

## CREATION OF OPEN - TRANSPARENT EXISTING LAND USE MAP AND ENCOURAGING IDEAS FOR DEVELOPMENT OF PUNE CITY THROUGH PEOPLES PARTICIPATION.

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### 1) BACKGROUND :

Pune City is economically thriving place with diversified economic base and is industrial, cultural, commercial, educational and IT center of Maharashtra. It supports over 3-million people, covers area of 243.04-sq. km. and is located at approximately 555 m above the mean sea level. It has good railway, road, air as well as telecommunication connectivity. Pune is hardly three hours drive by express highway from *Mumbai*, which is the economic capital of India. It is surrounded by beautiful hills, has abundant source of water supply and has pleasant climate for the most of the year. It is administered by the Municipal Corporation under BMC and MRTP Act and has annual budget of over Rs. 1300 crores. It is known as Detroit of India, Oxford of East and Silicon Valley of the *Western Ghat*.

The State Govt. approved PMC's Development Plan for the Core City (145.92 sqkm. area) in 1987. It will be revised in 2007. PMC expanded its boundaries by adding 38 fringe villages in year 1997. This resulted in increase in the area under PMC to approximately 450 sq. km. Private Consultant (IIE) was appointed to draft Development Plan for these newly added villages. Subsequently some of these villages were delinked and final PMC boundary now includes core City area + newly added 15 + 7 (pt.) villages (142.92 sqkm + 91.12 sq. km. = 243.04 sq. km. total). PMC has prepared a draft DP for remaining newly added villages in year 2002. It has forwarded the same to the State Govt. for its approval after taking in to account objections and suggestions by the concerned citizens. Over 80,000 *Pune* registered their opinion on the provisions of the draft DP. Environment friendly organizations had taken to streets to save its hills- lungs of the City.

Planners never thought that the City would grow so rapidly and that the mode of transport in this 'bicycle City' would change so fast to personalized motorized vehicles. They never imagined that the City would choke with pollution and new economic activities based on Information Technologies would become a major engine of growth to this City called 'Queen of *Deccan*'. The City is growing horizontally and vertically with its multiplexes, fly-overs, malls, and residential towers and also with *gunthewari* type sprawl and slums. The hill town called Pune has become ever-expanding Pune Metropolitan area - one of the most favored destinations of India in last two decades.

Existing Development Plan for the Core City was prepared based on Existing Land Use (ELU) map prepared by the concerned experts using village sr. no. maps from the revenue department stitched together in early 80's. There was no Satellite Image, no GPS and no Total Station Survey technology available to them at that time. The only available technology was tracing, Xeroxing and adjusting together available maps to the best of their knowledge. Of course, *Toposheets* prepared by Survey of India gave reasonably good information about geo-graphical features of the area. ELU map was prepared by observing constructions while visiting the planning area in very simplistic way taking revenue village maps as a base.

The Development Plan is basically a land-use map and is in the form of a colorful drawing showing proposed road network, zoning and reservations in different bright colors to suit city's needs of its growing population. A book of bylaws - 'Development Control Rules' (DCR) is a part of the DP. It governs the built form of the City. There

have been many modifications in the approved DP and in original DCR. PMC introduced 'Transferable Development Right' (TDR) concept, Accommodation Reservation policy and added Appendix 'T' that allowed 2.5 FSI for Slum Rehabilitation Schemes in 1997. The City has changed a lot because of and in spite of having controlling and planning authority called PMC. Different stakeholders have made their presence felt in actual shaping of the City.

According to the City Engineer, PMC, approximately 26% provisions of the DP have been implemented in last two decades and large number of DP road network as envisaged by the planners have not been executed at all. Number of legal/ illegal bldg. and other developments have come up in the City. The real 'Development' includes slums (almost 40% of its population), *Gunthewari* type of unauthorized structures (almost 15% of its population) and formal buildings (only 45% of its population). Large number of plots reserved for public amenities/ facilities in approved the DP are either de-reserved or encroached upon. Ring Railway shown in DP is now a forgotten concept. Some of green hills shown as 'no development zone' on DP are encroached upon by poor as well as by rich. Zones of number of plots under reservations are changed from *Sachivalaya*. Even a plot shown as water body in the approved DP has a legally constructed College of Architecture standing on it! PMC has adopted a policy of change of zone from industrial zone to residential use by charging premium. Pune is a land of possibilities and anything can happen here! Few reserved plots are now developed under PMC's policy of accommodation reservation where only 15% of built-up space have come to PMC for particular public purpose. Number of schemes are sanctioned two FSI for IT parks. The land values have multiplied manifold. All these developments have affected the City getting much less space for public purpose than envisaged under the DP. The City today is different from what it was in 1987 and from the one envisaged by the planners.

Important task before PMC administration and the concerned citizen is to generate ideas for undertaking the revision of prevailing DP for the core city and also to create a platform for generating ideas for development of the City as a whole. It is important to prepare Existing Land Use (ELU) map in participatory way. Role of Civil Society Groups in formulating and monitoring the development of the City needs to be appreciated. City planning is considered as a job of the 'all knowing' experts from engineering, architecture and town planning disciplines. The planning process has been non-transparent, as people's participation is more a ritual than a positive process evolving ideas.

The approved DP map is also a static document and is a rigid picture on the wall. Eventually, the real development is far from it and includes illegal development. It breeds corruption and creates non-viable urban systems full of chaos. If this picture need to be changed, Map based Information System (MIS) should be accessible to the concerned citizen and even to the elected representatives. MIS showing development activities in the city is must for generating new ideas for proper development of the city as well as to monitor developmental works or to take logical business decisions.

## 2) WHY ONE NEEDS OPEN AND TRANSPARENT ELU MAP FOR THE CITY?

Pune has number of civil groups/ NGOs with niche interests who have ideas that can transform the City in better human habitat. Sujeet Patwardhan of *Parisar* is advocating public mass transport as an alternative to personalized and motorized mode of transport. *Takedi Group* is trying to preserve and green the hills. Anirudha Deshpande of City Development Society is stressing on road over *Mutha* River and tunneling of the hills for improving road network. They are keen to get funds from Japan Bank at very low interest. MSRDC is constructing number of fly-overs to ease traffic congestion. CDSA students have prepared a blue print for underground Metro for the City. Newly established Slum Redevelopment Authority (SRA) is expected to change the face of slums by involving private developers in rehabilitation projects. Vijay Paranjpe of *Gomukh* is working on decentralized water supply system for the City. Sandeep Joshi of *Srushti* has demonstrated green bridge technology to clean *Ambil Odha's* wastewater. *BORDA* – a German NGO is advocating decentralized sewage treatment plants (DEWAT).

National Society for Clean Cities, CEE, *Kagaj-Kach-Patra Kashtakari Sanghatan* and other NGOs are working on river improvement, garbage segregation, vermi-culture etc. Numbers of administrative wards of PMC have effective *Mohalla Committees*. Some of them are actively participating in formation of ward-level budget and are keen to monitor developmental works under able leadership of Geeta Vir and Satish Khot. Active *Mohalla committees* could assist ward administration of PMC in identifying illegal constructions in their neighborhood. *SPARC-Mahila-milan*, Shelter Associates and other NGOs are working actively for slum sanitation projects. These organizations and individuals would be able to work more effectively if the existing land-use map and other thematic maps for entire City or a portion of the City are made available to them at reasonable cost.

74<sup>th</sup> Constitutional Amendment expects people's participation in the planning process. It is a need of the time that the planning process becomes open and transparent right from the initial stage. The best way to start the process is to involve various Civil Society Groups in preparing Existing Land Use (ELU) map and encouraging open discussions and suggestions on urban policies, land-use, DCR in the context of fast changing world. Map based Information System (MIS) for the City, preferably on affordable Geographical Information System (GIS) is a need of the time. Like minded concerned citizen in Pune have taken initiative to form **DP Coalition Group** that needs to be strengthened technically. They meet periodically and discuss various issues that affect the built-form of this City. Growing number of motorized vehicles, increasing level of pollution, slums, law and order and many others are the issues hotly debated. Vishal Jain, Sanskruti Menon and many others from different walks of lives have joined the group for concern for this city.

The old ways of preparing development plans for our cities are outdated. De-mystification of the role of techno-savvy consultant as the only solution provider to complex urban problems is necessary. The City needs vibrant, pro-development, sustainable and eco-friendly Development Plan prepared through people's participation. This is not an alternate to specialized consultants job where experts in City Planning prepare detailed Developed Plan for actual implementation. On the contrary, the job of Consultants and PMC's DP department would be easier with above stated input from people's participation.

### 3) WHAT DATA BASE PMC ALREADY HAS?

PMC has of 1987 Development Plan in the printed form (1:10,000 scale). Draft Development Plan for the newly added fringe villages (2002) is in the soft copy form on AutoCAD format and also in a print form to the same scale. Unfortunately both the maps do not dovetail with each other. Revenue maps of all villages in PMC areas are available with the District Collector (1:10,000 scale). HOD of DP department of PMC has considerable number of *Alekhs* (showing CTS nos.) to 1:500 scale from the City Survey Dept. With its Bldg. Permission and Development Plan Dept., PMC has thousands of files which have details of approved layouts (1:500 scale), bldg. plans (1:100 scale) sanctioned for last few decades. PMC has procured IKONOS Satellite Image with 1.00-m. resolution of year 2002 and has assigned MITCON to a job of digitizing the built properties for purpose of spreading its net for property tax collection. Ms Seema Malhotra of Weikfield Net Ventures Ltd. is collecting data for these formal properties for tax assessment. This work is already in an advanced stage. PMC has a detailed report in soft copy form about hill top hill slopes zone prepared by C-DAC. It has number of reports that includes Paranjape Committee report, Kirloskar Consultants report on water supply and sewerage, SPAN Consultants report on traffic and transportation and many others.

PMC is the only Municipal Corporation in the State that has successively prepared Environmental Status Reports for last nine years documenting considerable environmental data for the City. Its water supply, drainage and road departments have number of maps that shows network developed by PMC over the time period. Some of the administrative wards have detailed maps of their area even showing every container that collect solid waste. City Development Society has prepared a vision plan to get Japanese Bank's funds for the development of infrastructure for the City. CRSIL has prepared City Development Plan taking stock of various available reports for the purpose of getting JN-NURM funds. PMC has also prepared a separate document to get JN-NURM funds for slum development projects. These documents are also available with PMC.

The proposed ELU map should take into account all above development and it should be made public at the reasonable cost. All Architects/ Town-planners/ Developers/ Land-Owners/ Public interest individuals or Groups and NGOs should be able to look at the city through maps and should be able to comment on the same. This feedback could be used by the Planning Authority to prepare final base map and to generate ideas/concept/strategies for preparing DP for the City with involvement of the civil society.

#### 4) WHAT PEOPLE FRIENDLY ELU MAP SHALL CONSIST OF?

ELU map of the City shall be based on ground reality using latest Satellite Image with high resolution. The image shall be geo-referenced and digitized in a manner that it is helpful for all concerned Civil Society Groups and also to PMC to give suggestions for the Development of the City. It should be in public domain and accessible to all. The following layers of information are required for effective ELU map:

- 1) City, Administrative ward and electoral ward boundaries.
- 2) Road network
- 3) Railways
- 4) Water bodies (River, *Nala*, Lakes)
- 5) Contours showing hills and low areas
- 6) Revenue Sr. No. / Final Plot. Numbers of the areas developed under TPS.
- 7) Urban utilities
  - a) Water lines
  - b) Drainage lines
  - c) Gas/ petrol pipelines.
- 8) Land use (residential, commercial, industrial, educational, public utilities)
- 9) Major land owners
  - a) Defense establishment
  - b) Govt. (State and Central) land
  - c) Institutional lands.
  - d) Major real estate developments.
  - e) DP provisions as per 1987 Development Plan.
- 10) Major building footprints
- 11) *Gunthewari* areas.
- 12) Slums areas.

#### 5) CONCLUSION:

Swati and Ramesh Ramnathan of an NGO - Janagraha, Bangalore have successfully demonstrated that common man can participate in the process of D.P. formation. Pune can do better by increasing map literacy of its citizen and by motivating them to have their say based on proper information. Dr. Nitin Kareer, heading the City Administration strongly believes in people's participation. He has encouraged Mohalla Committees, participatory budgeting, drafting of CDP/ CDS. We all hope he appreciates the idea of D.P. Collation and Public ELU for Pune City. We also hope that civil society in Pune supports D.P. Collection Group.