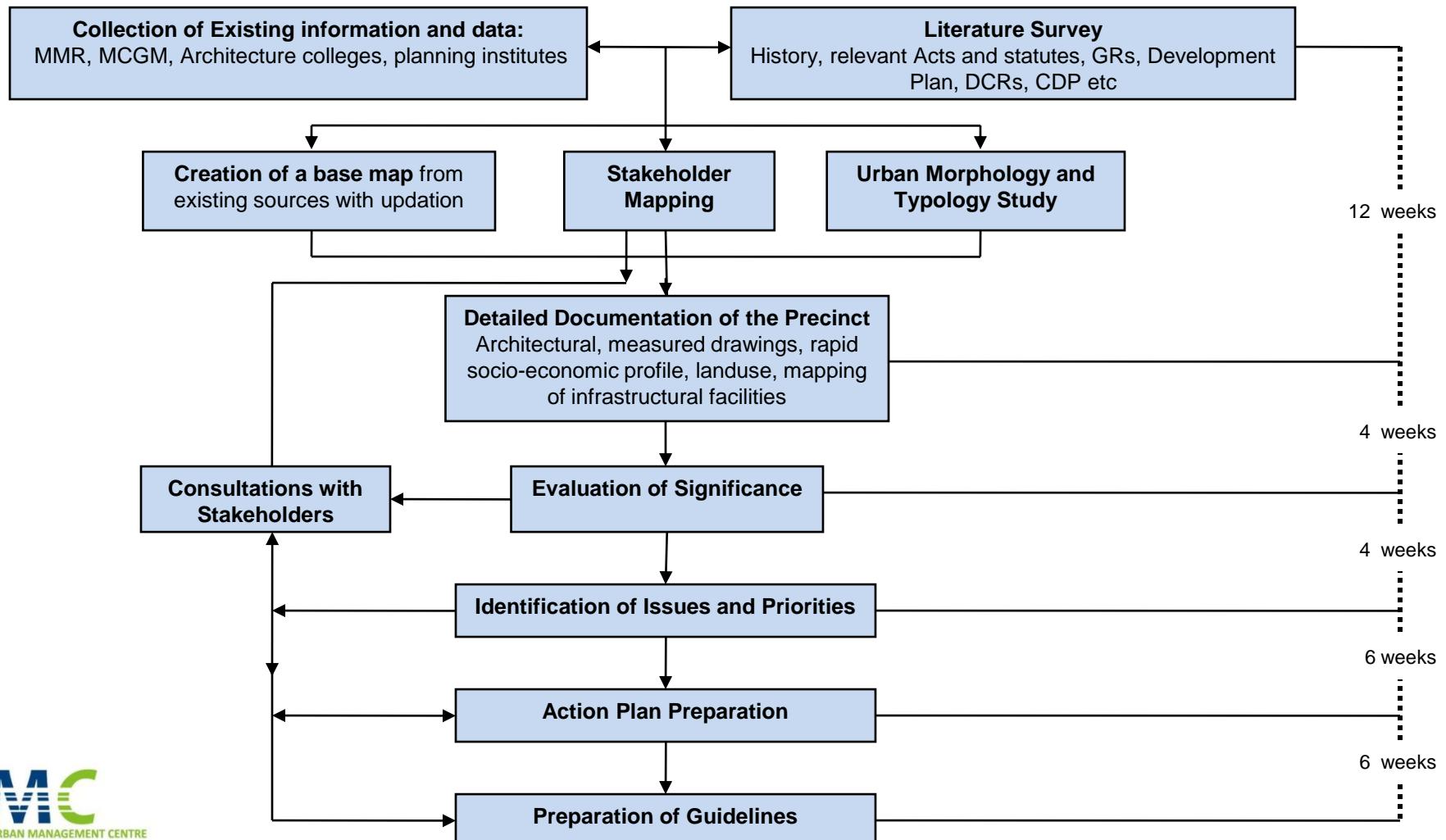
Preparation of guidelines

UMC's legal expert and urban management and planning teams will take the lead in drafting the guidelines. These will be supported by the heritage management experts who would bring in a rich experience of "what has worked" in other parts of India and the world. These will be drafted in a manner that they are ready for notification as Development Control Regulations under the Development Plan.

Further Support Requested from MMR HCS:

- Soft copy of the previous documentation undertaken- photographs, base map(AUTO CAD version), any surveys undertaken, measured drawings
- Copy of the Development /Master Plan of Uran

3.2 Proposed Framework



3.3 Proposed Timeline

S. No	Activity			16 th April '10				28 th May '10				25 June '10				23 rd July '10				3 rd Sept. '10				15 th Oct. '10									
				March		April		May		June		July		August		September		October															
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32
1	Reviewing of data and Literature Survey (History, relevant acts, statutes, GRs, DP, DCRs, CDP etc.)																																
2	Stakeholder mapping																																
	Deliverable: Inception report						*																										
3	Urban Morphology and Typology Study, Creation of Base map																																
4	Detailed documentation of Precincts																																
	Deliverable: Stage 2												*																				
5	Consultation with stakeholder,																																
6	Identification of Issues and Priorities with stakeholder consultation																																
	Deliverable: Stage 4 report																				*												
7	Preparation of Action Plan																																
	Deliverable: Stage 5 report																												*				
8	Preparation of Guidelines																																
10	Deliverable: Final Action Plan																															*	