

## CHAPTER 1 : INTRODUCTION

### 1.1 Background

#### 1.1.1 History

##### 1.1.1.a. Administrative History

The history of the human habitation in the study area (as administered under one kingdom), now covered under the jurisdiction of Dadra & Nagar Haveli (DNH) Union Territory, is many centuries older. It began when Maratha sovereign (*Peshwa*) made friends with the Portuguese with the intention to keep the British at bay and to enlist their support against the Mughals.



Entrance to Dadra & Nagar Haveli

The Maratha-Peshwa in rule (*Sawai Madhav Rao II Narayan* was the legal heir of five years of age in 1779, however *Raghunath Rao* also known as *Raghoba* had usurped the rule from 1773 till his death in 1782 and so was Madhav Rao's enemy<sup>1</sup>) then signed with Portuguese (Viceroy of Goa acting for the sovereign of Portugal) a treaty in 1779 to this effect wherein the Poona Government ceded the Pargana of Nagar Haveli to Portuguese Government (Viceroy of Goa signed the treaty in Portuguese text on 4 May 1779, that was ordered by Peshwa for Maratha translation – was signed by Peshwa on 17 December 1779, and the Queen of Portugal later ratified the treaty to be concluded on the date of 17 December 1779 after referring text translated in Portuguese from Maratha text<sup>2</sup>). According to this historic treaty of friendship, the Maratha-Peshwa agreed that the Portuguese will be allowed to collect revenues from DNH which consisted of 72 villages (*Parganas*). These territories inhabited by various tribes were earlier ruled by the Koli chiefs who were defeated by the Hindu

<sup>1</sup> Two Peshwa names were referred as “Madou Rao Naraen Pradan” and “Ragoba” in sequence in the excerpts from – Nath S. Surendra (1993); Studies In Indian History: Historical Records at Goa; Asian Educational Services (originally published in 1930). This reference also mentions that “A Portuguese translation of the Original Marathi text by Ananta Camotim Vaga, a Shenvi linguist in the Portuguese service, will be found in *Noticias e Documentos para a Historia de Damao* by Antonio Francisco Moniz (junior) (pp. 207-211)”. Daman port was then known as *Damao* in Portuguese language.

<sup>2</sup> Emile Adriaan Benvenuto van Rouveroy van Nieuwaal, Werner Zips (1998); Sovereignty, Legitimacy, and Power in West African Societies: Perspectives; LIT Verlag Berlin -Hamburg-Münster

kings of Jawhar and Ramnagar till mid-eighteenth century. Subsequently, the Marathas conquered and annexed these territories to their kingdom.

By and large, this treaty was signed only to the extent that the Portuguese will only collect the revenue in compensation for their loss of a warship called 'Santana' which had earlier been captured by the Marathas but not surrendered to the Portuguese inspite of their many entreaties.

Subsequently, in the independent India, the said territory area of DNH spread over 491.00 sq.km. land locked between Gujarat in North and Maharashtra in South, continued under Portuguese rule for nearly seven more years. It was liberated from Portuguese Rule by people of DNH themselves on 2<sup>nd</sup> August 1954. The people of the territory established Varishta Panchayat of Free DNH to govern the territory, which was finally merged in to Union of India in the year 1961 on 11<sup>th</sup> August, as a Union Territory. Silvassa is the Capital City of DNH (comprising of 2 Census Towns – Silvassa and Amlī, both Class-III towns i.e. within the range of 20,000 – 49,999 population, as per Census of India, 2001), and rest of the area is divided into 70 Villages, and all these grouped together in 11 Patelads for the purpose of revenue administration with whole of DNH form as one District. While, the DNH is headed by an Administrator, the District is headed by the Collector. The single District Panchayat for whole of DNH governs the territory with Panchayat for each village organised under 11 Patelads, while the DNH is represented in the Union of India by One (1) Member of Parliament as an elected representation of the people of DNH area. Thus, the DNH is a centrally administered territory, which is also without legislature.

Incidentally though the area of Dadra & Nagar Haveli was carved out as a separate Union Territory, a small portion of geographic area within the southern part of the DNH landmass remains landlocked and under the jurisdiction of State of Gujarat. Also, due to the extent of the reservoir on the river Damanganga, few villages in the eastern part of DNH are under submergence as well as are totally separated by this water body mass (e.g. across the Village Dudhani), and thus accessible through administration run free-ferry services.

#### **1.1.1.b. Demographic History**

As per the Census of India, 2001 a population of 2,20,490 persons reside in DNH area, which has predominance of tribals forming a major chunk of 62.24% of the total population. The major tribes are Varlis, Kokna, Dhodia and Dublas. The tribals have their distinct culture of their own consisting of curious rituals and colourful folk-lore. No occasion in tribal life is complete, be it a marriage or harvest without a folk dance. The major dances are Tarpa, Dhol, Bhavada and Gherria. The performers of

these foot-tapping dances are equally good in other arts and art forms and are almost independent for most of their daily requirements.



**Folk Dance in a Tribal Village**

The Dhodias and Dublas are mainly confined to the northern part of the territory whereas the Koknas and Varlis are found all over. From the total population of Tribals, the Varlis comprise of 62.94 % and the Koknas and Dhodias comprise 16.85 and 16.90 % respectively of the tribal population, 2.29 % Dublas, 0.08 % Kathodis, 0.84 % Kolghas and 0.08% Nayakas being the

smallest groups represents 3.31% of the population together situated between the foothills of Western Ghats on one side, and the Arabian Sea on the other. Thus, DNH area has seen many rulers, ranging from the mighty Marathas to the fiery Portuguese. Yet, the essence of tribal life, its richness and variety, its art, myth, song and folklore, have all remained unchanged.

### **1.1.1.c. Planning History**

The DNH is located on the western side of the foot hills of Western Ghats and has undulating terrain. About 40% of the total geographical area of DNH is covered with forests, and thus offers it a look of woodland. The major river Damanganga and its tributaries criss-cross the DNH and drain into Arabian Sea at Daman. The reservoir mass created by Madhuban Dam on the river Damanganga creates opportunities for irrigation as well as scenic views that can be explored from recreational & tourism perspective. The *place branding* of Dadra & Nagar Haveli as already is being done as “*The Land of natural beauty .....*”.



**A View of DNH Terrain with Forests**

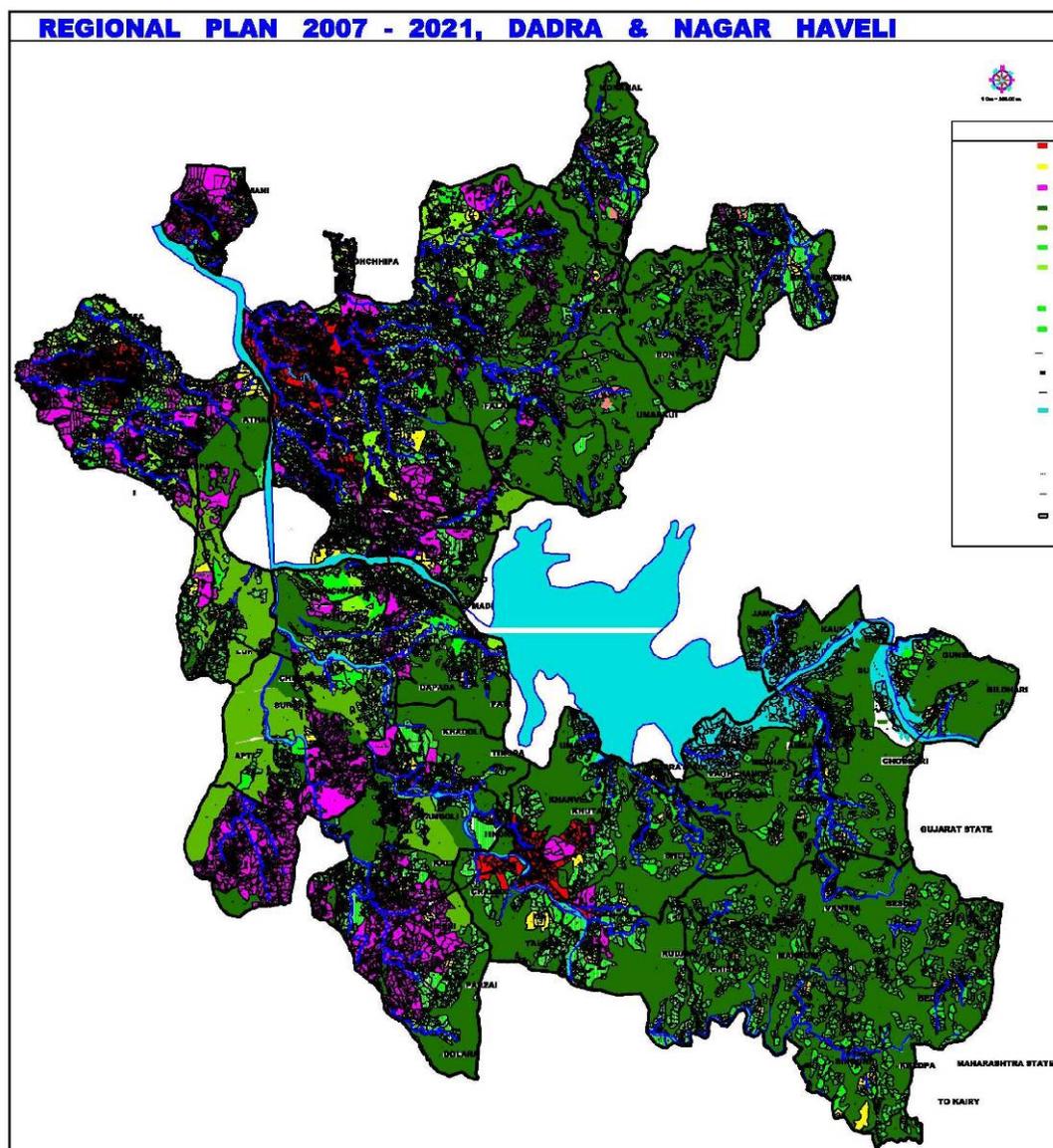


**A View of Damanganga Reservoir**

The Census Towns of Silvassa and Amli combine to make the Capital City of Silvassa, and which is the only contiguous Urban Area in DNH. The total area of 491.00 sq.km. is distributed in 11 patelads. Total area covered under Forests is 203.21 sq.km. designated as Reserved Forests Area (which is to be excluded from the total area when considering the area available as Planning Area), of which 92.00 sq.km. is further declared as Wildlife Sanctuary Area.

To regulate and administer the spatial planning at the regional level of DNH, the Regional Plan 2000-2020 with its Development Control Regulations came into effect from 5<sup>th</sup> July 2001. Subsequently, the same was revised and the revised Regional Plan 2007-2021 as prepared by Town & Country Planning Department (TCPD) of DNH came into effect dated 11<sup>th</sup> July 2007. Refer Map 1-1: Map to refer Area of Dadra & Nagar Haveli and the applicable zoning of Regional Plan 2007-2021.

Map 1-1: Map to refer Area of Dadra & Nagar Haveli



Source: Revised Regional Plan 2007-2021, TCPD, DNH

Within the framework of the Regional Plan of DNH, the next stage was preparation Outline Development Plan under Section 29 of the Town and Country planning Act and accordingly the Planning and Development Authority had undertaken this exercise as per the provision in the T&CP Act, 1984 of DNH to the UT Administration. To facilitate proper planning the DNH PDA had also undertaken the exercise of a Vision Document and a Strategic Plan for the UT based on which the ODP is prepared.

### **1.1.2 Provision in the T & CP Act**

As per the T&CP Act, 1984, the contents of the Outline Development Plan shall be as follows:

#### **Sec. 30 of the T&CP Act, 1984 of DNH, provides for the Contents of Outline Development Plan:**

- (1) An Outline Development Plan shall:
  - (a) indicate broadly the manner in which the land in the Planning Area is proposed to be used;
  - (b) allocate areas or zones of land for use:
    - (i) for residential, commercial, industrial, and agricultural purposes;
    - (ii) for public and semi-public open spaces, parks and playgrounds; and
    - (iii) for such other purposes as the Planning and Development Authority may think fit;
  - (c) indicate, define and provide:
    - (i) for existing and proposed national highways, arterial roads, ring roads and major streets; and
    - (ii) for existing and proposed lines of communications, including railways, tramways, airports and canals;
  - (d) regulate within such zone, the location, height, number of storeys and size of buildings and other structures, the size of yards, courts, and other open spaces, and the use of buildings, structures and land.
- (2) An Outline Development Plan may also indicate, define and provide for:
  - (a) the existing and proposed public and semi-public buildings; and
  - (b) all or any of the purposes and matters as may be indicated, defined and provided for in the Comprehensive Development Plan under Section 32.
- (3) Subject to such rules as may be prescribed regulating the form and contents of an Outline Development Plan, any such plan shall include maps and such descriptive matter as may be necessary to explain and illustrate the proposals contained in that Plan.

### 1.1.3 Planning Area

#### 1.1.3.a. Declaration of Planning Area and Extent

In exercise of the powers conferred under Sec. 18 of the T&CP Act, 1984 of DNH, the UT Administration of DNH has declared the entire UT (excluding the Reserve Forest area) as the Planning area vide Notification No. ATP/P&DA/T&CP/06-07/108/824 dated 7<sup>th</sup> December 2006.

## 1.2 SWOT Analysis

The analysis of strengths, weaknesses, opportunities, and threats (SWOT) of the DNH in terms of its either human preparedness or natural conditions that have a bearing on the ability of DNH to undertake development planning in its Planning Area, are summarized in brief.

### 1.2.1 Strengths

- The UT Administration has direct advantages of complete Central Government support on necessary funding, while DNH being a good earner of excise based revenues contributed to the national treasury
- DNH has a strong economic scenario due to incentives offered to industries as per the Central Government Industrial Policy, as well as DNH's own SEZ Policy
- At present over 40% of the geographic area of DNH is designated under forests use and lot of hilly terrain, indicating availability / as well as potential of good green cover (better than the national goal of an average of 33% of geographical area to be under forest cover) and related scenic views
- The DNH area on an average receives a good rainfall, while in areas where rainfall is relative lesser major portion of the agricultural land is irrigated using dam reservoir water through a network of irrigation canals and some ground water pumping schemes
- The regional plan exercise for DNH has already been completed with RP-2021 already in effect since the month of July 2007 as a framework for next stage of preparation of development plans
- OI DC – a central government public sector enterprise exists to facilitate industrial development including SEZs in DNH Planning Area in conjunction with the governing plans and development control regulations (e.g. RP-2021 of TCPD, and Development Plans of DNH-PDA)
- UT of DNH has already prepared and adopted a District Disaster Management Plan (DDMP) to administer the same in an eventuality of a disaster taking place in DNH area

### 1.2.2 Weaknesses

- The Planning Area as zoned in the Revised RP-2021, has limitations of being not contiguous at several locations due to various reasons like, forest lands, hilly terrain, resultant limited agricultural lands, natural causes like wide reservoir stretches on river Damanganga separating the land mass (e.g. across Dudhani village), administrative causes like Dadra being a separate landmass & an internal landmass that is under jurisdiction of State of Gujarat, etc.
- Madhuban dam reservoir on river Damanganga has majority of its geographical area including the control of such water is under the jurisdiction of Department of Irrigation, Government of Gujarat
- From the institutional perspective prima facie, the augmentation of staff strengths of various departments and need of independent charges seems required, as currently the departments seemed understaffed, newly created body of SMC is yet to formalise its mechanism of data creation and management, officials hold multiple charges of several departments, etc. (though in several departments proposals for such capability enhancement have already been initiated)
- Revenue recovering mechanisms from residents of DNH are still not in place to recover major portion of the capital cost of development and provision of infrastructure/services undertaken by local bodies like SMC or DNH-PDA, while some subsidy portion may be continued but only to a minimum as necessary
- DNH's own policy of Housing, Urban Development, R&R does not exist, and in that case provisions that apply are either those under concerned national policies or T&CP Act, 1984 of DNH / Draft Rules, 2007 of DNH-PDA / The DNH Village Panchayat Regulation, 1965 (amended 1994)

### 1.2.3 Opportunities

- Opportunity to undertake development planning keeping in mind the socio-economic and cultural aspects of the DNH population (62% of the population being tribal population) and bring them to avail benefits of mainstream urban quality of life – economically, spatially as well as socio-culturally
- Opportunity to develop additional urban centres and urban clusters that respond to the needs of a proper urban development pattern of spatio-economic nodes, and equitable distribution of infrastructure/services as per the scale of planning level (as lot of settlements with very-low/low population thresholds exist and are well scattered over a large geographical spread and may need to be provided infrastructure/services rather at a cluster level)
- The level of urbanisation currently being low from spatial perspective, the opportunity to plan urban settlements with a proper mix of housing i.e. affordable housing (for EWS / LIG including those with elderly or other special needs like differently-abled in such low-income category) and market-rate type general housing (for MIG & HIG) exists better for both fresh development or re-

development scenarios, while concentrated affordable housing development scenario (like up to full affording housing in an area) being restricted to only cases that are considered for complete rehabilitation on relocated sites and which do not indicate any likelihood of accommodating any other use

- Possibility of exploration of natural resources, scenic views, hilly terrain for recreational and tourism related spatial & economic development
- Opportunity to visualise a proper urban form or streetscape, which when executed would lead to a desirable visual aesthetics of the public realm of the urban area which is also promotes the concept of barrier-free or universal access design, and promotes a distinguishably favourable image of DNH amongst nation's few known urban areas that can proudly acclaim themselves as an area of high quality of liveability
- As the central government funding is provided to DNH as annualised plans w.r.t. nation's 5-year plan budgeting, with proper development planning proposals amounting later to when detailed as several necessary projects/schemes and need for capacity-building to properly undertake detailed site-specific spatial planning / prepare action plans / be able to enforce development regulations effectively & efficiently / monitoring for improvements, would need to be implemented to realise the Vision of DNH development plans, and which would justify the need of commensurate funding in-phases to materialise such a vision, and the resultant image of DNH area is thus an important opportunity to be explored religiously, more so when DNH contributes to the national treasury by large amounts of excise revenue every year (this annual revenue contribution at present seems much larger than any amount that may be required every year in a phased manner in future to implement the development plans and related projects/schemes & capacity-building needs to achieve the desirable vision)

#### **1.2.4 Threats**

- Certain dependencies (that affects the notion of DNH being self-sufficient) on areas that are under the jurisdiction of neighbouring States of Gujarat & Maharashtra / Daman (part of Daman & Diu UT) for services like, daily needs of vegetables / fruits / dairy products, etc.
- A significant portion of the DNH geographical area falls on the downstream side of the Madhuban Dam & its reservoir on river Damanganga, and would be exposed to any occurrence of disaster in the following conditions:
  - Need of excess release of water downstream in case of water level increasing beyond HFL of the dam to protect dam and upstream areas may also lead to a flood like situation on downstream side
  - Worst case scenario of dam break due to either natural reasons / war or terror-strike, and resultant disaster of downstream getting affected by flash flood including soil slush deposit

## 1.3 Methodology

Firstly the database was compiled through the primary and secondary sources. The same were then compared with the existing data for data updation, and the analysis of trend, gaps, and draft future projections were undertaken. Thereafter, a Draft Vision Document and Strategy Plan was prepared as a prerequisite to the draft planning proposals.

The following is the brief of the primary and the secondary data collected through various sources.

### 1.3.1 Primary Data Collection

Apart from the initial reconnaissance survey of the Planning Area, the primary data was collected through the following means, as described briefly below:

#### 1.3.1.a. Socio-Economic Survey Methodology:

A socio-economic survey was carried out to analyze the existing condition of households in the territory in terms of living standard, demographic characteristics, social infrastructure facilities, physical infrastructure facilities etc. A detailed questionnaire was designed to collect data from the households. Please refer Annexure I for sample questionnaire.

Methodology adopted to carry out this survey and the sampling methodology to ensure better cross-section of the socio-economic profile of the territory is covered, is discussed below.

#### Methodology for Sample Size and Sample Distribution

The sample size for socio-economic surveys was decided on the basis of existing population in the territory. The existing population was calculated by adopting a linear projection of the population since 2001 and the population projected in the revised Regional Plan-2021 for the year 2011, which was projected to 380,531 persons in 2008. Considering the average family size of 4.8368 (i.e. 4.84), total number of households worked out to be 78,674. A sample size of 2% of the total number of households was considered for survey, which was about 1574 households. The sample of households for interview was uniformly distributed in all the villages geographically to cover entire area of DNH, and in whichever village the household sample was less than ten an attempt was made to survey at least 10 households and thus the final surveyed households was 1659. The distribution was done with the help of CARTOSAT imageries and site visits.

The list of villages with number of households surveyed in the villages is annexed in Annexure II.

### **1.3.1.b. Traffic & Transportation Surveys:**

Different traffic surveys were conducted at various locations in DNH Planning Area to broadly understand existing travel pattern & characteristics:

- Origin-Destination (OD) surveys,
- Classified traffic volume counts, and
- Turning movement counts for durations between 16 hours to 24 hours.

These road surveys targeted both passenger and goods vehicles with a target sample for OD survey pegged between 10-30%. The OD survey was carried out by interview method. A total of 5 locations (Check-Posts of Dadra and Naroli, & Junctions of Silvassa Char Rasta, Samarvarni, and Khanvel) for these surveys were identified based on the needs.

### **1.3.1.c. Existing Land Use Survey:**

The entire project area was divided into 260 grids (including forest which was distributed into 12 grids) of scale 1:5000 covering an area of 2.66 sq.km. each so as to make the maps visible and handy (A3 size sheet) to the Surveyors for the landuse survey.

### **1.3.2 Secondary Data Collection**

The secondary data was obtained through various departmental sources to understand the current / any proposed provisions of – norms & standards applicable, and infrastructure and services actually provisioned so far and those proposed, including any existing study reports on the DNH area. Norms & standards published by the Central Government like UDPFI Guidelines, CPHEEO Manual, BIS & IRC Codes of Practice, NBC 2005, etc. apart from the basic maps of NRSA's satellite image based data, District Planning Series of DNH (NATMO, DoST), SoI toposheets, DNH cadastral maps as per RP-2021 etc. was also referred.

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