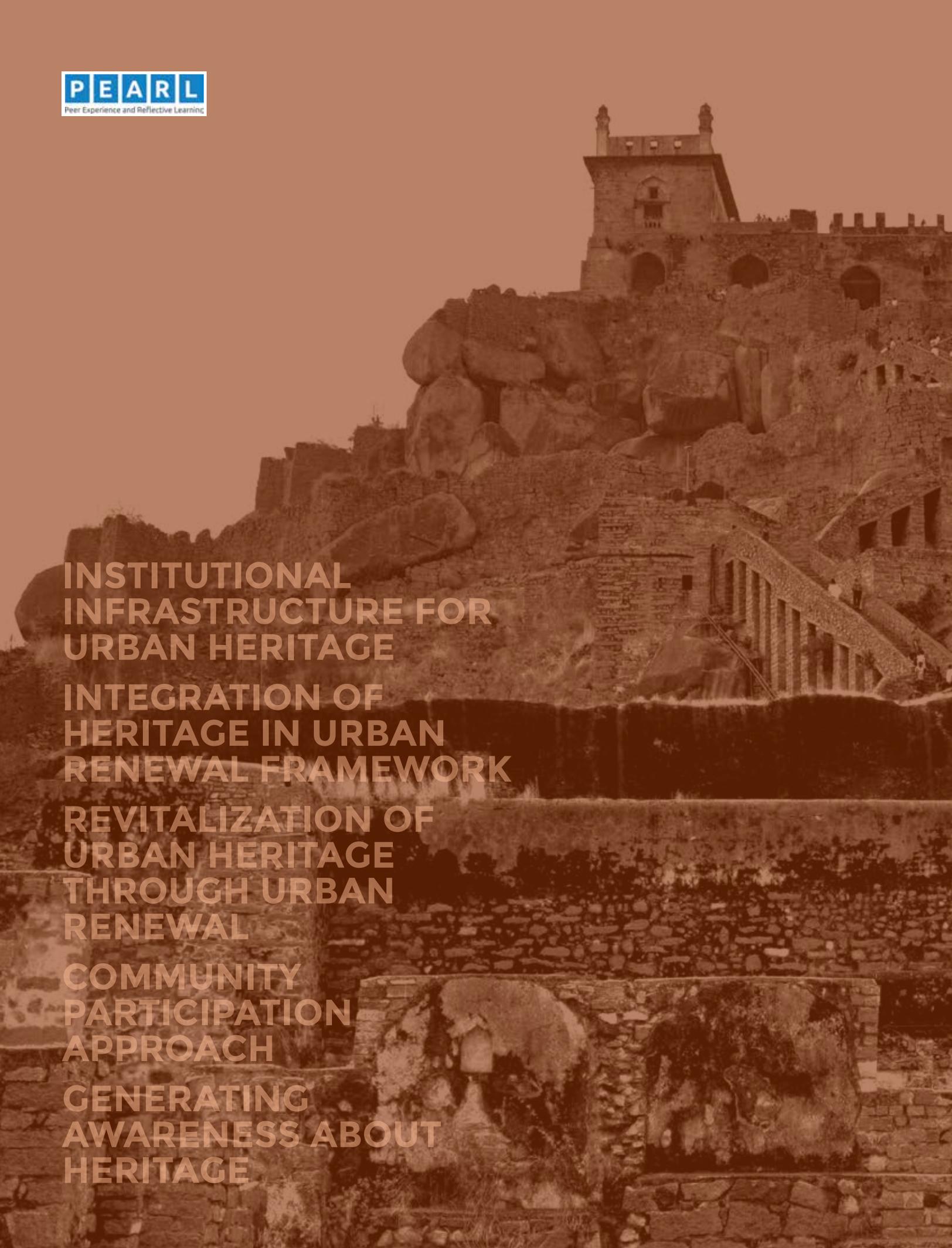




## COMPENDIUM OF GOOD PRACTICES

# Urban Heritage in Indian Cities





**INSTITUTIONAL  
INFRASTRUCTURE FOR  
URBAN HERITAGE**

**INTEGRATION OF  
HERITAGE IN URBAN  
RENEWAL FRAMEWORK**

**REVITALIZATION OF  
URBAN HERITAGE  
THROUGH URBAN  
RENEWAL**

**COMMUNITY  
PARTICIPATION  
APPROACH**

**GENERATING  
AWARENESS ABOUT  
HERITAGE**

COMPENDIUM OF GOOD PRACTICES



# Urban Heritage in Indian Cities



National Institute of Urban Affairs

Prepared by  
INTACT



## PREAMBLE

## DEFINITIONS

Urban Heritage	Refers to the built legacy of the city's history and includes protected and unprotected monuments, individual and groups of buildings of archaeological architectural, historic and cultural significance, public spaces including landscapes, parks and gardens, street layout defining identifiable neighborhoods or precincts, which together identify the visual, spatial and cultural character of the city. This is tangible urban heritage and it is closely linked with the intangible heritage, which confers it with meaning and significance. (Source: JNNURM: A Supplement To Toolkit On Formulation Of City Development Plan)
Heritage Buildings	Means and includes any building comprising of one or more premises or any part thereof or structure or artifact which requires conservation or preservation for historical or architectural or artistic or artisan or aesthetic or cultural or environmental or ecological purposes and includes such portion of land adjoining such building or part thereof as may be required for fencing or covering or in any manner preserving the historical or architectural or aesthetic or cultural or environmental value of such a building. (Source: Model Heritage Regulation, Town and Country Planning Organization, Ministry of Urban Development, Government of India, 2011)
Historic and architectural (including vernacular) areas	Mean any groups of buildings, structures and open spaces including archaeological and paleontological sites, constituting human settlements in an urban or rural environment, the cohesion and value of which, from the archaeological, architectural, prehistoric, historic, aesthetic or socio-cultural point of view are recognized. Among these 'areas', which are very varied in nature, it is possible to distinguish the following in particular: prehistoric sites, historic towns, old urban quarters, villages and hamlets as well as homogeneous monumental groups. (Source: Recommendation concerning the safeguarding and contemporary role of historic areas, adopted by UNESCO in Nairobi, 26 November 1976)
Historic Precincts	Heritage Precincts" means and includes any space that requires conservation and /or preservation for historical and / or architectural and/or aesthetic and/or cultural and/or environmental and/or ecological purpose and walls or other boundaries of a particular area or place or building which may enclose such space by an imaginary line drawn around it. The precinct may also include Heritage Streets, a Mohalla or 'pol' or any other area of one set character. (Source: Model Heritage Regulation, Town and Country Planning Organization, Ministry of Urban Development, Government of India, 2011 ( <a href="http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf">http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf</a> ))
Heritage Area	Area of archaeological, historical, architectural, aesthetic, scientific, environmental or socio-economic significance including natural features and sites of scenic beauty, which are included in a list(s) published by a notification in the official Gazette, by the Authority/Municipal Commissioner/Collector from time to time. (Source: Heritage Legislation by Shyam Chainani, Published by INTACH, New Delhi)
Heritage Zone	It is the zone delineated in the Master Plan / Zonal Plan that requires special attention in terms of heritage conservation. (Source: Model Heritage Regulation, Town and Country Planning Organization, Ministry of Urban Development, Government of India, 2011 ( <a href="http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf">http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf</a> )) These are areas within the wards of the city with a significant concentration of listed buildings, open spaces, or other heritage resources; intangible values or ensembles of heritage assets (i.e. public and private architecturally significant buildings) along with their surrounding open spaces that holistically combine to provide a certain character and identity to the city, shall be delineated as Heritage Zones. (Source: JNNURM, Toolkit for Preparation of City Development Plan, April 2013, <a href="http://jnnurm.nic.in/wp-content/uploads/2013/05/CDP-Toolkit-Book-Second-Revised-2012-as-printing.pdf">http://jnnurm.nic.in/wp-content/uploads/2013/05/CDP-Toolkit-Book-Second-Revised-2012-as-printing.pdf</a> )
Archeological Park	Is an area, which has been defined for its rich archaeological resources and the land related to such resources with a potential to be used as an interpretive, educational and recreational resource for the public. The Archeological Park is a way of ensuring the onsite protection of visible and underground archaeological/ heritage resources. (Source: JNNURM, Cultural Heritage Detailed Project Report Toolkit, 2011)

Listing	Means preparing an inventory of Heritage Zones, Listed Heritage Sites, Listed Heritage Precincts, and Listed Heritage structures as per various parameters, which can be notified for protection under heritage regulations. (Source: Model Heritage Regulation, Town and Country Planning Organization, Ministry of Urban Development, Government of India, 2011 ( <a href="http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf">http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf</a> ))
Grading	Means categorization of all listed heritage as per historical significance. Grading" means categorization of all listed heritage as per historical significance. (Source: Model Heritage Regulation, Town and Country Planning Organization, Ministry of Urban Development, Government of India, 2011 ( <a href="http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf">http://tcpomud.gov.in/Divisions/MUTP/Model_Heritage_Regulations.pdf</a> ))
Urban Renewal	Continuous process of remodeling older parts of urban areas by means of rehabilitation and conservation as well as re-development.
Interpretation	Interpretation means all the ways of presenting the cultural significance of a place. [Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material. (Source: ICOMOS Australia, Burra Charter, 1999)]
Heritage Cell	An administrative and technical unit created at the level of the State or at the level of the Urban Local Body (ULB) to frame, facilitate and monitor all activities, programmes and projects related to urban heritage undertaken by the State or the ULB respectively. (Source: JNNURM, Cultural Heritage Detailed Project Report Toolkit, 2011)
Heritage Committee	A committee constituted by State or the Urban Local Body (ULB) for advising and approving all activities, programmes and projects related to urban heritage in the state or the city. (Source: JNNURM, Cultural Heritage Detailed Project Report Toolkit, 2011)
Heritage Regulations	Set of laws, acts and byelaws for protection, conservation, regeneration, development, reuse repair of listed/ heritage buildings, areas, precincts or zones at national, state, city and local levels. (Source: JNNURM, Cultural Heritage Detailed Project Report Toolkit, 2011)
Sector	Key segment of planning in a city such as water supply, sewerage and sanitation, storm water drainage, urban environment, housing and basic services for the urban poor, cultural heritage conservation etc. (Source: JNNURM, Cultural Heritage Detailed Project Report Toolkit, 2011)



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# EXECUTIVE SUMMARY

Historic buildings by their layout, form and materials often give a sense of place and identity in a world of increasingly ubiquitous new buildings, where a new or redeveloped town centre looks very much like another. There are landmark buildings, such as temples, mosques, churches, town halls or a row of houses that provide reference points in the local built landscape. The local environment is the immediate setting for the lives of people who reside or work there and often historic areas have a human scale that may not be found otherwise. Historic areas display advanced townscape qualities that have evolved over a long period and exemplify ecologically sustainable urban models. There is great scope for learning from them to reorient contemporary approaches to urban planning. However, this has not happened so far to any significant extent in India and the urban development models being followed since independence are in fact the cause of further urban problems and loss of heritage. The identity and character of many historically important and beautiful towns has been irrevocably altered. Efforts to protect our heritage have been weak and extremely limited. The Archaeological Survey of India (ASI) and the various State Archeological departments protect only 10,000 monumental structures, which is just a very small fraction of the total number given our rich heritage.

India has attempted an improved system of sustainable planning and governance through the JNNURM (Jawaharlal Nehru National Urban Renewal Mission, 2005-2014), which along with urban renewal and improved infrastructure focused on development of Heritage areas/precincts as one of its components. The Ministry of Urban Development circulated Tool Kits under this Mission for the making of the City Development Plans by the municipal bodies with focus on heritage. However, there is a need for more such efforts on ground, which could identify and utilize the heritage resources for purposes of urban development. At this stage, it is opportune to set clearer directions for urban projects and it is very vital to exchange and disseminate knowledge, experience and lessons learnt.

In the above context, the National Institute of Urban Affairs as part of the Peer Experience and Reflective Learning (PEARL) programme undertook the initiative to compile and document successful urban heritage projects. Projects were invited under five categories: 1. Development of Institutional Infrastructure for Urban Heritage, 2. Integration of Heritage in Urban Planning Framework, 3. Revitalization of urban heritage through urban renewal, 4. Community /Stakeholder Participation Approach, and, 5. Generating Awareness of Heritage. Two projects, representing innovative approaches that have helped to safeguard and ensure the continuity of urban heritage, from each category have been selected and documented. The projects highlight the multi-

faceted nature of urban conservation and the specific challenges that need to be addressed.

The first and foremost step in urban conservation is the identification of heritage in a comprehensive way and preparation of a list followed by providing statutory backing such as Heritage regulations. The process has to be in accordance with rules/ regulations/ byelaws framed under the relevant state Acts that govern the development and use of land. In most states this activity is controlled and regulated under the state's town and country planning legislation. The regulations can prevent demolition of the listed heritage buildings and can also regulate the new developments around. Municipal authorities can also notify the heritage list under the relevant municipal byelaws. The 74th amendment to the Constitution, which deals with decentralization of power to the local bodies has empowered the local bodies to be pro-active in the field of Urban Conservation and other renewal programme. Setting up of Heritage cells within the local bodies is one of the effective mechanisms, which has been adopted by some cities in India with exemplary outcomes such as in Ahmedabad. The Ahmedabad Municipal Corporation (AMC) is the first local government body in India to establish a dedicated Heritage Cell with adequate staff and budgetary allocation. The AMC Heritage Cell has been instrumental in accomplishing several conservation projects and in involving the community by innovative awareness programmes. One of its biggest achievements is introducing a bye-law in the General Development Control Regulations prohibiting listed heritage property from being pulled down without prior permission. While the Ahmedabad case demonstrates the effective institutional mechanisms that the local government can establish to address problems of the historic areas, Mumbai and Hyderabad have set precedence by enforcing heritage legislations way back in 1991 and 1995 respectively.

Heritage resources need to be considered as assets rather than as liabilities as they represent the history of communities embodying their tradition, heritage and culture through architecture and the urban form. Experiences from all over the world have proved that revival and preservation of heritage and modern development, if planned properly can fulfill the aspirations of the people, besides bringing economic prosperity and sustainability. It is very important for the Master Plan of a city to recognize the heritage resources and recommend policies for conserving and celebrating the same. The master plan should discourage developments which are detrimental to the heritage character of the city and encourage development that respect and enhance the same. It should also provide priorities and timelines for the City's actions in heritage conservation. The master plan should make provisions for new developments to be compatible

with existing settings and guide the growth in ways that avoid negative impact on existing neighborhoods. Several Indian cities have attempted to address the issues of historic areas in the master plan, such as the Master Plan for Delhi 2021 has a chapter titled “Conservation of Built Heritage”. The 400 year old city of Jaipur has taken a step ahead and is a good case study to discuss in detail as it has made significant efforts to prepare Heritage Management Plan and integrate the same with the Master Plan.

Most of the historic areas in the cities have been neglected in the process of urban development and growth. Degenerated environments, dilapidated physical infrastructure, gentrification and Poor economic conditions are some of the major characteristics of a number of heritage precincts in the urban centres.. Despite the presence of rich and diverse heritage resources, as well established public administrative set up and strong community networks, the historic areas are undergoing rapid decline due to pressures of urbanization and various other factors contributed by lack of appropriate policies, legal frame works, awareness,adequate fundings and technical skills. There is an urgent need for finding alternative ways and means to develop mechanisms for the revival and revitalization of both the built and cultural heritage of our cities. There is a lot of scope for several initiatives to increase community vitality and economic regeneration, which can be best illustrated by the renewal efforts undertaken in Pondicherry and Muziris. While, the initiatives in Pondicherry amply demonstrate activities centered on upgrading the environment and economic regeneration, the Muziris project integrates conservation based proposals with development activities focusing on rejuvenating local economy, generation of local employment, fostering traditional industries and artisans. These Projects have set a precedent in India for adopting an integrated approach to heritage conservation and development.

Today, the cultural context of the community rarely features in decision about the city development. Urban development has become synonymous with planned interventions and policy frameworks designed to tackle urban growth and the cities are seen as engines of economic growth as people migrate in and out

of the city for better livelihood options. For sustainable development, it is very important to engage stakeholders, especially the local community. The resident community is not simply a recipient, but also a key stakeholder in shaping the future of a place. The Nizamuddin Urban Renewal Initiative in Delhi has recognized the significance of community participation and thus spent considerable time in engaging with the communities while designing various project initiatives. The stakeholder engagement was not limited to the community alone but involved the concerned government departments and other agencies. Extensive dialogue with all stakeholders resulted in better understand of community needs, potentials and resources. Similarly, the regional heritage mapping of the West Midnapur district actively involved the local community by engaging the local knowledge and experience in the process.

Finally, public awareness is very crucial to protect and preserve our heritage and environment. Citizens often get accustomed with their environment and gradually become less conscious about it. There is a need to make the citizens aware of the importance of their built and natural environment and to help them develop a harmonious relationship with it. The Constitution of India describes it as a fundamental duty of every citizen “to value and preserve the rich heritage of our composite culture”. While there are many activities by the Government and other NGOs taken up towards awareness generation, the programmes developed by the Heritage Education and Communication Services (HECS) of INTACH, especially for the school children are note worthy. Children are considered to have a great influence on parents and the community and have the potential to spearhead a heritage movement. Similarly, the Jaipur Virasat Foundation in Rajasthan has given opportunity to the local community to be part of the heritage movement and take pride in their heritage.

The following compendium is expected to be a useful resource and widely disseminated among the municipalities, institutions and professionals to take further initiatives to protect and manage heritage.

## INTRODUCTION

# URBAN HERITAGE

Indian cities are growing exponentially to meet the ever growing requirement of its urban population. Today India's one billion plus population lives in 7935 towns and over 475 urban agglomerations which is approximately 31.16% of its total population (Source: *Census of India, 2011*). According to the UN State of the World Population 2007 report, by 2030, 40.76% of India's population is expected to reside in urban areas. This urbanization resulting from demands for new housing, industries, commercial establishment and civic infrastructure is putting high pressures on the urban areas. Further, the changes in land-use, development and economic pressures, the needs and aspirations of urban populations and corresponding uncontrolled development is transforming the nature of historic urban areas and their settings.

India has taken steps towards an improved system of sustainable planning and governance through the JNNURM (Jawaharlal Nehru National Urban Renewal Mission, 2005-2014) - a program to implement decentralization and support urban infrastructure development. One of the major issues identified during the implementation of this program has been the inability of the JNNURM cities to identify, record and utilize their heritage resources as vital elements of the urban planning process to achieve sustainable urban development. Therefore, there is an urgent need to mainstream concerns for conservation and sustainable development of urban areas. While urban heritage is sometimes accorded some symbolic importance in cities, there is a gap in integrating heritage through sectoral planning in cities. This implies that the ecological, historic, aesthetic, socio cultural, religious and traditional economic qualities of the cities need to be recognized, safeguarded and utilized effectively as part of the urban development process. Efforts in this direction are already being made by some cities, and there is a need to disseminate these efforts in the form of good practices, projects, and innovations.

The 'Compendium of Good Practice' has been initiated by the National Institute of Urban Affairs as part of the Peer Experience and Reflective Learning (PEARL) programme which provides a platform for deliberation and knowledge exchange among Indian towns as well as professionals working in the urban domain. The knowledge-exchange relates to planning, implementation, governance, sustainability of urban reforms, and other infrastructure projects. 'Cultural Heritage' is one of the themes and the Compendium highlights good practices in the preservation; conservation; management; restoration and regeneration of urban heritage in Indian context. The theme is not confined to heritage structures and monuments, but includes

regeneration and renewal of heritage areas and precincts. It is also an attempt to highlight examples of people's participation and other citizen-centric initiatives for overall enhancement of quality of life in historical areas.

The specific objective of the Compendium is to compile and disseminate good practices in Cultural Heritage to inform initiatives in this area. The good practices/initiatives are those that demonstrate preservation or regeneration of cultural resources and take into account both the protected and unprotected components of urban heritage. The compendium is expected to knowledge-exchange that will be made available for reference through the PEARL platform. The document highlights factors of successful implementation, inclusivity, replicability, sustainability and the contextual nuances of selected good practices. This is to ensure that current and future 'cultural heritage' projects are formulated based on the information and the methods, tried and tested.

The good practices have been documented under five categories with the aim to highlight the multi faceted nature of urban conservation and the specific challenges that need to be addressed. The five categories are:

- i) **Institutional Infrastructure for Urban Heritage:** Creation of institutional frameworks/structures by the local or state government to support preservation/awareness of heritage in cities including policies, legislation, regulation;
- ii) **Integration of Heritage in Urban Planning Framework:** Using heritage as a resource for urban development and ensuring its protection and conservation through planning policies, programs and integration within the urban planning framework through Master Plans, City Development Plans, Zonal Development Plans and Local Area Plans;
- iii) **Revitalization of urban heritage through urban renewal:** Undertaking heritage preservation and revitalization projects in historic area/ precinct/streets/ markets/ public spaces with special heritage character in the overall urban renewal context;
- iv) **Community /Stakeholder Participation Approach:** Taking into account relevant groups interest and mobilization and participation of different stakeholder groups in urban cultural heritage conservation and management projects;
- v) **Generating Awareness of Heritage:** Conducting awareness programmes on the need and importance of safeguarding heritage by involving multiple stakeholders from all sections of the society including local community, public, agencies, schools, professionals etc.

The methodology adopted for documentation involved primary and secondary data collation and analysis of projects to identify state and local-level good practices in the sector under the above mentioned five categories. An inventory format was prepared and circulated amongst conservation professionals to collect first hand information. A total number of 62 projects were received, which were further short listed to qualify under the following criteria:

- City level asset/impact on community
- Accessible to public
- Involvement of Urban Local Body Community participation
- Not more than five years since its completion

Based on these criteria 2 good practices (ranked by priority) were selected under each of the five categories for detailed documentation and Snap-Shot view. A 'Peer Review Group' (PRG) comprising of well known experts from the field of conservation, planning and social science was set up to provide thematic robustness to the selection of projects and evaluating the project inventories. The detailed documentation was supported by site visits, which helped in assessment of on-site conditions, direct interactions with relevant stakeholders etc. The compendium will hopefully be a useful resource for municipalities and other urban local bodies as well as professionals working in the field.



## SECTOR OVERVIEW

Urban heritage is a social, cultural and economic asset. It is defined by historic layering of values that have been produced by successive and existing cultures. It is an accumulation of traditions and experiences, recognized as such in their diversity. (Source 2011 UNESCO Recommendation on Historic Urban Landscape)

International discourse on conservation of built heritage has over the years enlarged the scope of architectural conservation field from monumental icons to large historic settlements that also included a wide range of intangible components. As a result a number of standard-setting documents such as international conventions, charters and declarations introduced and adopted by international organizations such as UNESCO, ICOMOS and the Council of Europe exist on the subject of historic cities and settings. These stress on the need for urban cultural heritage to be better integrated into planning and management practices and contain guidelines and policies supporting sustainable urban heritage conservation and development. However in the 1940s few countries in the world appreciated the value of their older cities. In Europe, conservation was limited to a concern for historical buildings of special importance, usually castles, palaces, churches, museums and other significant public buildings. Attention was focused on the monuments individually, considered in isolation from their urban surroundings. It was the Second World War and the mass destruction of the historic cities in Europe that first provided the stimulus for a more serious consideration towards conserving the historic urban fabric of cities. For example, during the Warsaw Uprising in August 1944, more than 85% of Warsaw's historic centre was destroyed by the Nazi troops. Soon after the war, a five-year reconstruction campaign by its citizens resulted in today's meticulous restoration of the Old Town, with its churches, palaces and market-place. It is an outstanding example of a near-total reconstruction of a span of history covering the 13th to the 20th century<sup>1</sup>. Most of the guidelines and policies related to urban heritage emerged in the post-World War II era which further led to new interests in sustainable, cultural, and natural resource conservation, management, community involvement, and the need to respect limits of growth and expansion. Again during the transition from the 19th to the 20th centuries led to the notion of urban heritage as resources for socio-cultural and economic development. These developments are highlighted in almost

every international cultural heritage policy document since the 1960's. For example, the UNESCO Convention concerning the protection of the World Cultural and Natural Heritage, adopted in Paris, 16 November 1972 (UNESCO World Heritage Convention) has played an important role in fostering urban historic conservation. Today, historic cities constitute the largest heritage 'category' on the World Heritage List, with over 250 inscribed sites out of more than 900. In 1976, UNESCO adopted the Recommendation concerning the Safeguarding and Contemporary Role of Historic Areas which recognizes the importance of the setting-buildings, spatial elements, and surroundings make up historic areas. It notes that the destruction of historic areas can lead to economic loss and social disturbance and therefore calls for historic areas to be protected from insensitive changes that damage authenticity. Again, later in 1987, ICOMOS adopted the Washington Charter for the Conservation of Historic Towns and Urban Areas which establishes the principles and guidelines for the protection and conservation of historic towns. These included the integration of preservation objectives into planning policies; qualities of historic towns that should be preserved; participation of residents in the preservation process; and the social and economic aspects of historic town preservation. These were until recently the most significant international policy documents on urban heritage management. In 2011, UNESCO added another dimension to urban heritage management through the UNESCO Recommendation of Historic Urban Landscape. It suggests a landscape approach for identifying, conserving, and managing historic areas within their broader urban contexts, by considering the inter-relationships of their physical form, their spatial organization and connection, their natural features and settings and their social cultural and economic values<sup>2</sup>.

In the context of India historical evidences point towards vibrant urban civilizations, from the Harappan era city of Dholavira, the 18th century Jaipur to the 20th century Chandigarh, with town planning being practiced here for almost millennia. The uniqueness and diversity of India's historic cities and towns is not only about outstanding monuments but it is about the way in which the settlement has evolved in relationship to its natural surroundings and how it was planned, its traditional neighbourhoods, the water bodies, its streets, public spaces, its crafts traditions, artisans, communities and their pattern of living, as well as customs and beliefs. These play an important role for the imagining and articulation of space use and the built environment of traditional Indian cities. In India, conservation activities have been recorded from as early as the third century B.C, indicated by renovation of historic dam by Rudradaman,

<sup>1</sup>Historic City of Warsaw, UNESCO World Heritage Centre List, <http://whc.unesco.org/en/list/30>

<sup>2</sup>The Historic Urban Landscape: Managing Heritage in an Urban Century; Francesco Bandarin and Ron Van Oers

and by Feroze Shah Tughlaq for repair of historic structures. Historical evidence also indicates that until the mid-nineteenth century, preservation of monuments was used by dynasties as a means of legitimizing their rule. This continued under the colonial rule as an effective conservation policy was formulated during this time with the formation of Archaeological Survey of India (ASI) in 1861<sup>3</sup>. The Ancient Monument's Preservation Act in 1904 facilitated the safeguard of monuments from decay and vandalism. The Ancient Monuments and Archeological sites and remains act 1958 (AMASRA) succeeded the Ancient monuments Preservation Act 1904. Historically the AMASRA while enabling the protection of historical monuments did not provide for the protection of the heritage zones, precincts and other forms of intangible and material heritage associated. This monument centric protection approach resulted in monuments standing alone like relics of the past in the midst of often degrading surroundings of urban areas and quite often severed the living relationship between the monument and its setting. However, the Champaner World Heritage Site in Gujarat is one of the early examples in India where the heritage definition goes beyond the monuments. The Government of Gujarat passed a bill in 2005, called "Champaner -Pavagadh World Heritage Area Management Authority Bill, 2005", which has legal provisions to manage and ensure integrated conservation of the Champaner-Pavagadh Archeology Park and protect the entire area with its natural, cultural and human resources. The "archaeological park" covers the 6350 hectares of heritage zone followed by 300 metres of restricted area around the entire perimeter to comply with existing monuments act, and is managed by Gujarat Town and Country Planning Act.

A significant development in recent times has been the 'AMASR amendment and Validation Act, 2010', which declares area of 100 metres from the periphery of the protection limit of a ASI protected monument as prohibited and further 200 metres as regulated area. National Monuments Authority (NMA) has also been constituted under the provision of the Act with clear mandates of regulating the development in the area. Besides the AMASRA, cities like Mumbai and Hyderabad followed by Nagpur, Calcutta and Delhi have formulated heritage regulations under the provisions of Town and Country Planning Acts. The Government of Maharashtra gazetted the first Draft Heritage regulation for Mumbai in 1991 and by a separate notification also gazetted an initial list of heritage buildings and precincts for Greater Mumbai it by setting precedence for other cities. However, these have been found insufficient for sustaining historical areas and calls for more such initiatives and innovative programmes.

In India, development of towns and cities focuses primarily on urban infrastructure as a result of which the historic inner city areas remain completely neglected. To address the issues of the historic areas, the JNNURM scheme developed heritage toolkits to assist municipalities on integration of heritage into

master plans and plan sensitive heritage projects. Organizations such as INTACH (Indian National Trust for Art & Cultural Heritage), Delhi Urban Art Commission (DUAC), Aga Khan Trust for Culture (AKTC), Indian Heritage Cities Network Foundation, (AHCN) and several others have taken significant initiatives to safeguard the heritage resources in a sustainable way while fostering urban development. The UNESCO/ UN-HABITAT toolkit 'Historic Districts for All' provides a tool for capacity building of ULBs and city professionals. Another UNESCO led initiative 'the Indian Heritage Passport Programme' has brought to the forefront heritage based tourism as a vehicle for local development. It supports Indian states to market their quality tourism destinations, facilities and initiatives to encourage the holistic protection and promotion of local cultural and natural heritage including concern for the local environment and employment generation. The Shekhawati area in Rajasthan and Chettinad in Tamilnadu are on the forefront of this programme.

Some International development agencies have also been instrumental in India in supporting heritage conservation. The Asian Development Bank through its 'Infrastructure Development Investment Program for Tourism' in states like Himachal Pradesh, Uttarakhand, Punjab and Tamil Nadu has adopted an integrated approach focusing on preservation of natural and cultural heritage, and linked to municipal services, tourist support infrastructure and tourist destination connectivity infrastructure. World Bank has also collaborated with various state Governments to invest in sustainable developments and revitalisation of historic areas. An important component of the urban heritage in India is its Industrial heritage which is little recognized. India's industrial heritage mostly from the mid 19th century, including factories processing cotton, wool, indigo, salt, spices, iron and tea, and other advances like the railways, communication and electricity, presently lie redundant and threatened. Nevertheless, with the inscription of the Mountain Railways of India in the UNESCO World Heritage list (Darjeeling Himalayan Railways in 1999, Nilgiri Mountain railways in 2005 followed by Kalka Shimla in 2008), there is still hope for the revival of the industrial heritage. In 2013 Ahmadabad led the way to highlight its historic textile mill when 13 artists from Lancashire, Manchester and Ahmedabad came together for a project called 'Cotton Exchange'. Textile artists, weavers, photographers, film and media artists, potters and other designers installed their work in the Old Rajnagar Mill highlighting its importance as one of the great cotton centres of the world.

Thus, there is clear need to broaden the concept of 'heritage' to include not only monuments and buildings of exceptional cultural and architectural value but also the traditional and vernacular houses, other built forms, their layouts to open spaces and natural features and similarly concept of conservation to include not only protection but also revitalization, regeneration, renewal and sustainable development.

<sup>3</sup> B K Thapar on conservation movement in India

## CATEGORY 1

# INSTITUTIONAL INFRASTRUCTURE FOR URBAN HERITAGE

Institutional infrastructure alongside the legal and statutory framework is vital for heritage conservation and management. The role played by the Urban Local Bodies and other institutions responsible for the up keeping of heritage together with the inter-institutional linkages and coordination is integral in the whole process. The case studies under this category significantly highlight the role of ULBs, civil society groups and NGO's in heritage conservation through direct or indirect interventions.

**Under this category, the projects selected highlight achievements in one or more of the following areas:**

- Provision of dedicated financial and administrative support by ULBs in heritage protection and conservation.
- Enabling Revenue generation and maintenance of heritage properties and infrastructure
- Developing effective Institutional frameworks and/or structures at local level
- Developing System of Effective funding which could be different combinations of governmental and private funding, central government allocation, local government allocation,

public and private donations etc.

- Public Private Partnerships
- Tax Incentives

From the projects received (list attached in table below) two good practices were recommended by the PRG, the Urban Conservation Initiatives: The Walled City of Ahmedabad for detailed documentation and Hyderabad Heritage Legislation for Snapshot view. Ahmedabad Initiatives was unanimous choice as it was the first city to set up a Heritage Cell within its ULB, which devised a comprehensive plan for the revitalization of the walled city and implemented several heritage projects. The heritage cell took up the roles of catalyst, educator, facilitator and coordinator in carrying out heritage programmes including strategic intervention with interested NGOs, professionals and other voluntary agencies leading to the recognition of the Municipal Corporation as one of the model institution in India.

The Hyderabad Heritage Regulations in place since 1995 is a step forward by including natural heritage in addition to the built heritage. This was also one of the earliest attempts in our country in integrating heritage into the Master Plan of the city.

### LIST OF PROJECTS

S. No	Project Name	Location	Completion Year
1	Urban Conservation Initiatives: The Walled City of Ahmedabad	Ahmedabad, Gujarat	1996 and ongoing
2	Hyderabad Heritage Legislation	Hyderabad, Andhra Pradesh	1995
3	Heritage Zone Regulations, Shimla	Shimla, Himachal Pradesh	2000
4	West Bengal Heritage Legislation (Heritage Commission Act)	West Bengal	2001
5	Restoration of Elphinstone College, part of urban conservation for Kala Ghoda, Mumbai	Mumbai, Maharashtra	2001-02
6	PONDICHERRY Asia Urbs Programme	Puducherry, UT	2002-2004
7	Institutional And Regulatory Framework For Urban Village Redevelopment and Management -Kakraula	New Delhi, Delhi	2007
8	Nizamuddin Urban Renewal Initiative	New Delhi, Delhi	2007 and ongoing
9	Surat Heritage Policy	Surat, Gujarat	2011
10	Vadodara Urban Heritage and Renewal Cell (VUHRC)	Vadodra, Gujarat	2012
11	Various initiatives undertaken by the Punjab Heritage and Tourism Promotion Board	Punjab	2003

# URBAN CONSERVATION INITIATIVES IN THE WALLED CITY OF AHMEDABAD

Ahmedabad Heritage Cell of Ahmedabad Municipal Corporation (AMC) initiated the revitalization of the 600 year old walled city of Ahmedabad through several innovative mechanisms under an effective and successful model of institutional framework.

## Background of Activity

Ahmedabad, the largest city in Gujarat, was founded by Ahmed Shah in 1411 AD on the earlier sites of Ashaval & Karnavati. In 15th century, the city was enclosed by a massive brick fortification of 10 Kms. in circuit, accessed by 12 gates, 139 towers, and 9 corners and over 6000 battlements. Two more gates were added during British rule. In its 600 years of continuous history, the city has seen at least four regimes of power, the independent Sultanate of Gujarat, Mughal dominion, the Marathas and the British and has always remained a flourishing commercial, financial and industrial centre. Due to its location in the cotton growing belt, Ahmedabad has been a centre for manufacturing cotton textiles. The establishment of the first cotton textile mill in 1861 to becoming the “Manchester of India” reflects the continuity of its distinct enterprise. With the coming of the railway in 1860, development began to spill over beyond the limits of the walled city. Traders and financiers occupied important position in the city with each community specialized in particular activities. In the post-Independence period, the city witnessed not only diversification of its industrial base but also the establishment of several professional and technical institutions.

Today, the Greater Ahmedabad Urban agglomeration (AUA) covers an area of about 4200 sq. km including 466 sq km under the jurisdiction of Ahmedabad Municipal Corporation (AMC) comprising the old walled city, and the area outside the walled city. In terms of its population, Ahmedabad first saw a significant growth in population during 1970's owing to the growth in industry. The population of the city has increased from 35 lakhs in 2001 to 55.68 lakhs in 2011. The walled city that housed 44 % of the AUA population in 1951 decreased to 37% in 1961 and has been consistently declining since and was 12% in 1991.

The walled city is spread over an area of 5.43sq km with a population of 3.75 lakhs. It has large concentration of commercial activities along with the traditional neighbourhoods down the narrow winding lanes that give the city its distinct identity. The neighbourhoods with a cluster of residences generally occupied by people belonging to a particular caste, religion is known as “Pol”. The Pol with intricately wooden carved houses are generally protected by a gate and has other civic buildings such as temple or Derasar or mosque, well, Chabutara

(bird feeder). There are nearly 600 polys in the walled city. The city is also distinctly marked by several Indo Saracenic monuments of 15th-17th century including Jama Masjid, Bhadra Fort, Teen Darwaja, Rani and Raza no Haziro (Tombs), Tomb of Sidi Sayed that has the famous window with intricate filigree work on stone.

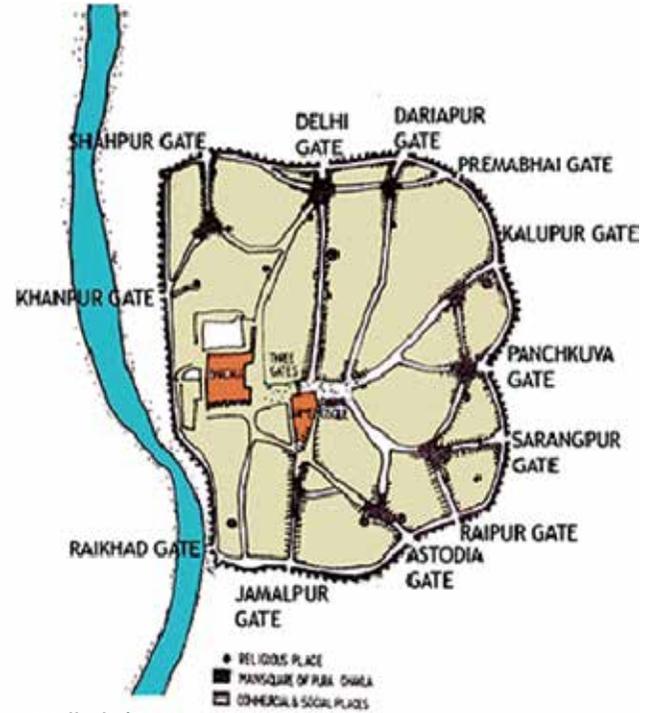
Despite having a wealth of heritage resources and a strong community network, the walled city of Ahmedabad in the face of economic changes and modern development, underwent rapid change and decline in recent times. The historic fortification was pulled down to facilitate access and people started migrating to newer areas of the city seeking modern settings and facilities, resulting in neglect of the Pol houses. Deterioration and degeneration of the heritage resources were further induced by changes in the land use resulting in the breakdown of the traditional social fabric, pressure on infrastructure caused by subdivision of houses etc. Initiatives were taken as early as in 1885 by merchants and traders of Ahmedabad for raising funds for “City Wall Restoration”, which was managed by a committee consisting of Government officials and citizens, however, there were no sustained effort to preserve City's heritage.

## Project Description

Concerned with the rapid decline of its heritage resources, Ahmedabad Municipal Corporation (AMC) with the help of Ford Foundation, New Delhi first undertook a study in 1984 to initiate policies for the conservation and preservation efforts in the walled city. Ahmedabad was one among three cities (Jaipur and Hyderabad are other two cities) in the country at that time to be chosen for such an exclusive study and grant from the Ford Foundation. By 1995-96 there were campaigns in the walled city by some residents to stop reckless destruction of the traditional havelis. In 1996, AMC invited the Conservation and Research of Urban Traditional Architecture (CRUTA) Foundation, Calcutta for helping it to take measures to arrest decay and preserve the city's heritage. AMC with the expert assistance from CRUTA set up a Heritage Cell within the Municipal Corporation in 1996. With this the AMC became the first local Government body in India to devise the Heritage Programme and prepare a comprehensive plan for the conservation and revitalization of the walled



Map of Ahmedabad: 19th century miniature style painting on cloth



Walled city

city. A separate budget of Rs 50 lakhs was allocated as a start up fund for the cell.

In 1997, AMC drafted the Walled City Revitalization Plan in consultation with a local NGO called Environmental Planning Collaborative, which highlighted the need to modify the old heritage regulations, to reduce the density allowed for new constructions in old areas, and to make larger areas available for pedestrians. The Heritage Cell advocated extensively for the restoration of the Pol houses, chabutaras and the city walls and gates. In the same year, Indo-French cooperation in the field of heritage was initiated on the occasion of the fiftieth anniversary of India's independence. A MOU was signed between Ahmedabad Municipal Corporation and the French Government for rehabilitation of the Historic Centre of Ahmedabad. AMC heritage cell and the French Experts jointly initiated actions for documentation and creation of a database. About 12502 heritage properties were listed by 2001. A Heritage Centre was planned for providing technical assistance and guidance to heritage property owners.

AMC and the French Government collaborated with the Housing & Urban Development Corporation Ltd (HUDCO) to initiate a project called "Enabling Communities to Invest in Heritage" which is one of the India's first models for public-private partnership to enable historic city center preservation. HUDCO along with support from the French Government provided loans to heritage house owners at subsidized rates interest, who otherwise were not eligible for housing loans as per the RBI guidelines that does not recommend repair loan for houses more than 15 year old. The project was managed on the ground by the Heritage Cell in terms of approaching the owners and facilitating the loan procedure.

In 2001, the Heritage Cell succeeded in introducing a new clause in the General Development Control Regulations (GDCR) under the Gujarat Town Planning and Urban Development Act, 1976 for prohibiting any heritage property from being pulled down without prior permission from the Heritage cell. Further amendments were done to the GDCR with introduction of Heritage Regulations in September 2007. Under this, any development or restoration, repairs etc. to a listed heritage property shall be permitted only on the advice of the Heritage Conservation Committee. The Government of Gujarat appointed a Heritage Conservation Committee for the Ahmedabad Urban Development Authority (AUDA) in 2010, which is now guiding AMC in the process of heritage conservation, including building repair permissions of listed heritage properties. Various other measures were also adopted including reduction in property tax for traditional buildings and reduction of FSI (Floor Space Index from 3 to 1.8) to prevent high density and unplanned development in the walled city.

### Project Implementation

Since its inception, the Heritage Cell has been actively involved in various aspects of urban conservation in the walled city and effectively implementing the same.

The following initiatives are some examples:

**Generating awareness:** Some activities undertaken by the Heritage Cell are heritage walk, Freedom March, celebration of Pol-day, Auto rikshaw guides.

- The heritage walk introduced in 1997 begins at the Swaminarayan temple with the projection of slides portraying the treasures of the city and ends at the Jumma Masjid enroute

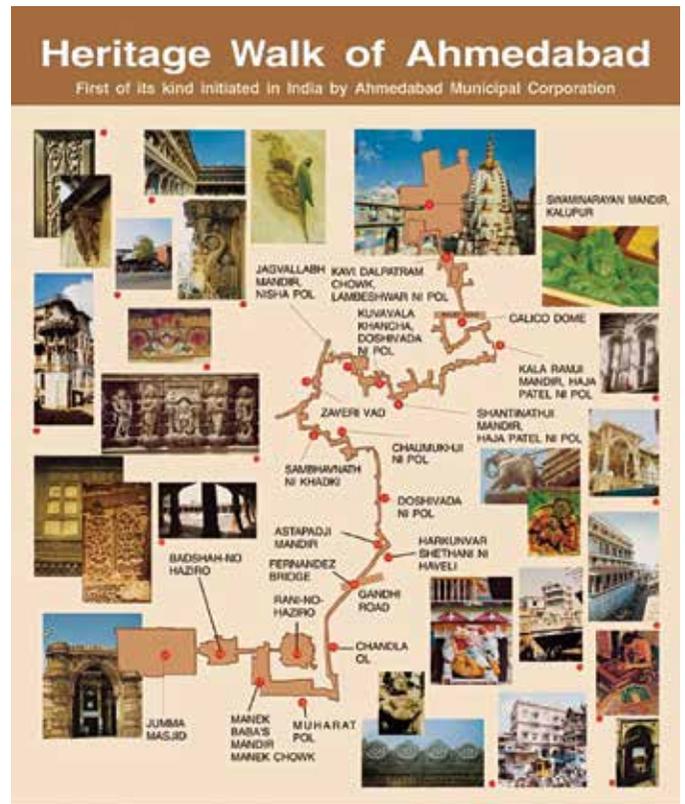
a number of pols. The temple has since reserved a room on the first floor for presenting the slide show and ticket collection. The walk not only targets tourists but also the citizens, aiming to build a sense of urban identity and belonging.

- A Freedom walk is held linking together eight houses which have association with eminent leaders of Indian independence including Mahatma Gandhi.
- The auto-rickshaw drivers were trained and supported with maps and photographs.
- The pol signage was one of the successful initiatives that were posted at every Pol gates.
- Traditional street theatre (Bhavai) performed in the Pols were great attractions and effective in awareness generations.
- Training of administrators, City heritage award, revival of the traditional local Governance 'Panch' were among the many initiatives.

All these activities involved strategic public-private partnerships as well as international collaborations.

**Restoration efforts:** In addition to the awareness activities, a number of restoration projects were also implemented.

- The Panchkuan gate, which was in dilapidated state, was restored along with the restoration of the adjacent baoli (stepped well). The surviving fort wall along the gate was also restored. An old building next the gate was restored and reused to house the Municipal Ward office.
- Repair and restoration works were undertaken at the historical Manek Burj (one of the surviving bastions along the Sabarmati river edge).
- Grants from the World Monuments Funds were received to restore the Dwarkadheesh temple situated within a haveli and damaged in the 2001 earthquake. The temple's delicately carved wooden façade has since been restored in partnership with the local temple trust who also mobilized funds from pilgrims, and from the Gujarat State government.
- The Chabutaras (bird feeders), which are part of the identity of the Pols were documented and restoration was initiated for some damaged Chabutaras such as the 200 year old Chabutara at Karanj and Khadja.
- In 2000, a survey was undertaken to identify and list the water tanks beneath the chowks inside the houses (locally called "Tankas"), which revealed that nearly 10,000 tankas still survived. In the first phase, about 25 tankas were cleaned and restored.
- The site of the house of Kavi Dalpatram, Gujarati poet and reformer, which was destroyed in 1885, is being reused as public space for meetings and recitals with the erection of façade at the backdrop and as a bronze statue of the poet on the Opla.
- Since, it is difficult for a normal fire engine to enter the pols, a small fire engine with a high power pressure pump has been designed and incorporated in the fire brigade. A special back pack version mounted on the motor bike to enter the narrow lanes of Pols was also under experiment.



### Enabling government facilitation

AMC has been very effective in the overall process of revival / conservation of the walled city. Undertaken in a participatory and holistic manner, it has focused on creating awareness among different sections of the society. The interventions are not just about the physical conservation of heritage structures, but also improve living in the pols. Reviving local governance in the pols was initiated through continuous public participation and in collaboration with the Ahmedabad Community Foundation (ACF), particularly recognizing the panch, the key community leaders as formal representatives of the community.



Heritage Walk attended by Amitabh Bachan on 27th Jan 2014



Dwarkadheesh Temple after restoration



Restored Manek Burj

## Key Stakeholders

AMC established a number of partnerships at different levels in order to gain widespread support for the conservation efforts in the Walled City. From 1998 to 1999, a series of workshops on managing the cultural heritage of cities (“Sambhav”) were held, with the involvement of INTACH and IIM (Indian Institute of Management) and the Government of France.

As part of the conservation effort the restoration of the remains of the Fort wall and the city gates was undertaken in partnership with the Archaeological Survey of India (ASI). The agreement also extends to improve living conditions outside centrally protected monuments. Collaboration with HUDCO made it possible to offer loans to the heritage house owners at a subsidized interest rate of 5 per cent (as against 10 per cent to 15 per cent) for repair and restoration. On similar lines, micro financing to the women was made available by SEWA (Self Employed Women’s Association) for house repairs. The City Manager’s Association of Ahmedabad (CMAG) compiled the heritage experiences of AMC heritage cell and conducted several workshops to train the municipalities of Gujarat and influence the State Govt. to bring a change in policy to support conservation. Another key stakeholder which emerged as a result of the heritage movement was the ‘City Heritage Centre’, an NGO promoted by a group of entrepreneurs. The Centre was set up in a traditional ‘haveli’ which had been restored as demonstrative project, which now provides ‘a Single Window Solution’ for technical advice, assistance in legal and financial resources as well as to draw up economic sustainability plans for the heritage properties. Funding for specific activities is also received from the Government and international agencies.

## Results and Impacts

AMC is the first first local body in India to bring change in the policy in favor of historic preservation and initiate several successful heritage projects. Some are listed below.

- Revitalization of the Walled city of Ahmedabad (an AMC-France Collaborative project)
- Setting up of the City Museum
- Repair and restoration of the Heritage houses
- Restoration of Chabutaras (bird feeders)
- Restoration of Dwarkadhish temple and Hadkeshwar Temple
- Revival of the ‘tankas’
- Design of a special fire fighter
- Restoration and Development of the Manek Burj
- Restoration and Development of the Dutch Tomb Complex at Kankaria
- Repair and restoration of several Earthquake damages Municipal School Buildings

Several house owners in the walled city used the opportunity of availing HUDCO loan and repair their houses. Owners in Khadia and other areas have also extended the potential to open paying guest accommodations, private museums etc. The spacious haveli of a pioneering textile business family is now the headquarters

of the NGO CHETNA (Centre for Health, Education, Training and Nutrition Awareness, an activity of Nehru Foundation for Development). The Arts Reverie is a 1940s house, now run by art consultant Anupa Mehta and her partners as a B&B, which is in demand by creative professionals and others who want to experience the city. Private entrepreneurs have also started investing in the walled city and restoring havelis. Agashiye, the boutique restaurant in the House of Mangaldas at the heart of the walled city is about 2 decades old and still extremely popular and expanding.

Ahmedabad walled city is the first Indian City to figure on the UNESCO tentative list under the world heritage city category, an achievement definitely paved by the incessant heritage conservation movement.

The efforts of the AMC have made a huge impact on community at large. A series of activities were organized to elicit community participation in conservation efforts, strengthen the feeling of community togetherness and the life style which has hitherto preserved the old pols. The heritage walk has grown considerably in popularity and features in the Lonely Planet and other travel guidebooks. Many residents, who had abandoned their homes in the pols and shifted to the modern parts, are returning. They have spruced up their heritage houses, cleaned up the wooden facade and added modern amenities to their houses. Real estate prices too have shot up in recent years from Rs 220 to Rs 2000 per sq ft. in last 5 years. A recent Reserve Bank of India's residex study showed a 94% jump in value of old properties in the walled city, covering areas like Bhadra, Dudheswar, Gaikwad Haveli, Girdhar Nagar and Wadigam.

### Enabling Environment and Barriers

The State and City level policies, law and strategies was instrumental in providing the most important enabling environment for setting up the necessary institutional framework in Ahmedabad. The constitution of the Heritage Cell within the municipal system enabled the listing of heritage buildings and formulating necessary heritage regulations and incentives for the restoration. The strength of the community has also been one of the primary achievements so far, which have resulted in restoration of 200 havelis. Some of the significant milestones that provided the enabling environment for urban conservation included:

- The GDCR under the Gujarat Town Planning and Urban Development Act, 1976, was approved in 2002 and amended with Heritage Regulations in Sept. 2007 to regulate development of listed heritage properties and precincts.
- Appointment of Heritage Conservation Committee for AUDA in 2010.
- There was waiver of building bye-laws for protection of heritage buildings including set back, marginal open spaces, height, etc for existing heritage buildings.
- A reduction in property tax for traditional buildings and reduction of FSI (Floor Space Index).
- Developing partnership with national and international organizations for exchange of resources and sharing knowledge of urban conservation.

Despite of all initiatives, demolition of pol houses and construction of new buildings is still continuing. Planning proposals for road widening in the Walled City have resulted in the disruption of layout in some pols including demolition of heritage structures. Out-migration of communities to the peripheral areas of the city is still a phenomenon. The Rent Control Act discourages owners from letting properties coupled with vacant properties attracting lower taxes. Infrastructure and traffic are two major areas which need improvement and innovative planning. Chaotic signage of commercial activities is another concern. Areas within the Walled City that can accommodate new development are inappropriately zoned, discouraging new investments. The lack of public expenditure on improving infrastructure also discourages new private investments.

### Key Challenges and Lessons Learnt

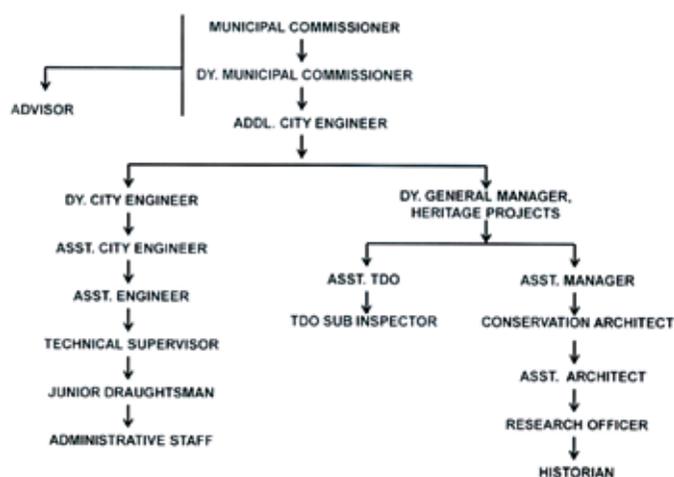
Some of the key challenges encountered were the pressure of real estate groups on the Municipal Corporation due to the restrictions on new development. Challenges were also faced because of non availability of skilled people and agencies for carrying out restoration work. Initially even AMC lacked trained technical officer to supervise the execution of repair and restoration work. However this issue was gradually addressed as the strength of the Heritage cell was increased. The engineers deputed by the AMC were gradually trained under both National and international experts.

The HUDCO loan scheme was a modest success attracting attention and replication interest. It emerged that despite of sub-



Restored birdfeeders

#### ADMINISTRATIVE SETUP OF HERITAGE CELL, AMC



sidized rate of interest; it was difficult to encourage all house owners and required a continuous dialogue and reconciliation.

### Continuity and Replicability

The heritage cell ensures that heritage conservation one of the significant activities of AMC. The role of the heritage cell to co-ordinate efforts of different disciplines, stakeholders and authorities is significant for ensuring the continuity of the conservation movement in Ahmedabad. For example institutionalization of heritage awareness activities such as heritage walks is not only a major attraction for visitors for also provides the means for the engagement of the local community towards their heritage. AMC is also engaging in a systematic effort by incorporating heritage conservation in policies ensuring sustainability and effective planning.

### Conclusion

Ahmedabad has demonstrated how the local government can

successfully establishes an effective institutional framework for addressing the physical, socio-economic, cultural and environmental problems of the inner City. The Ahmedabad Initiative has become a national model for revival of the inner cities across India. Some strategies employed by AMC are:

- Start with available resources
- Elicit support of local architects, professionals and NGOs
- Get support of local people
- Identify implement able projects
- Involve elected wing
- Coordinate with other government and non-government agencies
- Establish a dedicated heritage unit in the local government
- Sensitize all official agencies towards heritage work
- Recognize and cooperate with International bodies and coordinate their actions

AMC has demonstrated the role of an institution in making a cultural impact on community, which has strengthened the heritage conservation movement in Ahmedabad.

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# HYDERABAD HERITAGE LEGISLATIONS

## SNAPSHOT

### Background of Area

The original city of Hyderabad was founded 400 years ago in 1591 by Mohammed Quli Qutb Shah, with a protective wall enclosing the city on the banks of river Musi, now known as the historic “Old City”. It went on to become a great centre for trade and commerce and the Nizams’ Hyderabad was the largest princely state in India. Post independence, the city center saw a shift to the north of the river, with the construction of many government buildings. The rapid growth of the city, along with the growth of Secunderabad and neighboring municipalities has resulted in a large and populous metropolitan area. Along with the modern image, the city also bears the indelible marks of built & natural heritage dating back to Kakatiya, Qutubshahi and Asafjahi (Nizam) dynasties. Some of the significant landmarks include the Charminar located in the old walled city area and surrounded by palaces of Asaf Jahi period such as the Falaknuma Palace. Golconda Fort located on the outskirts of the city is one of the most magnificent fort complexes in India. The Chowmahalla Palace complex in the old city was the seat of Asaf Jahi dynasty, designed along the lines of the Shah’s palace in Isfahan. Besides forts and palaces, the rich built heritage of the city also includes mosques and temples, tombs, clock towers, hospitals, courts and numerous public and private buildings developed in various time periods giving a unique historical and cultural context to the city.

### Project Description

Chronology of events: In 1978 the government of Andhra Pradesh (AP) set up an AP urban art commission under section 39 of the AP urban areas (development) act 1975. The government also made rules under the act to enable notification of conservation areas among other provisions. The commission exercised architectural control over major new developments in notified areas of the city. The commission was not reconstituted after 1983. The role of the commission was similar to that of Delhi urban art commission. This initiative was largely due to the initiatives of Dr V K Bawa, the then Vice Chairman of the Hyderabad Urban Development Authority (HUDA). From 1980 onwards subsequent chief executives of HUDA supported the urban heritage initiatives.

The HUDA carried out an urban conservation study partly funded by the Ford foundation between 1981 and 1985. As part of this study HUDA framed an extensive draft bill as an amendment to the AP urban areas development act 1975. This was modeled after British and French legislation. The bill was submitted to the government in 1982 but the government of AP put the draft bill on hold and it was never taken up for enactment.

In 1987-1988 some members of the national commission on urbanization set up by the government of India visited Hyderabad and held discussions with officials of HUDA and the urban development department of the state government. The discussions included urban heritage conservation and legislation among other issues.

Mr Cyrus Guzdar and Mr Amit Jyoti Sen, from the national commission mooted the idea of enacting regulations rather than an act. Regulations could be made by the government under an existing act while an act would need to be passed by the state legislature. The national commission on urbanization commissioned a study by S. P Shorey, urban planner in HUDA, entitled ‘conservation and town planning’. The study report became an input to the final report of the national commission.

In 1994-1995, in collaboration with INTACH Hyderabad chapter and in consultation with eminent citizens of Mumbai, HUDA decided to keep aside the draft bill earlier prepared and framed heritage regulations similar to the Mumbai draft with a few changes.

In December 1995 the government of AP passed Hyderabad’s heritage regulations as an additional clause (regulation 13). In 1996 the government appointed a heritage conservation committee under the provisions of said regulations. Sri Shravan Kumar retired chief secretary to AP government and also convener AP chapter of INTACH was made chairman, who was mainly responsible for getting the regulations passed by the state government.

In 1997, HUDA notified the first list of heritage buildings and heritage precincts as a draft for public objections and suggestions. After considering the responses, the government of AP notified the list in 1998.

The regulations continue to be in force. In subsequent years more buildings and precincts were notified.

### Project Implementation

The procedure for listing of heritage buildings in Hyderabad involved the identification, inventorying, grading and process of public opinion through newspaper. Subsequently objections & suggestions from the public are examined following which government approval is sought, which is published in the Gazette. HCC is consulted for any new development and building repair applications.

The master plan also has provisions to relax other zoning regulations in the interest of heritage conservation subject to approval from the government and in the interest of conservation of the heritage buildings and adaptive uses with concurrence from the heritage committee. Specific areas have been identi-



Charminar Heritage Precinct



Rock Precinct of 'Fakruddin Gutta' at Gachibowli

fied as Special Area Development Projects (SADP) to include certain urban design, heritage and environmental guidelines for infrastructure up-gradation and overall area improvement. In heritage precincts too, guidelines are in place for new developments. Provisions have been made for architectural and façade control regulations to be prepared separately and implemented by Greater Hyderabad Municipal Corporation for specified heritage zones.

The Grant of Transferable Development Right (TDR) is available to owners for heritage buildings on refusal of permission if full FAR (floor area ration) is not achieved. Owners may demand transfer of development rights on heritage buildings and heritage precincts maintained with adaptive reuse: equivalent to 50 % of built up area of such site area.

### Key Stakeholders

The principal stakeholder identified for the implementation of the Hyderabad Heritage Regulations include the Government of Andhra Pradesh, the Hyderabad Urban Development Authority, the Heritage Conservation Committee, municipal Corporation and Urban Development Department, owners of heritage

buildings/precincts and the general people.

The Government of Andhra Pradesh constituted an expert committee called the "Heritage Conservation Committee" in 1996. The tenure of the committee is 3 years following which it has to be reconstituted.

### Results & Impacts

The first notification was done in 1997 for 137 heritage buildings and 9 precincts, including the rock formations. Following the notification, permission from the Municipal Corporation became mandatory in case of new developments and constructions within a distance of 100 feet/ 30 meters from any notified Building. In 2000, six heritage precincts were notified by HUDA together with guidelines approved by the HCC for each of the precincts. In 2002, one more building was added to the notification. Further in 2006, 14 more buildings were notified and the number of notified Heritage Buildings went up to 151. The HCC time to time revisits the notified list of buildings and Precincts to assess their state of preservation and to suggest measures of conservation.

Guidelines for Heritage Precincts (rocks) were formulated in 2000. The Hyderabad Metro Area Master Plan 2003- 2021 was notified in April 2008 which included Heritage Conservation. The Hyderabad Master Plan laid down general regulations for the listed heritage buildings and precincts, which closely resembles the model heritage regulations advocated by the Government of India. Sites specifically earmarked as heritage conservation-buildings and precincts/areas and rocks & hillocks/natural heritage got included as Special Reservation Use Zones in the Master Plan of Hyderabad.

The regulations also had specific impacts on community, city as a whole by directly contributing in maintaining the cultural/historical/social fabric of the city in addition to economic regeneration and creating livelihood opportunities indirectly. Heritage awards are given each year by INTACH. Two significant projects proposed in the City Development Plan for urban conservation and renewal was initiated, which included the Charminar Pedestrianization project and the Musi River Revitalization project. Heritage walks are regular events in the old city.

### Enabling Environment & Barriers

The Government of Andhra Pradesh and HUDA added a new dimension to Heritage Conservation with the Hyderabad Heritage Regulations. The regulations were drafted in 1994-1995 and the first HCC was established in 1996, which built a bridge with INTACH which was already into the conservation movement. The HCC and HUDA benefitted from suggestions of experts from INTACH and other NGO's like Forum for a Better Hyderabad, which is existence since 2000.

### Key Challenges and Lessons learnt:

Legal status and notification of heritage is essential in order to ensure the protection of heritage. However, according to a recent newspaper article several listed heritage structures in the city are crumbling, individuals who hold custody of ancient structures

are seeking government assistance or permission for demolition. This means in spite of the heritage regulations, the city's iconic structures still need serious efforts of conservation. There have been efforts by many heritage building owners who perceive these as prime realty and pressed to delist buildings in order to pull them down. There is also a paucity of funds and schemes to help in regular repair and maintenance. Sensitizing the developers, hoteliers, and tourism managers to the imperatives of conservation is also a big challenge. For heritage related disputes, one judicial bench of the state high court should be dedicated. Heritage impact assessment shall be undertaken for large scale development works that can potentially impact heritage areas.

A host of government departments have been occupying a number of listed heritage buildings without carrying out timely repairs. The Greater Hyderabad Municipal Corporation (GHMC) as well as the Hyderabad Metro Rail authorities has also failed to address the fact that the Sultan Bazaar and Secunderabad Clock Tower would be under threat by the metro rail passing within 30 metres. While the GHMC has been mulling incentives such as property tax exemption to privately-owned listed buildings and financial assistance of up to Rs 25 lakh or 20 per cent of estimated cost of conservation, the initiative is still awaiting government's

clearance even after its due approval. The decision to set aside and make budget provision of around Rs 2 crores as Repair Fund is also pending.

### **Continuity and Replicability**

The notified list is regularly examined and updated by the HCC. INTACH Hyderabad is also preparing an additional list of buildings for inclusion to the notified list. However, there is a greater need to monitor the state of preservation of the existing list of buildings and precincts. There is also a need to sensitize and create awareness among the stakeholders. Financially viable solutions in the form of appropriate adaptive re-use of the heritage buildings should be planned and implemented.

### **Conclusion**

As early as in 1980s, Hyderabad had initiated its effort in heritage conservation and became the trend setter for listing, notification, heritage regulations, and establishment of HCC etc. Given the threat of rapid modernization to the historic urban fabric, the Govt. along with other non Government organizations is playing crucial role in campaigning to save heritage and environment of the city.

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<sup>1</sup> 'No help for heritage structures', Times of India, Nov 21, 2013 (<http://timesofindia.indiatimes.com/city/hyderabad/No-help-for-heritage-structures/articleshow/26116992.cms>)

## CATEGORY 2

# INTEGRATION OF HERITAGE IN URBAN RENEWAL FRAMEWORK

Heritage is a significant social, cultural and economic resource for a city which needs to be recognized and incorporated in the process of development for sustainability. The safeguard of urban heritage is mainly a question of urban management and urban planning, which necessarily implies a framework that results from integration of culture with different development mechanisms under an effective administration system. The objective of integration of heritage into the planning framework is to develop a strategy to identify, manage, preserve and promote heritage resources resulting in zoning of land uses, planning and management of infrastructure and services. The case studies under this category highlight the significance of having a sectoral plan for heritage as part of planning documents or the master plans in order to ensure integration of heritage resources into the planning framework.

**Under this category, the shortlisted projects are required to show achievements in one or more of the following areas:**

- Creating database of heritage properties and mapping of heritage properties or heritage zones in the Urban and

Regional Development Plans.

- Heritage specific guidelines and controls, heritage regulations for historic urban areas.
- Integration of historical area/ precinct around an important monument/s, Inner city areas or heritage precincts, urban areas containing groups of heritage buildings and related spaces, natural heritage sites into Master Plans, City Development Plan, Zonal Development Plan, Local Area Plans
- Integrating urban heritage protection and conservation within other urban planning policies and programs aimed at socio-economic development.

Two good practices recommended by the PRG are '**Jaipur Heritage Management Plan**' for detailed documentation and '**Mumbai Heritage Conservation and Regulation** for Snap Shot view. Jaipur has a Heritage sectoral plan whose findings are now being incorporated into the Jaipur Master Plan 2025. The Mumbai heritage conservation and regulation is the first Heritage regulation in India in 1991 that set a standard for other cities to follow.

## LIST OF PROJECTS

S. No	Project Name	Location	Completion Year
1	Mumbai Heritage Conservation and Regulations	Mumbai	1990-ongoing
2	Champaner: Action Plan For Integrated Conservation	Champaner, Gujarat	1987
3	Conservation plan and urban conservation initiatives for Chanderi, Madhya Pradesh	Chanderi, Madhya Pradesh	1988 and ongoing
4	Integrated Conservation plan and conservation initiatives of Mehrauli Heritage Zone.	Mehrauli, Delhi	1989
5	Leh Perspective Plan 1989-2009: Including The Identification And Documentation Of Leh Heritage Zone.	Leh, Ladakh	1989-2009
6	Kaiserbagh Palace Complex Lucknow: Conserving Urban Heritage.	Lucknow, Uttar Pradesh	1996
7	Orchha Heritage Zone: Inventory Of Built Heritage.	Orchha Madhya Pradesh	1999
8	Khajuraho: Projects For The Conservation And Sustainable Development Of The Khajuraho Heritage Region.	Khajuraho, Madhya Pradesh	1999
9	Proposal For Integrated Development Plan: Historic Village Of Pragpur	Pragpur, Himachal Pradesh	2001
10	Regional Mapping of Heritage Structures in West Midnapur District: Community Based Participatory Approach and GIS. ( 30 development blocks and 5 municipalities)	West Midnapur District , West Bengal	2003 - 2005
11	Master Plan of Delhi	Delhi	2004
12	Eco-City Development Of The Core Area Of Tirupati Town	Tirupati, Tamil Nadu	2005
13	Development Plan for Five towns Nawalgarh, Jhunjhunu, Mandawa, Bissau and Dundlod in Jhunjhunu District of Shekhawati Cultural Heritage Region	Sikar District, Rajasthan	2006-07
14	Jaipur Heritage Management Plan	Jaipur, Rajasthan	2006-2012
15	Integrated Restoration, Conservation & Development of Mahakal & Gopal Virasat Kshetra at Ujjain, Madhya Pradesh	Ujjain, Madhya Pradesh	2008 and ongoing
16	Heritage conservation Initiatives: Fort Cochin And Mattancherry.	Cochin	2008-2012
17	i) Preparation of Perspective Plan - Vision 2030 ii) Comprehensive Development Plans (CDP) for (a) Bhubaneswar, (b) Cuttack; iii) Zonal Development Plan for 14 Planning Zones of Bhubaneswar Development Plan Area	i) & ii) Bhubaneswar and Cuttack Urban Complex (BCUC); iii) Bhubaneswar Development Plan Area (BDPA)	i) July 2005- Sept 2007, ii) (a) Completed Jan 2010, (b) Completed July 2011, iii) From July 2010 (Ongoing)
18	Muzaris Heritage Project	In Thrissur And Ernakalam District	Since 2009
19	Listing and Grading of Built Heritage, Surat	Surat, Gujarat	2009

# JAIPUR HERITAGE MANAGEMENT PLAN

Ahmedabad Heritage Cell of Ahmedabad Municipal Corporation (AMC) initiated the revitalization of the 600 year old walled city of Ahmedabad through several innovative mechanisms under an effective and successful model of institutional framework.

## Background of Area

Jaipur, one of the earliest planned cities of India, gets its name from its founder Maharaja Jai Singh II (1693-1744), who was considered to be a great warrior and astronomer. Much of the credit for Jaipur goes to Vidhyadhar Bhattacharya, Chief architect and planner, who with Jai Singh's approval founded the city on strong scientific principles. Laid out according to the Shilpa Shastra, an ancient architectural manual, it remains one of India's best planned cities. The planning followed a grid system with wide straight avenues, roads, streets and lanes and uniform rows of shops on either side of the main bazaars, all arranged in nine rectangular city sectors (chokris). In 1876 Maharaja Ram Singh ordered to paint the city in pink, traditionally a colour associated with hospitality, to welcome the Prince of Wales (later King Edward VII) to the city. The tradition has been maintained till date.

With the British establishment in 1821, few monumental buildings were built outside the walled city and modern infrastructure was laid out such as waterworks, gaslights, roads and colleges. Influences of the British and the modern outlook of Sawai Ram Singh II contributed to significant urban transformations in the city in the 19th century. There were interesting additions in the urban fabric within the walled city with buildings constructed in the Indo-Saracenic style, such as the Mubarak Mahal within the Palace Complex, the Naya Mahal or Vidhan Sabha in line with the earlier Hawa Mahal,

the Rajasthan School of Arts etc. Most of the construction works were carried out by the newly established Public Works Department. The extension outside the walled city respected earlier planning to an extent and retained the principle southward axis of the Tripolia Gate, the Palace and the central Govind Dev temple. This axis extended into the magnificent British period garden Ramniwas Bagh immediately outside the walled city. In the early 20th century, Man Singh II continued building of civic buildings like the secretariat, schools, hospitals and other public buildings. Arrival of railways in 1927 and the aerodrome in 1938 were catalysts for growth outside the walled city, mainly to the south of the city. The University of Rajasthan was inaugurated in 1947, which further expanded the city.

Today the Jaipur Municipal Corporation (JMC) covers an area of 467 sq km and the Jaipur Development Authority (JDA)

covers an area of 1,464 sq km including the city's future development expansion. Jaipur's population is around 3.07 million (2011 census), 17 percent of total urban population of Rajasthan. As per census, Jaipur witnessed a 32.2 percent population growth over the last decade. The historic core of the walled city is spread over an area of 6.7 sq km and has a very high population density of 58,207 persons/sq km, while the population density of JMC is 8,054 persons/sq km.

## Project Description

The historic walled city of Jaipur is renowned for its exceptional town planning which served as a benchmark and resulted in setting a precedent for later planned towns in the region. The city has been an international tourist destination which has increasingly put pressure for the conservation and sustenance of this historic fabric. In keeping with the huge potential for tourism in the state, the Government of Rajasthan has adopted a tourism policy with focus on heritage and its preservation. The local economy relies heavily on heritage tourism and cultural industries with at least 30 percent of population living and working in heritage structures within the walled city. While the residents of the historic city vie for modern facilities and often emulate the newer city architecture in the confines of their historic setting, the tourists continue to search for authentic historic and traditional setting.

The formation of JHERICO (Jaipur Heritage Committee), a body created by the Government of Rajasthan in August 2006 marked commendable initiative in the field of heritage conservation. The Jaipur Heritage Management Plan (JHMP) is the brain child of JHERICO, an attempt to reinterpret the historic core of Jaipur and adapt it to the present urban pressures. The document was jointly prepared by DRONAH (Development and Research organization for Nature, Art and heritage) Jaipur Virasat Foundation (JVF).

The salient features of the Plan are:

- It distinctly identifies the available heritage resources and outlines the heritage objectives.
- A comprehensive and updated listing of the built heritage is included in the plan to prepare heritage guidelines and byelaws for each historic building type. It translates the Built

Heritage Vision for 'Jaipur' into policies and suggests action strategies.

- It presents an action plan that identifies planning level and project level activities for the heritage resources. It analyses the relevance of each within the contextual frame-work of ownership, heritage significance and economic potential.

The initial framework for the plan was presented in September 2006, based on several meetings and feedback from the JHERICO and subsequently the Built heritage Action Plan was prepared. The JHMP is seen as an extension of the Master Plan. It is formed as a dynamic document which is to be reviewed and revised every five years.

### Project Implementation

The boundaries of Jaipur city have expanded at a rapid pace since the early 18th century and subsequently the historic area has also extended beyond the historic core of the walled city. The JHMP follows the area of the city with its urbanization limits as outlined in the proposed Master Plan 2021 and covers heritage areas in two distinct sections –the Jaipur Walled city area and area outside the walled city. The JHMP has integrated heritage conservation with urban renewal and sustainable tourism to build the socio economic strength of the city. It aims to use the urban conservation as a tool for economic regeneration and sustainable growth of the city.

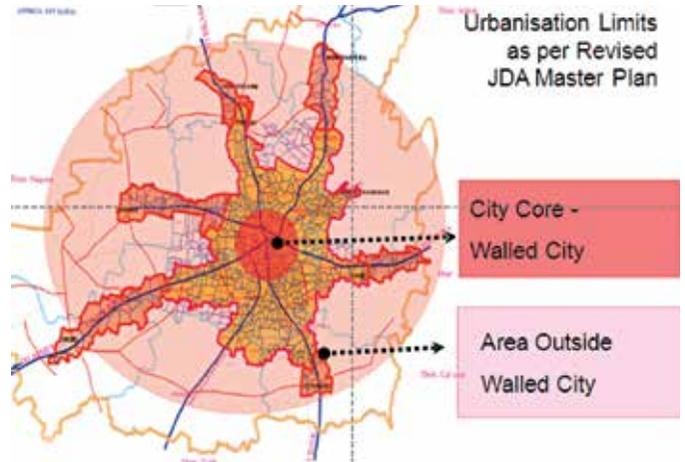
The main components of the JHMP are as follows:

#### Mapping of Heritage Resources and Built Heritage Action Plan

The Heritage Resources of Jaipur are categorized into four basic sections: Built Heritage, Natural heritage, Cultural heritage and Archeological heritage, which are further categorized into sub-types (typologies). The first work of heritage listing was done by the Ford Foundation in 1984 followed by INTACH in 1995, which is being reviewed time to time. In the JHMP 1096 have been listed inside and outside the walled city. The listed buildings have been mapped in Master Plan giving a legal status to the list. The need to document the heritage buildings and formulating conservation guidelines has also been realized along with a risk analysis for the heritage. Ownership pattern, socio economic status, funding potentials was also incorporated. The JHMP identified what action needs to be taken for the built heritage resources in Jaipur has identified and prioritized projects for implementation.

#### Identification of Heritage Managers

Considering the need for effective institutional framework for the effective management of the heritage, the JHMP identified different institutions and stakeholders that could be engaged in the implementation process. The two main government bodies responsible for conservation are Department of Arts and Culture, and the Department of Tourism, which have taken up conservation works in the past with the Public Works Department



JHMP area

(PWD) as implementing agency. Since, PWD lacked know how of traditional methods of repair and construction, RIC-CULP (Rajasthan Institute of Conservation of Cultural Properties) which was established with the purpose of research and development of traditional technologies was also identified. The protection of natural heritage resources falls under the jurisdiction of the Irrigation department and the Forest department. Conservation projects are implemented by Jaipur Nagar Nigam (JNN) and the Jaipur Development Authority (JDA) and Amber Development and Management Authority (AD &MA). In this context, JHERICO had the clear mandate during the course of the preparation of JHMP to review and realign the role of different organizations in the context of implementation of action plan and identified projects.

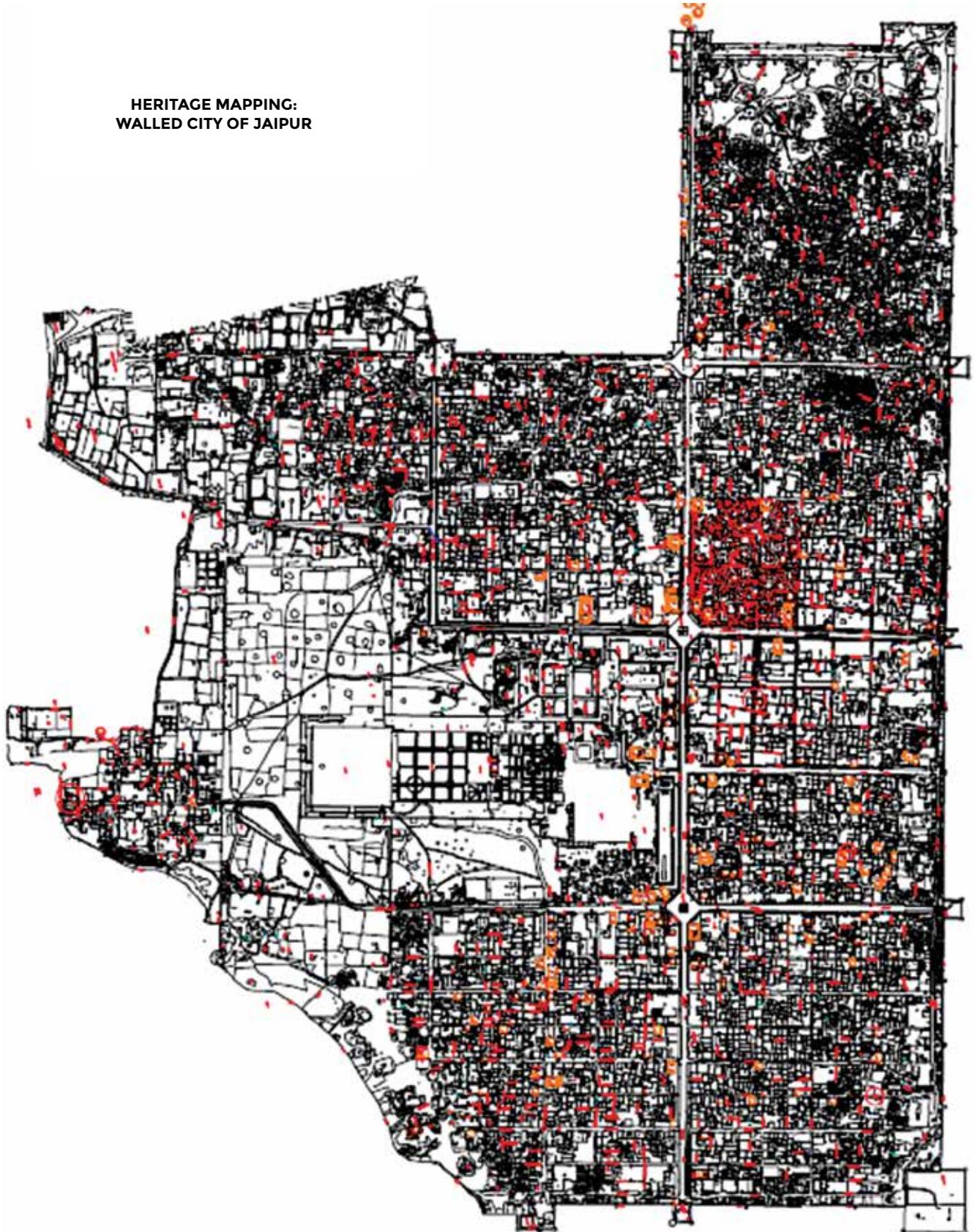
#### Heritage Policies and Legislation

Rajasthan has several policies and legislation relevant to heritage protection in place such as the Rajasthan Monuments, Archeological Sites and Antiquities Act of 1961, Heritage bye-laws for properties within walled city by Jaipur Nagar Nigam, Heritage Tourism Policies of the Department of Tourism, Rajasthan, Adopt a Monument Scheme in which the state govt. encourages Public Private Partnership with private investment in developing heritage buildings as tourist hotels, resorts, museums etc. While the JHMP has acknowledged the significance of these policies, it has also addressed some limitations for example, the 1961 act only protects a limited number of monuments and does not cover urban heritage. Similarly, the bye-laws within the walled city is presently generic and need to be enhanced as per typology and taken cognizance on site and the tourism policy has great foresight but focuses on tourism only. Therefore the JHMP identified the need to evolve a well defined heritage policy considering the already existing act and rules.

#### Key Stakeholders

The Heritage Management Plan of Jaipur which was an initiative of the Jaipur Heritage Committee (JHERICO), Government of Rajasthan to guide the preparation of the JHMP comprised

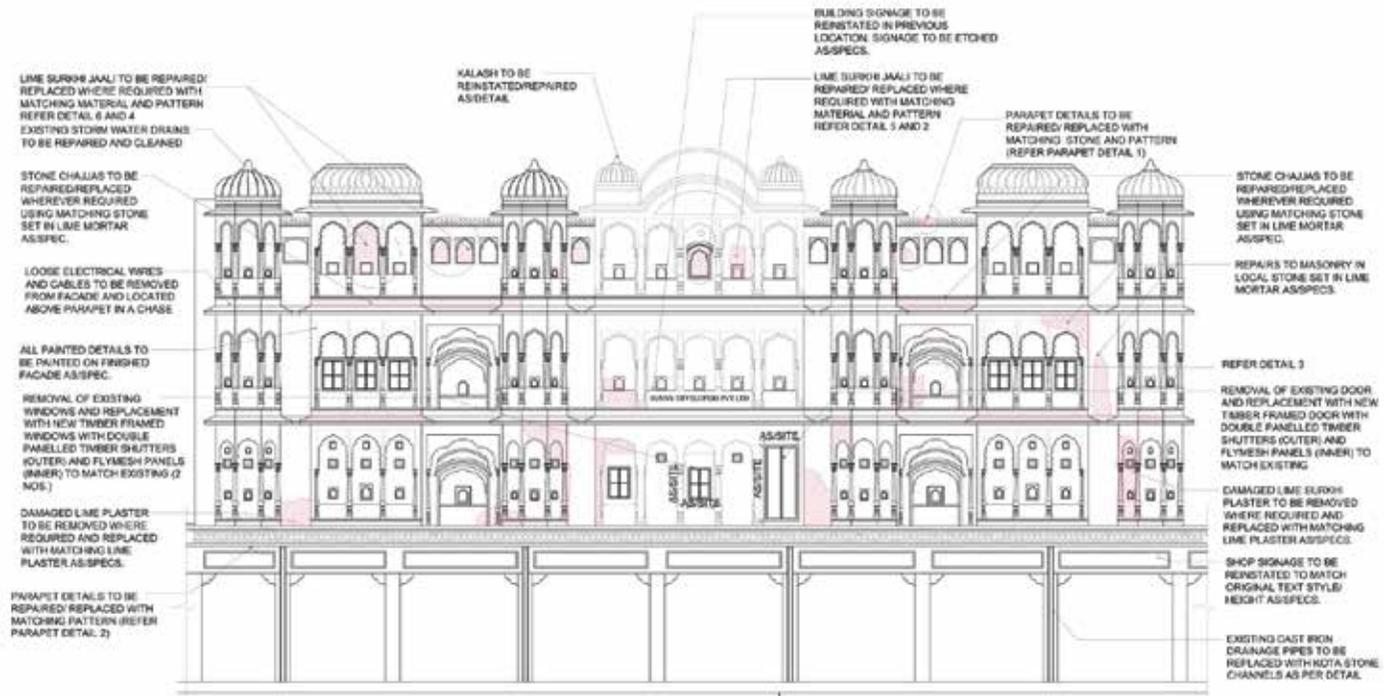
**HERITAGE MAPPING:  
WALLED CITY OF JAIPUR**



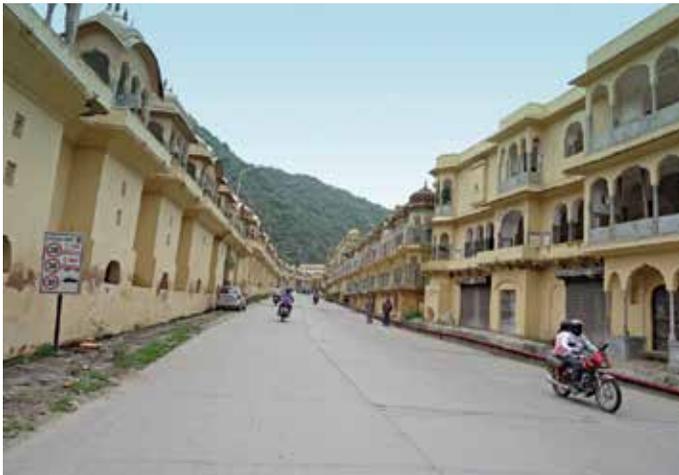


**WALLED CITY OF JAIPUR: AREA IDENTIFIED FOR BAZAAR REVITALIZATION PROJECT  
BELOW: EXISTING AND PROPOSED VIEW OF CHAURA RASTA**

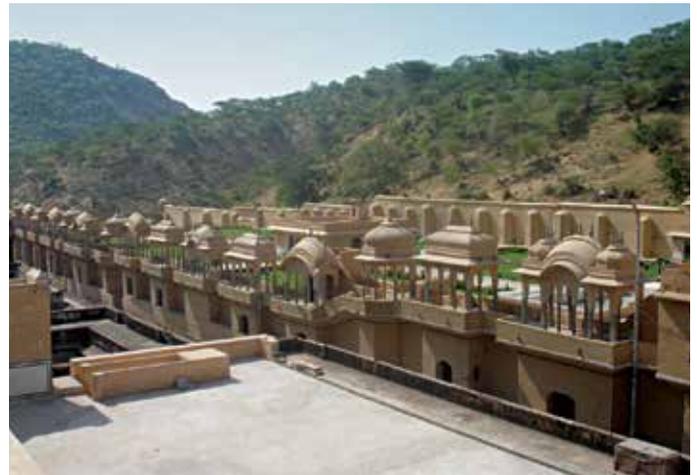




Proposed façade improvement for building in Johri bazaar



Ghat ki Guni: after restoration



Rajniwas Bagh: after restoration

of members who are head of various government organizations such as Jaipur Municipal Corporation, Jaipur Heritage Development and Management Authority, Department of Art and Archeology, Department of Urban Development and advisors to the State Urban Agenda for Rajasthan (SUARA). JHERICO was specially formed to supervise the preparation of the JHMP with representatives of various government agencies to coordinate works of different departments and was dissolved after the completion of the JHMP. JHERICO had representatives from both Culture and Urban Development so that the Heritage management Plan that is prepared is absorbed as a sector plan into the Master plan.

## Results and Impacts

Heritage as a sector was neither detailed as other urban sectors in the earlier Master Plans of Jaipur nor was part of any urban project schemes.

One of the main outcomes of the JHMP is to get a broad overview of the built heritage resources along with a comprehensive heritage list, an action plan and prioritization of project including those proposed under JNNURM.

A number of projects have already been successfully implemented in the walled city of Jaipur in a planned manner such as the Revitalization of Walled City Bazaars (under JNNURM), Jantar Mantar World Heritage Site Management Plan, Revitalization of

Ghat ki Guni etc. Projects for improvement of road and a comprehensive mobility plan for traffic management in the walled city have also been initiated. Certain guidelines have also been prepared for heritage project formulation and implementation:

- Conservation Project reports to be prepared by heritage professionals.
- Conduct workshops and courses for engineers and others responsible for heritage projects.
- Identify and document details of existing master craftsman of different building traditions/styles.
- Impart on job training to artisans/students of building crafts under supervision of master craftsman and experts.
- Document data on traditional construction materials and methodologies
- Organize orientation programmes for training and up-gradation of skills in professionals in conservation and restoration.
- Tie up with international and national organization working for the conservation of cultural properties.

The Jaipur Heritage Management Plan is now well integrated in Master Plan 2025 along with a separate chapter on Heritage in the MP 2025. The projects that have been implemented in the initial phase are now acting as a catalyst for other projects.

### **Enabling Environment and Barriers**

The Coordination of Urban Development Departments (JDA and JNN) with Department of Archaeology was crucial for the project. Following the preparation of the JHMP, the Amber Development and Management Authority to execute urban conservation projects and stakeholders' active involvement have also been factors for the successful implementation of the plan. The political will of successive governments made the preparation of the JHMP possible.

### **Key Challenges and Lessons Learnt**

Involving the community has been a big challenge due to multiple concerns and individual aspirations, which are gradually being addressed.

The Tourism policy is well developed with great foresight. Therefore there is a clear need to evolve a well defined heritage policy parallel to the tourism policy focusing on integrating the concerns and strategies for heritage conservation, cultural tourism and economic regeneration. The range of organizations involved in heritage conservation in the city has also led to confusion and uncoordinated efforts. The setting up of a special body like JHERICO can help to coordinate between different

organizations in the context of implementation of any future heritage based action plan and implementation of heritage based projects. The sector of heritage conservation has much evolved since the completion of the JHMP document. The revised CDP toolkit JNNURM, 2009 has recommended the preparation of Heritage Resource Management Plan for the city which is today a more evolved document for preparing heritage plan and its integration with the Master Plan. There was limited time frame given for preparation of JHMP. Further, it is the optimum balance and partnership between organizations along with public awareness and community support that leads to successful heritage conservation. It is important that all Heritage Conservation works should be monitored by a single agency such as JHERICO which was set up in the beginning and the existing building and urban development departments should gradually build their capacity while venturing into heritage projects. Jaipur Nagar Nigam should have a dedicated heritage cell with conservation architects and engineers. Byelaws by JNN should be strictly enforced. JNN should take up preparation of Zonal Level Plans for special Heritage Zones identified in the Master Plan 2025.

### **Continuity and Replicability**

While the integration of Heritage Management Plan in the master plan has been achieved, special architectural control guidelines are under preparation. The prioritization of heritage projects which are now being implemented on site will ensure the continuity of the implementation of the JHMP.

### **Conclusion**

The Jaipur Heritage Management Plan is one of the first city level Heritage Plan in India to be integrated in the Master Plan of a city. The urban surroundings of the listed buildings have substantially improved due to a number of urban conservation projects being implemented in a planned manner. Rajasthan is now adopting the Jaipur model for a number of other cities in the state.

### **Contact**

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# MUMBAI CONSERVATION AND HERITAGE LEGISLATION

## SNAPSHOT

### Background of Area

Mumbai, today home to around 13 million populations, is a thriving cosmopolitan and is the financial capital of India. Historically, Mumbai comprised seven islands separated by swamps, which were the seat of Silhara Dynasty of the Deccan, and then it came under Muhammedan rule. Later, the Portuguese wrestled it from the Sultan of Gujarat in 1534. When the city was rented to the East India Company, within a few years the Company transformed Bombay. A port, with a new quay, warehouses and a customs house came up. By the end of the 1700s, it was “The Gateway to India”. Bombay offered a range of employment opportunities. It became an important trading centre not only in local products; many other goods were brought from all over India and beyond. In the 1730s, ship builders moved into Bombay, creating a new industry. Raw cotton was shipped to England and in 1854, the first Indian cotton mill was opened. In the early 1800s, much engineering work was carried out in the city. The swamps were completely filled in, and by 1845 the seven small islands had been turned into one large island. In 1853, the first Indian railway opened, which stretched from Bombay to Thana. The employment generated by the new railway attracted more people to settle in Bombay. For better administration, the East India Company created a number of government buildings, in a style very similar to city halls built in England at the time and the city continued to grow. Post independence, the city became the center for development and financial activities in India.

### Project Description

Mumbai has one of the largest representations of the grand Neo-Gothic style of architecture as well as numerous buildings with the Indo-Saracenic character. The city also boasts of large number of Art Deco buildings. However, the steadily increasing demands for commercial and residential spaces are threatening Mumbai’s distinctive historical, aesthetic and architectural identity. The need to identify, document and preserve the historic areas of the city through legislation was strongly felt. Using international benchmarks while appreciating local conditions, heritage guidelines were drafted to protect the heritage buildings and precincts from demolition. Its recommendations did get implemented, slowly, with the patient participation and efforts of many sensitive citizens: architects, academicians, planners, sociologists and people from every walk of life. Due to the persistent efforts of concerned citizens, the Government of Maharashtra gazetted the first Draft Heritage Regulation for Mumbai in 1991 and by a separate notification the state government Gazetted a Draft list of heritage buildings and precincts for Greater Mumbai, simultaneously inviting suggestions and objections from the public.

The draft was backed by the Maharashtra Regional and Town Planning Act (section 46) which empowered the State Government to frame regulations to protect the state’s heritage under a fairly broad definition of the term. Although the regulations did not forbid development, they provided for an expert interdisciplinary group, the Heritage Conservation Committee, to determine the suitability of a development project.

### Project Implementation

Mumbai became India’s first city to amend the Development Control Rules by introducing Regulation 67 and legalizing the Heritage Regulations for Greater Bombay. A total of 633 structures and precincts have been identified by the Mumbai Heritage Conservation Committee. The regulation enabled conservation to cover aesthetic, cultural, historic and social values and emphasized the need to undertake conservation in the context of urban development. The heritage regulations also gave a broader definition to built heritage by incorporating important buildings and also groups of lesser important buildings; where the group as a whole retained a special social-economic, cultural or traditional value that was worthy of preservation. It put forth the listing and grading of historic buildings and heritage precincts and encouraged the reuse of historic buildings. The regulations had special provisions of altering, modifying or relaxing other regulations of the Development Control Regulations of Greater Bombay if the same is needed for the conservation, preservation or retention of the historical, aesthetic, cultural or architectural quality of any listed Heritage Building or listed Heritage Precinct. The regulations also addressed the need to protect the setting of the listed heritage component and made it clear that the skylines were to be maintained by restricting developments in the surrounding areas.

Two major incentives to heritage property owners were introduced in the final regulation in 1995; while the ‘change of use’ for heritage building was made permissible, the other incentive was the Transfer of Development Rights, which entitled the owner of a building to claim an equivalent amount of area in the form of TDR certificate, which can then be used in the same ward from which it has originated or sold for its value in the property market. Also, a repair fund was proposed for cessed buildings<sup>1</sup>.

The Mumbai Heritage Conservation Committee was constituted under the Urban and Regional Planning legislation. It empowered the Heritage Committee to recommend modifications to or relaxation of any other building control regulations that may impede the objective to conserve the heritage. The committee comprised government officials and professionals associated with and specialized in conservation work. A Heritage Cell was within the Mumbai Municipal Corporation.

## Key Stakeholders

In 1996, the Mumbai metropolitan regional development authority (MMRDA) established the “MMR-Environment Improvement Society” (MMR-EIS) and the “MMR-Heritage Conservation Society” (MMR-HCS). The Societies provide grants/financial assistance for undertaking research, implementation, awareness creation, documentation, technological innovation and dissemination in the areas of environment and heritage to all Societies, Institutions, Universities, Colleges, Organizations (including voluntary organizations, NGOs and community based organizations), professional bodies, local bodies and suitable individuals.

## Results & Impacts

615 structures and precincts were classified as heritage and graded into four categories, taking into account their historic, architectural or social significance. It also gave a broader definition for built heritage, which incorporated not only important buildings but also groups of lesser buildings.

## Enabling Environment & Barriers

Two cases typify the ‘before’ and ‘after’ stages of heritage legislation. Buckley Court, formerly known as Hotel Buckley Court, an example of the Indo-Saracenic style of building could not be preserved totally because work on it had begun before the Heritage Regulations were notified. After the regulations, it was decided that the original facade would be maintained and the new structure built behind it. Positive change is further exemplified by the Heritage Mile, along Dadabhai Naoroji Road. Some business houses were persuaded to erect hoardings in such a way that they did not disturb the facades of heritage buildings. Commercial buildings started to conform to the Heritage line and modified the positioning of hoardings so that the facades were not disturbed.

Apart from Heritage buildings, the Heritage Committee also safeguards Heritage precincts, which are usually small village complexes within the city that face the pressure of change. Two of Mumbai’s best-known settlements are Khotachi Wadi and Mahatar Pakadi. The formation of the Mumbai Metropolitan Region’s Heritage Conservation Society has given these heritage precincts a new lease of life by formulating guidelines to preserve the vernacular character. The Model Heritage Regulations which took into account both built and natural heritage was circulated to all state governments and Union Territories on the 28th of December 1995 by the Ministry of Environment and Forests

<sup>1</sup> A building that pays cess - a tax commonly referred to as the “repair fund” - is termed as a cessed building. S. 84 of MHADA says: Category A of cessed buildings - building erected before 1 September 1940, Category B of cessed buildings - building erected between 1 September 1940 and 31 December 1950 (both days inclusive), Category C of cessed buildings - building erected between 1 January 1951 and 30 September 1959 A building that pays cess - a tax commonly referred to as the “repair fund” - is termed as a cessed building. S. 84 of MHADA says: Category A of cessed buildings - building erected before 1 September 1940, Category B of cessed buildings - building erected between 1 September 1940 and 31 December 1950 (both days inclusive), Category C of cessed buildings - building erected between 1 January 1951 and 30 September 1959

(MoEF) in consonance with the Heritage Regulations of Mumbai.

## Key Challenges and Lessons learnt

It was perceived that due to the needs of ‘development’ and pressure from the builders’ lobby, the land mafia and textile mill owners, the heritage regulations were not effectively implemented by the Urban Development Department, MCGM or MMRDA. Moreover new policies such as the amendments to DCR Section 58 or Section 33(7) resulted in the loss of several Grade III structures and the loss of valuable textile mill structures. The Heritage Conservation Committee became an advisory body for the Mumbai Municipal Corporation and lacked statutory status and had no powers to enforce regulations. It depended on the municipality to take punitive action.

As Mumbai is an island city, conservation concerns are not considered a priority when it comes to making a choice between preservation and creation of residential or commercial space. Conservation efforts are often outweighed by compulsions to resort to demolition, repairs and reconstruction, and this situation has led to a large number of buildings losing their original character. Incentive FSIs, tenable repairs, and plans to amend the Coastal Regulation Zone (CRZ) regulations are factors that threaten the city’s architectural identity. Not enough study has been done on the adverse effects of TDR. When the extra Floor Space Index (FSI) is used in another area, it impacts the infrastructure of the area. The Tenancy and Rent Control Act restricts landlords from evicting old tenants or increasing rents and they try to maximize their income by dividing and sub-dividing their rooms, adding illegal mezzanine floors and spending little or no money on the upkeep of the buildings. An example of this is the Esplanade Mansion or Watson’s Hotel which is one of the first cast iron structures built in India and holds high architectural and heritage credentials. The building is in distress due to the inappropriate additions and inconsistent loading. The upkeep of the heritage buildings is a financial burden on the building owners and they feel forced to maintain the buildings without any financial aid from the government and as a result they resent for not being able to capitalize their assets.

There were also certain ambiguities in the heritage regulations, namely: Many old structures that deserve to be listed as heritage buildings were left out of the first list. Precincts have been listed under Grade III. This is self-defeating since this grading permits almost total reconstruction. In some cases buildings that come under the Grade IIB category are also vulnerable and can be demolished. For instance, three out of five cantonment-style bungalows owned by the armed forces in Colaba that were listed under Grade IIB, were demolished to make way for high rise residential apartments. Many old buildings do not find a place on the heritage conservation list because the external architecture is not striking. However, the materials like Minton tiles, etched Venetian glass and Burma teak rafters used inside is worth preserving. Cessed buildings are integral to Mumbai’s architecture as almost 80 per cent of the city’s buildings fall in this category though not all of them have been listed. Located in prime areas, they face the threat of demolition.

## CATEGORY 3

# REVITALIZATION OF URBAN HERITAGE THROUGH URBAN RENEWAL

Revitalization of urban heritage involves intervention by addressing urban problems resulted from traffic congestions, environmental degradation, city expansion, loss of heritage etc. The intervention focuses on actions not only to the project area itself, but often extended to the city level. The case studies highlight the manner in which urban issues are addressed with focus on heritage preservation ultimately leading to improving the quality of life and the local economy. The case studies also discuss the role of heritage based initiatives to increase community vitality, economic regeneration.

**Under this category, projects shortlisted highlight achievements in one or more of the following areas:**

- Enhancing the characters of the local area by promoting its history, culture, socioeconomic characteristics and other local features
- Enhancing the quality of the living environment of the area by providing more public open space, sanitation services and community facilities
- Involving redevelopment and adaptive reuse of listed heritage buildings
- Physical up gradation of the historic area, precinct, streetscape, public spaces and markets with appropriate intervention and design
- Revival and preservation of heritage helps to revive community interest in their heritage and its preservation and promotes local economy, livelihood generation, social enterprises and other community activities.

On the basis of the projects received, two good practices were selected by the PRG: **Heritage Preservation Initiatives through the Asia Urbs Programme**, Pondicherry for detailed documentation and **Muzaris Heritage Project, Kerala** for a Snap Shot view. The initiatives in Pondicherry amply demonstrate activities centered on upgrading the environment and economic regeneration. The Muzaris project integrates conservation based proposals with development activities focusing on rejuvenating local economy including the traditional industries, generation of local employment, fostering artisan activities. These Projects have set a precedent in India for adopting an integrated approach to heritage conservation and development.

### LIST OF PROJECTS UNDER CATEGORY III

S. No	Project Name	Location	Completion Year
1	Conservation Initiatives in Nagaur Fort	Nagaur, Rajasthan	1987
2	Conservation and Revitalization of Jaisalmer Fort, Rajasthan	Jaisalmer, Rajasthan	1991 and ongoing
3	Development of The Old Palace Complex as Cultural Museum At Old Agartala	Agartala, Tripura	1999, implementation completed in 2011
4	Urban Signage Guidelines, DadabhaiNaoroji Road	Mumbai, Maharashtra	1999-2003
5	Revitalization Of Karnal Tal Karnal, Haryana	Karnal, Haryana	2000
6	Charminar Pedestrian project. Hyderabad	Hyderabad, Andhra Pradesh	2002 and ongoing
7	PONDICHERRY Asia UrbsProgramme: Achieving economic and environmental goals through Heritage Preservation Initiatives	Puducherry	2002-2004
8	Conservation And Restoration of Gaity theatre, Shimla	Shimla, Himachal Pradesh	2003-2009
9	Restoration of Eraniel Palace, Kanyakumari, Tamil Nadu	Kanyakumari, Tamil Nadu	2005
10	Jodhpur City Wall Restoration Project	Jodhpur, Rajasthan	2005
11	Goldsmith Street: Bungalow on the beach, King street: Conservation initiatives	Tranquebar, Tamil Nadu	2005
12	Conservation Initiatives: Mubarak Mandi Heritage Complex	Jammu, Jammu and Kashmir	2008
13	Ghat Ki Guni, Jaipur: A Revitalisation Project For Tourism Development	Jaipur, Rajasthan	2009 and ongoing
14	Conservation of BhawaldiBaoli, Bundi	Bundi, Rajasthan	2009
15	Revitalisation of Jaipur Bazaars	Jaipur, Rajasthan	2009-2013
16	JantarMantar Management Plan	Jaipur, Rajasthan	2009-2013
17	Muzaris Heritage Project, Kerala	Thrissur, Kerala	2009 and ongoing
18	Urban Conservation and Revitalisation of Hazratganj Precinct, Hazratganj	Lucknow, Uttar Pradesh	2010

# ACHIEVING ECONOMIC & ENVIRONMENTAL GOALS THROUGH HERITAGE PRESERVATION INITIATIVES: THE ASIA URBS PROGRAMME, PONDICHERRY 2002-2004

The ASIA URBS Programme has not only helped in addressing a multitude of prevailing urban issues through the revival and preservation of heritage but has resulted in improved quality of life for the community and revived community interest in heritage and its preservation. Further, the Programme has also promoted mutual understanding and lasting cooperation between Europe and Asia, bringing together local governments and communities in both continents to work on the challenges of urban development.

## Background of Area

Pondicherry is a heritage city with rich cultural diversity - one of the major reasons being the cross-cultural 'Indo-French' influence on the town. The name of the city itself is the French pronunciation of the original name 'Puducheri' meaning 'new settlement'. Excavations at Arikamedu, about 7 km to the south of Pondicherry, show that the Romans came here to trade in the 1st century AD and the town was part of the Pallava, Chola and Pandaya empires from 4th to 14th centuries, and thereafter it came under the Vijaynagar Empire. In 1521, the Portuguese were the first Europeans in the town to establish their trade in textiles followed by the Dutch in 17th century. The flourishing trade attracted the French to Pondicherry in 1674. Under Governors such as Francois Martin and Dupleix, it grew into a prominent fortified town and an important port. In 1746 the British lost Fort St George in Madras (presently Chennai) to Dupleix, and retaliated by capturing Pondicherry in 1761 and razed the town to the ground, sparing only a few structures.

However the treaty of Paris returned Pondicherry to the French in 1765. The removal of fortifications in 1850s led to flattened ramparts, which formed the boulevards of Pondicherry today. A storm water canal separated the French and the Tamil quarters. By 1770, much of the old town of Pondicherry, as exists today, had been laid out and rebuilt on its former foundations.

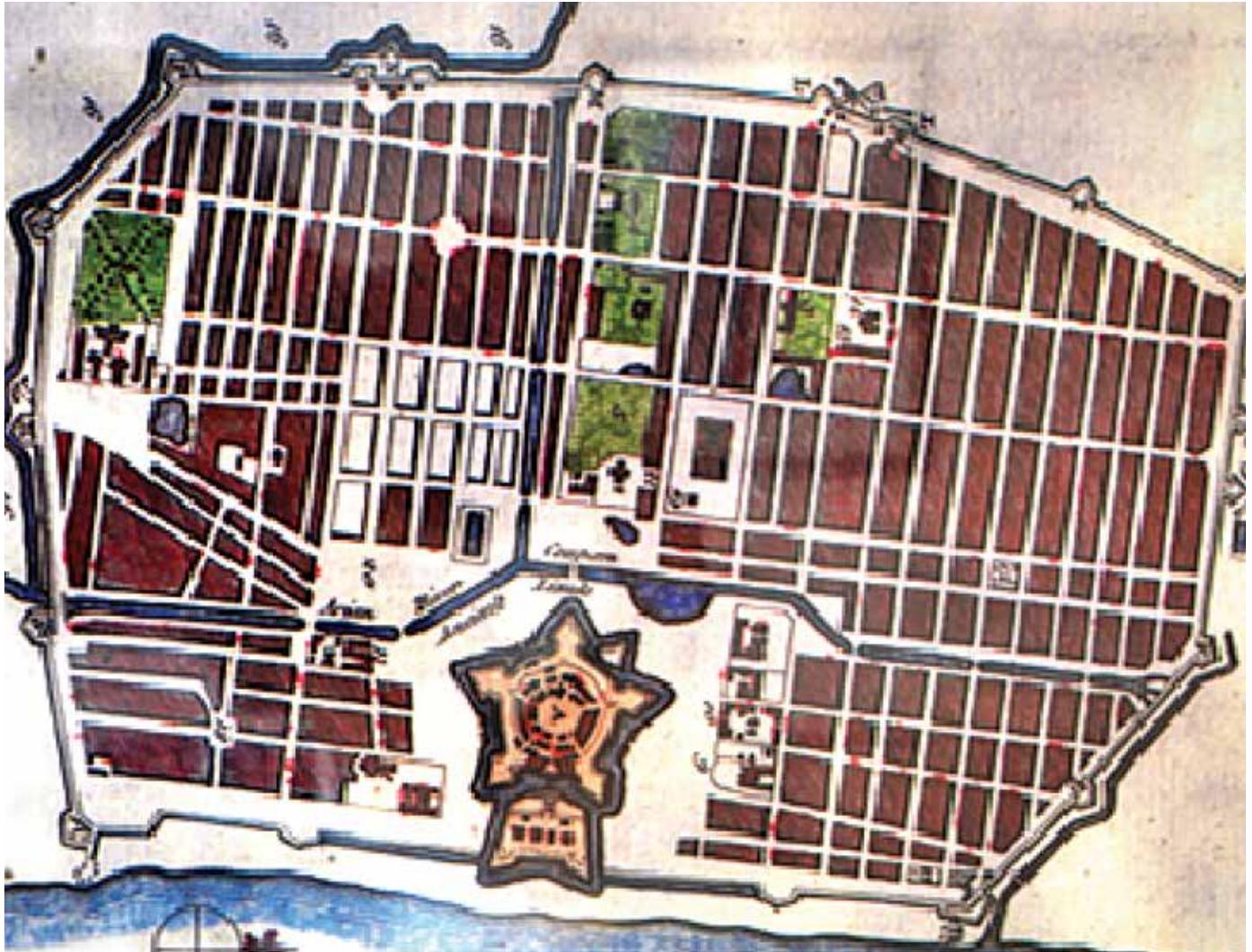
The boulevard town has inherited significant architectural heritage from the French period which is evident from its well-planned grid-pattern layout (conceived by the Dutch between 1693-1700) and the two distinct settlements - French and Tamil. French streets are characterized by mansion-type houses with garden-courtyards behind ornate gateways while the Tamil streets are recognized by their tiled lean-to verandas (thalvarams) and sitting platforms (thinnaish). The French quarter has buildings in the European classical style with simple fenestrations, cornices, pilasters, balconies and elaborates gateways, while the Tamil quarter buildings followed the vernacular style

of Tamil Nadu with its rows of verandahs and pillars, both well adapted to climatic and social conditions. The two styles have influenced each other with the result that many buildings in both parts of the town are a harmonious blend of European and Tamil architectural patterns and a synthesis of these two styles has resulted in a unique 'Franco-Tamil' architectural identity.

Presently, Pondicherry is one of the 7 union territories in India. With a population of 12 lakh living in an area of 480 sq.km it has a high population. The population of Pondicherry has been growing at the rate of nearly 30%, as revealed by census 2011. This increase in urban population density since 1990s has led to severe stress on the infrastructure facilities and urban amenities, shortage in housing, traffic congestion, degraded socio-economic conditions and deteriorated environment. This was evident in the form of a rapidly changing streetscape with traditional houses increasingly threatened by widespread demolition, especially in the Tamil part. This loss of heritage was primarily due to biased advice by builders, commercial pressure and lack of awareness. The locals were less conscious and appreciative of the unique architecture and townscape especially in the Tamil part of the town. As a consequence there was a rapid loss of the heritage building stock while the new buildings replacing them were standard concrete structures.

The late Françoise l'Hernault (1937-1999) of EFEO (École Française d'Extrême-Orient) first initiated the movement to document and preserve the architectural heritage of Pondicherry. At the same time INTACH started its chapter in Pondicherry in 1985 and collaborated with the Institut Français de Pondichéry (IFP) and EFEO to carry out preparation of the first heritage database - listing and mapping of the 1800 heritage buildings in French and Tamil Towns.

In 1998, with an initial grant-in-aid from the Town and Country Planning Department, INTACH set up a Conservation Cell to act as an advisory body in five specific areas that included 1. Update listing and document heritage buildings, 2.



1760 map of Pondicherry showing the star shaped fort, which was destroyed by the British in 1761

Source: [www.flickr.com](http://www.flickr.com)



Map of Heritage Trail through the French and Tamil Quarters, Pondicherry



Expert assistance and techniques provided for restoration as part of the project

Frame conservation and architectural control guidelines, 3. Act as an interface with the public, 4. Advice and provide architectural inputs to building owners and architects; and finally to 5. Assist Planning Authorities in clearing the building applications in the Boulevard Town and other heritage related matters. The 1995 listing was reviewed in 2000, which revealed the number of heritage buildings downsized to 1200 in a span of just 5 years. The conservation effort was followed by several initiatives and conservation projects including the successful application for the Asia Urbs project in May 2002.

## Project Description

The **Asia Urbs Project** was undertaken by the Pondicherry Municipality assisted by the INTACH Pondicherry Chapter and in partnership with the European Commission and two European cities: the ancient hill town Urbino, Italy, recognized by UNESCO as a World Heritage City and the historic walled city of Ville-neuve-sur-Lot, France. The main aim of the programme was to achieve urban and economic development through the heritage preservation initiatives.

### The objectives of the programme were:

- To address urban and environmental issues and enhance residents' quality of life
- To develop global networking and introduce a participative process through decentralized planning and management
- To encourage the exchange of information between partner cities

The activities undertaken through this programme comprised two major areas of interventions: Heritage Preservation and Urban Environment Management elaborated in the following section.

The Pondicherry Chapter of INTACH together with some experts from Auroville played a pivotal role from preparing the initial project proposal to design and supervision of various projects in collaboration with the Municipality. The funds from the European Commission were routed through INTACH head office in Delhi.

The heritage listing in 2000 was supported by a geographical information system (GIS) incorporating the data and images with spatial features of buildings for easier and faster access of data for referencing and monitoring and subsequently followed up by a 'heritage perception survey' conducted in 2002. Heritage building owners were interviewed, and their responses indicated that preservation was essential to maintain the character of the city, attract tourism and therefore improve local economy. They also expected incentives and subsidies for building renovation and related activities. The Heritage Preservation initiatives undertaken through the Asia Urbs Project were in direct response to these needs.

## Project Implementation

### HERITAGE PRESERVATION INITIATIVES

#### Model Street Restoration

The principal objective of the project was to preserve one of the very few remaining Tamil streets and to evoke a sense of pride and ownership among the community. The project represented an effort by local residents, heritage professionals and the Asia Urbs Programme to forestall further loss of Pondicherry's heritage buildings and therefore its identity, and to demonstrate an alternative approach to modern development.

A section of Vysial Street, also known as Rue Calve Subraya Chetty, located between Rue de Mission and Gandhi Street, which had retained the traditional Tamil character and flavor was selected. The street is named after Calve Subraya Chettiar, a wealthy banker and philanthropist who lived there at the turn

of the twentieth century. The project covered façade restoration, improvements to the street surface and walkways, and general improvements to services such as organizing the telecommunication lines, street lights, drains etc. Facades of 20 houses were restored to their original pattern and colour schemes including providing new wooden grills between wooden posts, replacement of damaged Mangalore tiles, repair and replacement of damaged wood rafters, battens, ceiling tiles, doors and windows, restoring column flutings, and exposure of granite edging or original plastered surface of *thinnaïs* etc. introducing necessary new details to ensure their durability. The project also included redesigning of the exteriors of the eight new buildings by providing verandas and other features like traditional doors and windows to ensure they harmonize with the older buildings.

All work was accomplished in accordance with approved conservation standards with the use of traditional lime mortars and sensitive repairs to the historic fabric. The project was titled the “Model Street and Facade Restoration Project”.

Prior to the implementation, the project involved detailed documentation by incorporating information on income, population, occupancy and ownership details, spatial needs, housing conditions etc for each property along the street. There were several meetings between all house owners in the presence of Municipal officers to get them to collaborate. The entire cost, about Rs, 20, 00,000 was borne by the Programme. The Vysial street rehabilitation project resulted in a dramatic transformation of a decaying urban neighborhood to a very dynamic historic street. The street is now an important tourism destination within Pondicherry. The residents today take pride in their surroundings and benefit from the patronage by city residents. This project was also awarded the UNESCO Asia Pacific Heritage Award in 2008.

**Matching Grant Scheme: Creation of a Heritage fund**  
About 300 buildings in the French town and 900 buildings in

the Tamil town were identified and listed by INTACH in 2000. The survey also revealed that the building owners did not have access to traditional technologies or sufficient financial means to carry out repair works to the building on their own. In this context under the Asia Urbs project, a Matching Grant scheme was proposed to restore buildings. A matching grant- an amount equal to that contributed by the owner, up to a maximum of Rs 2, 50,000 was allotted and in addition, expert assistance was offered to the building owners. A newspaper announcement invited interested house owners to apply for restoration subsidy and around 10 heritage buildings were restored under this scheme.

**Heritage Walk**

Heritage walk along the streets of the town is recognized as an effective way to highlight the heritage and bring a sense of pride to the residents. The heritage walk in Pondicherry was designed by INTACH to highlight the rich architectural heritage. Today, tourists and residents still enjoy this exploration of the Tamil and French quarters. Guides were trained, and a brochure with a map of the old city and the various routes was published in English, Tamil, French and Italian. An introductory video on the architectural heritage of Pondicherry was prepared. Another essential component was the development of appropriate signage wherein, plaques were mounted on 20 noteworthy private and public buildings providing brief information on their historical background and architecture. Missing street signs, in original blue and white enamel, were also provided in the French and Tamil Precincts.

**URBAN ENVIRONMENT MANAGEMENT INITIATIVES**

**Grand Bazaar Restoration**

The Grand Bazaar is the traditional marketplace of the town, which was undermined due to the inconvenient access, parking



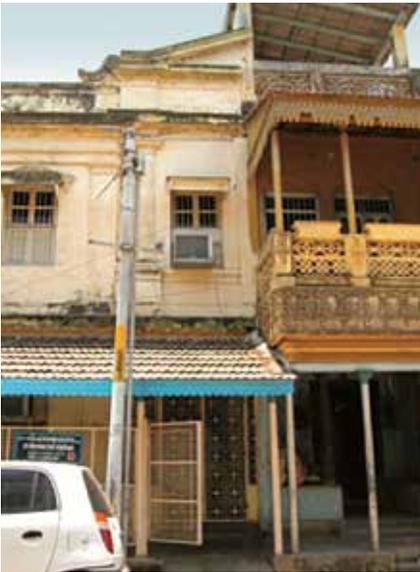
Signage



Heritage Walk Brochure



**HOUSES IN VYSIAL STREET BEFORE AND AFTER RESTORATION**







The Grand Bazaar, one of the oldest markets in Pondicherry



Initiative for Waste Collection and Disposal in Grand Bazaar



Segregation of organic and non-organic waste



Battery operated vehicles for conducting Heritage Tour

problems, garbage dumping, clogged drains, dilapidated structures and inadequate civic amenities. The Asia Urbs project helped upgrade the market with new entrance gate, signboards, repair of damaged structures, repainting of the clock tower, renovation of toilets, introduction of segregation system for waste collection and disposal.

### Solid Waste Management

The Asia Urbs project supported a number of initiatives to introduce segregated collection of organic and non-organic waste and improve the processing of the organic portion into compost. In 2002, a separate waste collection pilot was launched in the northern part of the French town by "Shuddham", a local NGO working in the waste management sector in collaboration with the Municipality. Home owners segregated organic and non-organic waste in colour-coded bins. The waste was collected door-to-door and organic waste was composted, while recycled wastes were segregated at the community-recycling centre.

### Battery Charging Station

For an efficient non-polluting transport system in the town, the Asia Urbs project funded a battery charging station, which

could serve up to 30 battery operated mini-cabs a day. Two non-polluting vehicles were acquired for transporting tourists on a heritage tour of the town, managed by INTACH in partnership with Local Tourism Authority. Municipality also acquired two non-polluting three wheeled utility vehicles for collection and disposal of household garbage, which replaced the noisy tractors and Lorries.

### Key Stakeholders

The project was successful in bringing together different government agencies, non-profit organizations, and local residents together to fulfill its objectives. While the European partner city Urbino, Italy provided expertise in heritage preservation, Villeneuve-sur-Lot, France, shared techniques in urban environment management. Locally, the Departments of Tourism, Town and Country Planning, and the Pondicherry Planning Authority, collaborated with the Municipality, as did NGOs (INTACH, Excellent Novel and Radical (EXNORA), Agence de l'Environnement et de la Maitrise de l'Energie (ADEME) and LAPP). ADEME provided assistance in all the activities included in the category of Urban Management and in the organization of a technical workshop in

Villeneuve-sur-Lot in collaboration with the local municipality. INTACH provided assistance in the following activities:

- 1 – Creation of Heritage Fund
- 2 – Heritage Walk
- 3 – Model Street and Façade Restoration
- 4 – Heritage Survey & Mapping
- 5 – Grand Bazaar Revitalisation
- 6 – Signage System
- 7 – Publications

## Results and Impacts

Some of the good practices learned through the Asia-Urbs experience in Pondicherry continue well after the official conclusion of the programme. The project has influenced city-planning ideas in Pondicherry and the project now serves as a role model for other projects in the city and in heritage towns elsewhere in India. The Vysial Street project has significantly lifted the feeling of ownership and pride among the residents.

The project was instrumental in creating jobs related to increased restoration activity. Jobs were also created through increased tourism, retail and hospitality that have increased several folds since the conclusion of the Asia Urbs Programme in 2004. In the last 9 years, Pondicherry's tourist population has nearly doubled, from 0.59 million in 2004 to 1.1 million in 2011 according to Pondicherry tourism statistics due to promotion of heritage which has attracted tourists to experience its unique culture and French ambience. However the employment generation is limited to tourist related activities such as heritage hotels, retail trade, and informal sector jobs such as bike rentals, tour guides, and tourism publications. Pondicherry has also witnessed significant increase in property values, especially within the heritage precinct. For example, residential property value in the French precinct was about Rs 4000 per sqft in 2004 and at present it is about Rs 15000 per sq ft.

The approach, process, experience and information related to the project were shared with various stakeholders. Emphasis was given to strengthening public-private partnerships by involving various interest groups, both government and private, to address crucial issues and identify effective and practical solutions.

## Enabling Environment and Barriers

The financial contribution by the European commission was supplemented with financial contribution sanctioned by the Government of Pondicherry to the Pondicherry Municipality. Further, in order to make the exchange of experiences more effective a technical committee was constituted composed of 3 representatives from Pondicherry, one representative for each of the European partners and one representative from each of the associated partners (INTACH and ADEME) and the project coordinator as the chairman of the committee. The Pondicherry Project Management Unit (PPMU) took care of planning the activities of the project, preparing proposals and supervising the day-to-day implementation of the project etc. A steering committee was also created which was responsible for project monitoring, reporting and supervision of the implementation of activities in accordance with the objectives of the project proposal. Each partner ensured that the activities were implemented through their respective staff and consultants and through the associated partners, to ensure effective implementation of the project.

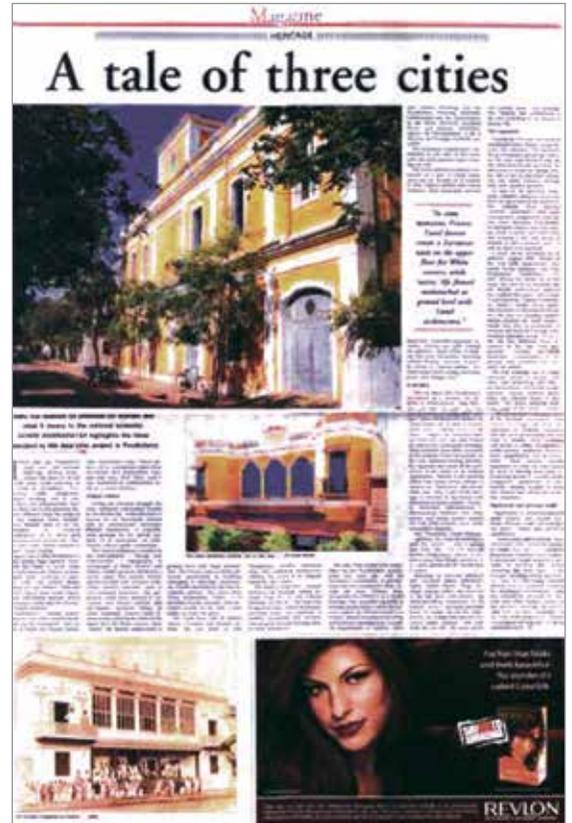
## Key Challenges and Lessons Learnt

Overall the project with its broad palette of urban improvement initiatives is a good model to tackle the much neglected area of urban heritage preservation to improve the quality of life. The idea of inspiring further local initiatives, both governmental and private and to continue and expand on its own, however, could not be achieved. Also, Institutional mechanisms to support a well defined heritage management plan and appropriate regula-





Public space design: beach promenade



tory and enforcement strategies could not be addressed through the scope of the Asia Urbs project. Nevertheless, it is still a valid model waiting to be revived and tried in other cities in India.

### **Continuity and Replicability**

Even after the culmination of the Asia urbs projects, through a continuous process of interaction and sustained awareness campaign, many more heritage buildings in Pondicherry have been successfully restored by INTACH in close collaboration with the building owners and the Pondicherry Municipality. Buildings have been successfully reused to accommodate necessary functions such as schools, administrative offices, or residences. Such interventions respect the existing architectural style of the building and have been harmoniously integrated into the streetscape. In absence of heritage regulations in place, a Heritage Committee has been formed by the Government including members from the Government and INTACH.

INTACH works closely with the Pondicherry Planning Authority and the Municipality to examine the building applications and monitor constructions in the boulevard area. A number of proposals have been made for the restoration of Government buildings as well as improvement of public spaces and streets following the Asia Urbs programme.

During the Asia Urbs project a number of designs were prepared to improve public spaces like the Bharathi Park, Gandhi Plaza and the Beach Promenade. Bharathi Park renovation was completed in 2007 and the Gandhi Plaza and Beach Promenade in 2011. These three projects have created an important 'pedestrian priority' area. Emphasis has been given to strengthen public-private partnership by involving various interest groups, both government and private, to address crucial issues and identify effective and practical solutions. Following the example of Hotel de l' Orient (recipient of UNESCO Heritage Award in 2000), a number of heritage boutiques, restaurants, and hotels have come up in the town. The commercial success of these projects has shown the way and given a new lease of life to many other heritage buildings. INTACH has also designed new buildings (infill development) which blend with the streetscape, taking inspiration from the traditional architecture.



**Meeting with building owners and other stake holders at INTACH Pondicherry office**

### **Conclusion**

The Asia Urbs experience has been significant for Pondicherry and INTACH. Today, the experience of the project is reaching beyond Pondicherry. INTACH, with the government and international partners, has initiated a heritage preservation movement in Tranquebar, a former Danish Colony on the Coromandel Coast, 120 km south of Pondicherry. The Asia Urbs Project Pondicherry was selected by an International Committee to be showcased in its own specially designed pavilion at the Shanghai World Expo in 2010 for a period of 6 months in the 'Urban Practices Area'. This was one of the 50 urban best practice examples chosen from around the world. Through the project's success, Pondicherry has become one of the positive examples for India's urban heritage preservation efforts.

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# MUZIRIS HERITAGE PROJECT

The Muziris Heritage Project has demonstrated the convergence of heritage conservation and tourism to create a sustainable model for development which in long term benefits the local community.

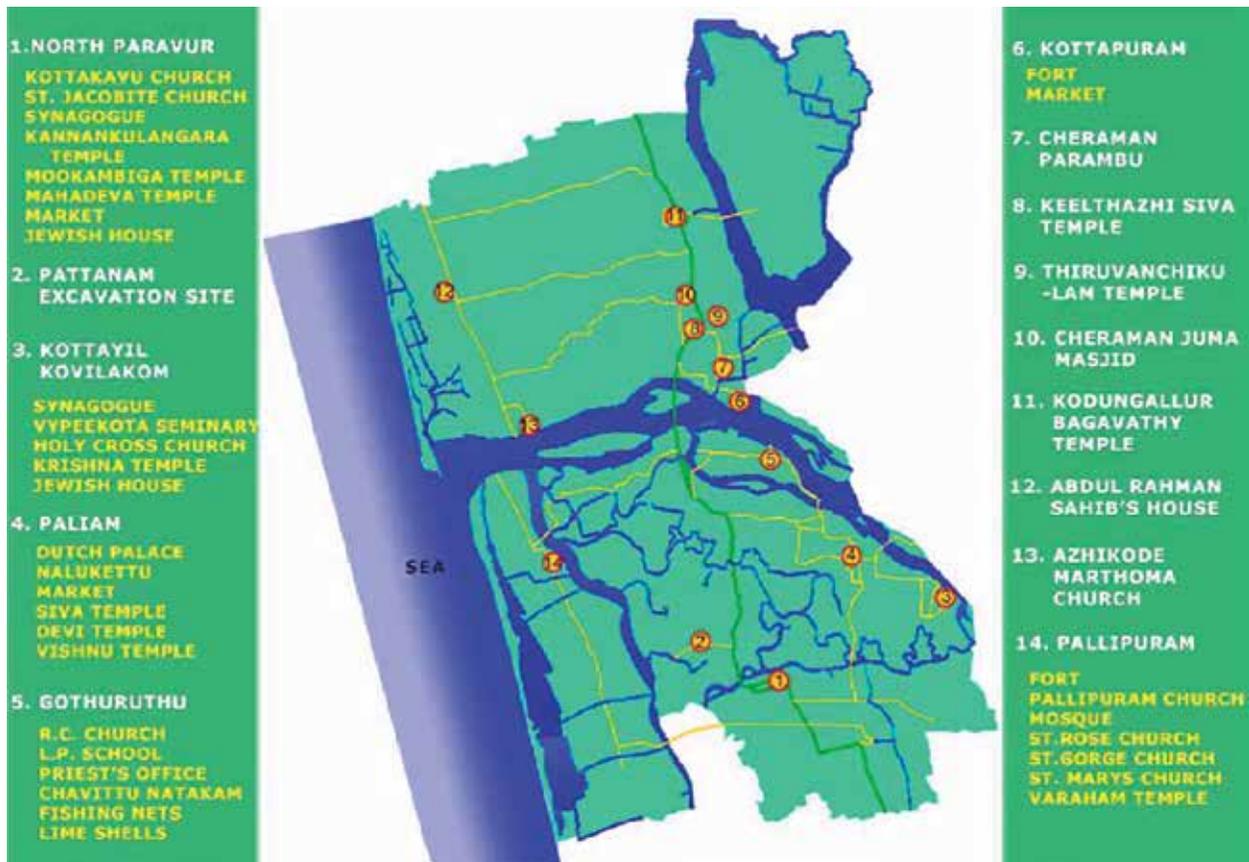
## Background of Area

Ancient Kerala, renowned as the spice coast of India, was a major hub in the spice route trade, between South East Asia, Africa, Arab States and Europe. At the centre of this spice trade was for centuries the ancient port of **Muziris**, an active port in the 1st century BC. In 1341, the profile of the water bodies in the Periyar River basin, on the Malabar Coast in Kerala underwent a major transformation due to a natural calamity. The prosperous city-port of Muziris at the mouth of the Periyar, overlooking the Arabian Sea, was silted over and left to conjecture. The excavations by the Kerala Council for Historical Research (KCHR), in 2007 & 2008 un-earthed valuable information that threw light on its ancient trade relations. The archaeological and historical data gathering on 'Muziris' since then, provides further evidence to

show that it was a veritable business and cultural centre, with far reaching international associations. It is found that, through the Muziris trade channels, the people of South India were connected with many civilizations in Western Asia, the Near East, Europe and further. The monuments and living cultural traditions are today the remnants of its ancient past. The area considered under Muziris Heritage Site (MHS) today stretches across from the two municipalities of North Paravur in Ernakulam District to that of Kodungallur in Thrissur District and includes four Panchayats in Ernakulam District, which are Chendamangalam, Chittatikura, Vadakekkara, Pallippuram, and three Panchayats in Thrissur District, namely Azhikode, SN Puram and Mathilakom.

The area gets a large number of pilgrims who visit various temples, churches and mosques during the festivals.

MAP OF PROJECT AREAS WITH KEY SITES





Kottapuram archaeological Site



Parayur Synagogue



Paliam Nalukettu & Paliam Dutch palace



## Project Description

The Government of Kerala initially announced the Muziris Heritage Project in the State Budget of 2006. The project was finally commenced in 2009 with the joint support of the Government of India and covering a large area around the ancient port of Muziris, including various historically important monuments like India's first mosque, the first Christian Church and the oldest surviving European monument in India.

The project followed an integrated approach towards heritage and conservation with different project components with the involvement of several government agencies and stakeholders. A Conservation Development Plan was prepared for the whole Muziris region wherein the Muziris Heritage Project focuses on retrieving the heritage of the Kodungallur-Paravur region through various initiatives. The projects though aimed at restoration of monuments, the monuments were not seen in isolation, but also involved the local communities with the emphasis on its integration with other developmental activities for the region.

The main components of the project included the following components, which are in different stages of completion:

**1. Excavations:** As part of this project excavations are being carried out at different sites. The Kerala State Council for Historical Research is carrying out excavations at Pattanam site and it has thrown much light on the early history of Muziris and maritime trade with many countries. Kottapuram Fort excavated by the State Department of Archeology has thrown light on the Dutch and Portuguese period. The government also sanctioned funds for excavation at different sites other than Pattanam. These include sites such as Cheraman Parambu and Paravur Synagogue.

**2. Conservation and Adaptive re-use of buildings:** The conservation of Paliam Nalaketu and the Paliam Dutch Palace was undertaken. The palace is being converted into a museum, to showcase the story of the Cochin dynasty and its relationship with other countries. The Nalaketu is being refurbished into a traditional lifestyle museum. Though both buildings are owned



Kottappuram Market



Centre for Muziris Studies

by a private trust, the Government of Kerala undertook the work with the condition that the buildings would be opened to the public. Another project that was taken up was the conservation of the Paravur Jewish Synagogue and its reuse as museum to portray the community life style Kerala Jews. Chendamangalam Jewish Synagogue is also being reused as a museum to showcase the life cycle of the Jews. The government plans to set up more than 20 museums in the project area and these four museums are part of the first phase.

**3. Revitalization of Rural markets:** The initiative to revitalize the rural markets was to enable the economic regeneration of the market while retaining the existing market activities, systems as well as the livelihood of the people who benefit from the market. Further, the developmental works within the markets was proposed to be undertaken without disturbing the existing character and atmosphere of the market. Three markets were planned to be developed: the Paliyam, Kottappuram and Paravur markets. The Kottappuram and Paravur markets were thriving commercial centers which had a mix of Portuguese, Dutch and traditional Kerala influences. The common areas within the market have been designed in sync with the exterior. New

toilets, drainage system, pathways, street lighting also feature in the project. A walk through the market is expected to add an old world charm to the shopping experience.

**4. Infrastructure Development** works including public toilets, roads, and the construction of Boat Jetties: One of the policy decisions for the project was to add only those facilities that are relevant to the local community. The arterial roads in the Muziris Heritage site have been improved. Public toilets are being built in more than 15 locations with most of them having facilities for the physically handicapped. A major breakthrough during the planning phase of the project was to revive the old water ways that were once used to transport visitors from one destination to another. The Government sanctioned the construction of 14 jetties for developing boat traffic. Seven boat jetties have already been completed and work on the others is expected to commence in the near future. A Centre for Muziris Studies is also being set up in Kodungallur. The construction of the building has already commenced and upon its completion it will house a library, lecture rooms, auditorium, computer centre, and offices for scholars and accommodation facilities for visiting scholars. As part of central government aided projects, the visitor centre at Gothuruthu, tourist interpretation centers at different locations, signage, bicycle pathways have also been undertaken.

**5. Academic Research and scholarly exchanges-** Under the auspices of this project the Kerala Institute of Children's Literature is publishing different books including newsletters in Malayalam and some books related to the project. The Centre for Development of Imaging Technology has undertaken to document the project at different stages including short films on different museums. The Information Kerala Mission of the Government of Kerala has prepared a detailed resource map of the entire area. This will be used for further exploration of the Muziris site. The Centre for Muziris Studies being set up on the campus of KKTMC College in Kodungallur will provide the academic and research content required for a project of this nature.

## Project Implementation

The project started with an initial allotment of 50 lakhs, which expanded to grow into a large project with a sanctioned amount of 140 crores for the development of Muziris as a tourism circuit. It covers an area of 150 sq km in five Panchayat and two Municipalities. Activities of various departments, involving 19 government agencies are being converged into the project. Before the planning of the project, the drawbacks of tourism projects in Kerala were studied. None of the existing models for cultural heritage management were found suitable to local conditions and hence through this project an alternate model was developed. The work was initiated with the Preparation of a Conservation Development Plan (CDP) drawn from documentation of discussions with the various stakeholders with specific emphasis on conservation of the monuments to support tourism development. The CDP incorporated the diverse heritage resources and the needs of the stakeholders in an integrated manner. Emphasis was given to the development of infrastructure of the region. The facilities

were identified and planned, which were relevant to the need of the community. The CDP for the Muziris site was submitted to the Government of Kerala in Feb 2009. There was no forced land acquisition and the thrust was to encourage participation of the local community.

### Key Stakeholders

A total number of 19 Government agencies are working together on the project. A co-ordination committee consisting of seven ministers has been set up and the decisions are speeded up rather than moving files from department to the other. Not the least, the participation of the community in the project is considered the most important component. Many religious and non-religious organizations have also joined the initiative by entering into a partnership with the government.

### Results and Impacts

The project has set a precedent in India for adopting an integrated approach to heritage conservation and regional development. Different Government departments are working and coordinating with each other to implement projects. The project has also been integrated with the present day development plan for the region. The project has been declared as the first green project endorsed by the Government of Kerala. Over time the project has received tremendous publicity in the media and is widely known today. The Government of Kerala 'Spice Route Initiative' was launched in consultation with UNESCO to create international exchange and collaboration as part of this project. The second phase of the Muziris Heritage Project has also been sanctioned by the Government of Kerala for extending the area into some of the adjacent Panchayats. The local community in the project area has also initiated several conservation efforts without looking forward to any funding by the Government.

### Enabling Environment and Barriers

Some of the key enabling factors for successful implementation of the project are listed below:

- Community Support
- Multiplier effect with Public Private Initiatives
- Strong political will
- Co-ordination between Govt. departments
- Government fundings

However, in spite of the favorable conditions, no legislations have been introduced to protect and preserve the heritage. On the contrary, it is argued that the participating community cares

for their heritage and until they strongly feel the need for such legislation, it is not the time.

### Key Challenges and Lessons learnt

One of the major challenges was with the archeological excavations as no major excavations have happened in Kerala since 1970s till the Pattanam excavations started in 2006 and there was a lack of expertise in the field. There was a lot of co-ordination required between the several agencies involved. It was also a challenge to follow and maintain national and international standards prevailing for archaeological protection and conservation works. For the sustenance of the project, necessary mechanism should be designed to improve institutional linkages and inter departmental operations.

### Continuity and Replicability

Convergence of funds from different departments including the State and Central Government and setting up of the coordination committee comprising of different Ministers has ensured that there are no delays in terms of bureaucratic delays and inter-departmental procedures for the implementation of the project. Government projects do not give much scope for research, investigation and related activities, but this aspect has been given due importance as part of the project which ensures its continuity and sustainability.

### Conclusion

The project has given impetus to heritage conservation as a component of the community development and not just for propagating tourism. It is seen as a sustainable model for tourism by adopting an integrated approach to heritage conservation with tourism as a by-product with benefits to the local community. The project has also emerged as one of the biggest discovery projects as layers of history ranging from the Romans, Greeks, Chinese, Jews, Arabs, Portuguese and Dutch and the British have been uncovered in this small area.

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## CATEGORY 4

# COMMUNITY PARTICIPATION APPROACH

The participation of different stakeholder groups, especially the local community in urban conservation and management is a must from the very beginning of the project to ensure its sustainability. The resident community is not simply a recipient, but also the key players in shaping the future of a place. In the 2002 UNESCO's celebration of the 30th anniversary of the World Heritage Convention, the Budapest Declaration emphasized on the active involvement of the local communities at all levels ranging from the identification, protection and management of the World Heritage properties. The case studies under detailed documentation and snap shot view highlight the concerns of the community and their interest in urban heritage. The benefits of heritage are also found through attracting jobs, strengthening social and cultural identity, and education, research and learning. The shortlisted projects highlight achievements in one or more of the following areas:

- Mobilization of community, media and private sector in conservation initiatives.
- Employment and skills training leading to employment in the heritage conservation and cultural tourism sector.
- Conservation initiatives generating opportunities for local youth and women.

Two good practices selected by the PRG are 'the Nizamuddin Urban Renewal Initiative, Delhi' for detailed documentation and 'Regional Mapping of Heritage Structures in West Midnapur District through Community Based Participatory Approach and GIS' for snap shot view. While, the Nizamuddin Initiative has ensured community participation through a number of infrastructure alleviation projects and series of cultural activities, the Heritage Mapping in Midnapur District demonstrates an effective methodology developed for the mapping of urban

heritage with support of communities resulting in generating a sense of ownership and enhancing their skill.

### LIST OF PROJECTS UNDER CATEGORY IV

S. No	Project Name	Location	Completion Year
1	Nizamuddin Urban Renewal Initiative	Delhi	2007
2	Heritage Skill Development Programme- Orchha: Handicraft Development.	Orchha, Madhya Pradesh	2002-2003
3	Integrated Development Plan Raghurajpur Orissa Phase I	Raghurajpur, Orissa	2002
4	Conservation of unprotected, old residential stock of Mumbai- Case study Sethna building and environs off Wadia Street.	Mumbai, Maharashtra	2010
5	Conservation of Proctor Branch of Bombay YMCA	Mumbai, Maharashtra	2012
6	Regional Mapping of Heritage Structures in West Midnapur District: Community Based Participatory Approach and GIS	West Midnapur District, West Bengal (30 development blocks and 5 municipalities)	2003 - 2005

# NIZAMMUDIN BASTI URBAN RENEWAL INITIATIVE: NEW DELHI

The Nizammudin Urban Renewal Initiative in Delhi has been a model for Conservation led development in historic urban centre's of India where, meaningful conservation efforts have been coupled with programmes that address diverse needs of the local community and also ensures their involvement in the renewal process.

## Background of Area

The project area located in the heart of Delhi comprises the areas of Hazrat Nizamuddin Basti, Sunder Nursery and the World Heritage Site of Humayun's Tomb. The Hazrat Nizamudding Basti is one of Delhi's oldest settlements with the shrine (Dargah) of the Sufi saint, Hazrat Nizamuddin Auliya, who lived here in the early 14th century, and after whom the settlement has been named. As it was considered auspicious to be buried near the

Saint's grave, Nizamuddin has an impressive gathering of some of the most important Indo-Islamic monuments of Delhi. The area is also associated with Amir Khusrau, musician, poet, scholar, Sufi mystic and spiritual disciple of Hazrat Nizamuddin Auliya who started Qawwali music traditions in the thirteenth century and the tradition continues to this day. Presently, the basti (settlement) houses approximately 1500 households comprising a population of approximately 20,000, predominantly of lower income group. The large floating population (pilgrims) throughout the year makes the area one of the densely populated settlements in Delhi. Livelihood opportunities in the Basti are heavily dependent on pilgrims. Living condition in the Basti is poor with lack of clean drinking water, lack of sanitation and toilets, poor light and ventilation etc, which worsens during the peak periods of pilgrim influx. With other civic infrastructures like schools, medical facilities inadequate, the women and children health and education have been areas of serious concern in the area.

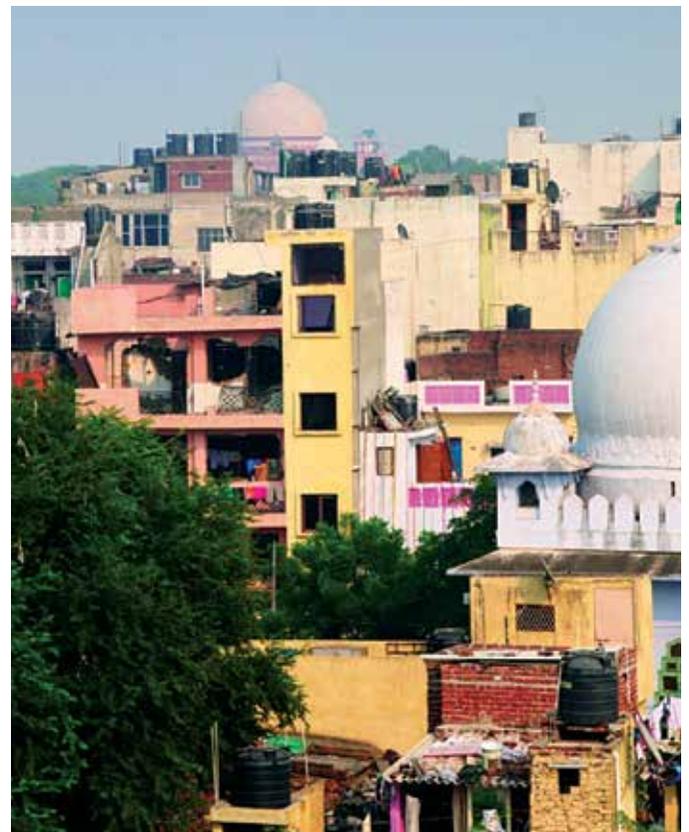
It was in these circumstances that the Nizammudin Urban Renewal Initiative was embarked by the Aga Khan Development Network (AKDN) through its agencies, the Aga Khan Foundation (AKF) and the Aga Khan Trust for Culture (AKTC).

## Project Description

Following the successful restoration of Humayun's Tomb Garden in 2004, the Aga Khan Trust for Culture (AKTC), in 2007, initiated the Nizamuddin urban renewal project under a 'Memorandum of Understanding' with various Indian partners: Archaeological Survey of India (ASI), Central Public Works Department (CPWD) and Municipal Corporation of Delhi (MCD). Subsequently, a MoU was also signed with the Delhi Develop-

ment Authority (DDA). The Urban Renewal Project includes the following three different initiatives, complementing each other to serve the bigger goal of the project, which is to benefit the citizens and the city.

- **Humayun's Tomb complex**, where conservation works have been undertaken and the restoration of the garden were completed in 2004.
- **Sunder Nursery**, where 70 acre area is being landscaped to serve as a city park
- **Hazrat Nizamuddin Basti**, where along with the conservation of the monuments, socio economic empowerment of the community has also been attempted



## PROJECT AREA MAP



The Urban renewal project unified the otherwise segregated zones of Humayun's Tomb - Sunder Nursery- Nizamuddin Basti into one zone of considerable breadth and significance. Besides the unique conservation and restoration efforts at the Humayun's Tomb and other nearby monuments, which have been internationally applauded, the socio-economic initiatives at the Basti have also been exemplary in ensuring to improve the quality of life of both the local residents and the pilgrims by addressing the basic needs of health, sanitation as well as vocational training and urban improvements coupled with cultural revival programs.

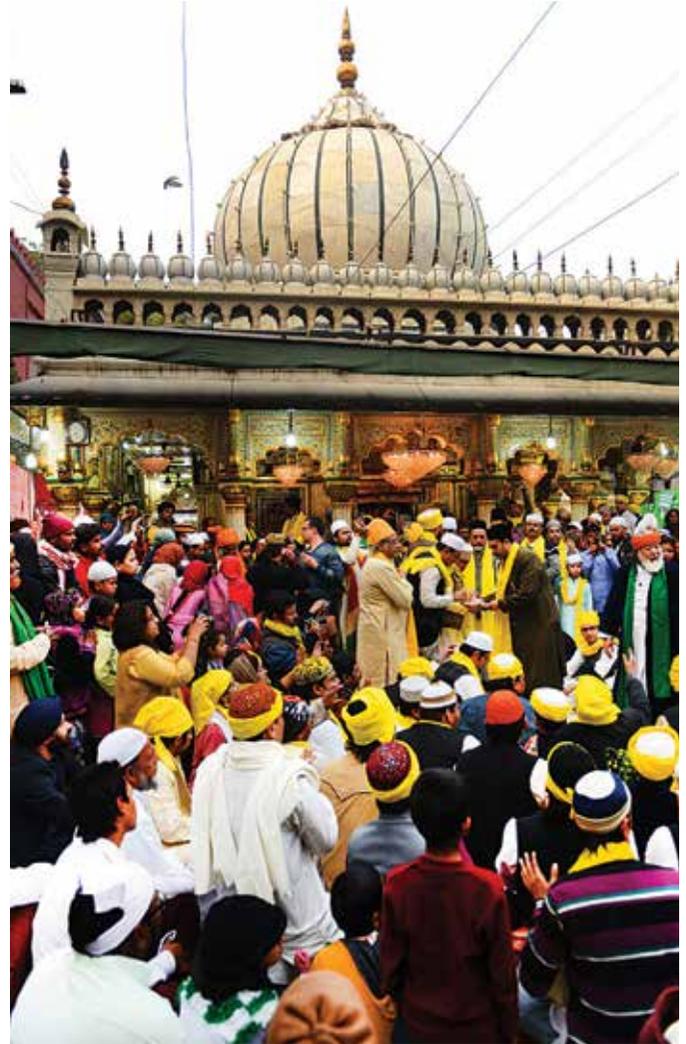
### Project Implementation

In 2009, a physical survey and mapping of the Basti was undertaken, which led to a better understanding of the issues and locating problem areas. All programmes commenced following an assessment of quality of life and ensuring that the historic fabric is not disturbed by the new interventions. To begin with, street improvement plans were prepared and small public parks were planned to introduce the much needed public spaces and also to improve pedestrian circulation through the Basti. Although five acres of parks existed in the area, the spaces were occupied by rag-pickers and drug dealers. Only two percent of the resident populations were accessing park spaces. Following sustained community consultation, a landscape scheme for these parks was prepared and implemented. Separate parks were earmarked for women, children, playing cricket, community functions and weddings etc. The parks are now managed by the community with AKTC support.

One of the first efforts towards primary education improvement commenced with refurbishment of the MCD primary school, improved classrooms, teachers training programme, better school management for enhancement of community interface and encourage education. Subsequently, more such initiatives were undertaken including a career development centre (NIIT Institute of Technology) for the youth, English language learning centre (in collaboration with British Council) and training of heritage guides with crash course on Delhi's history and other vocational trainings. Students in the age group of fourteen to sixteen years were given learning support in Mathematics and English under the 'English Access Micro-Scholarship Programme' co-funded by the US Embassy.

In the health sector, the existing building of the MCD Polyclinic in the Basti was upgraded along with creation of a pathology laboratory to ensure better diagnosis, reduce referrals and provide better treatment. A community health outreach team was also established for preventive care. New public toilets were built to improve hygiene and sanitation for the Basti residents.

Parallel to the above interventions, there has been a conscious effort to generate awareness for heritage among the community and stream line the same with the daily lives by mutually benefiting. Caring for Heritage and its preservation are presented and highlighted in easy way through performance, street plays, audio visuals, discussions etc.



Nizamuddin Dargah

### Key Stakeholders

Besides the Aga Khan Foundation and Aga Khan Trust for Culture (AKTC), other stakeholders are the Archaeological Survey of India, Municipal Corporation of Delhi, Delhi Development Authority, Central Public Works Department and the Basti community. A Project Committee has been formed with representation of the above five agencies and the representatives of Nizamuddin Basti for guidance in complete transparency with respect to decision making process and project objectives. Committee meetings are held at regular intervals interspersed with frequent bilateral meetings where agencies concerned take decisions to ensure steady project progress, which also ensures greater managerial oversight and the potential to bring about judicious decisions. The broad objectives of the project at the onset has helped define the mutually shared objectives of the partner agencies of carrying out a model project that led to careful conservation of monuments, better hygiene and livelihood for local communities, improve access among many other tangible outcomes.

**RESTORATION WORK AT HUMAYUM'S TOMB**



**LAKKARWALA BURJ: BEFORE & AFTER CONSERVATION**



**NIZAMUDDIN BAOLI: BEFORE & AFTER CONSERVATION**



## Results and Impacts

### Education

Interventions in key segments of education, such as the training of teachers and support for students, were extended to include a major refurbishment of a municipal primary school building. The building was in dilapidated state and lacked functional toilets, drinking water facilities etc. Major renovation of the school building with wider staircases, separate toilets for boys and girls, unbreakable window panes, new electrification etc coupled with faculty development, placement of community teachers and improved school management has led to increased enrolment and attendance. Computer courses are regular and street computer kiosks have also been set up to ensure improved access to computers. An arts programme featuring regular music and visual arts classes and a community theatre group that conducts performances and initiating discussions on pertinent issues has fulfilled national curriculum objectives.

### Health

Augmentation of facilities at the municipal polyclinic has significantly improved the quality of the existing system. A newly established pathology lab is capable of conducting thirty-four types of tests and more than 50000 people have used the facility to carry out over 11,000 tests in just over a year. The initiative has included placing additional doctors for consultations in Gynaecology, ENT and Eye Care. The project has generated awareness about Early Childhood Care and Development (ECCD). Young children receive the required immunization as per the age-group schedule. The common illnesses in the young children are detected and cured at an initial stage. New mothers are being educated about the reproductive health care, prenatal care, child growth monitoring, and nutritional supplements. Locals are now well informed about the preventive health care measures through healthy living habits. The community health programme has employed 50 health workers trained from the Basti to identify vulnerable individuals and ensure that they access required health facilities in time.

### Sanitation

In addition to the millions of annual pilgrims who visit the Dargah, in Nizamuddin, the initial surveys revealed that 11% of resident families did not have access to home toilets. The existing community toilets were poorly maintained and there was no safe and hygienic sanitation facility for more than one lakh pilgrims. Therefore up-grading two existing community toilets were initially carried out.

The project involved participatory design wherein the engineers and architects based their plans as per needs of the community. This involved undertaking group discussions on sanitation problems with the local community, design discussions around privacy for women, security, understanding usage patterns, sharing design principles with potential users for their feedback, getting necessary approvals from the Municipal Corporation of Delhi, and finally the local community was mobilized for management and daily maintenance through user groups



Park before & after

and pay and use services.

Two community toilet complexes (CTC) have been built providing clean and safe facility, especially for women, and separate bathing, washing areas and child-friendly seats have also been provided. A Community Management Model is in place with a self help group called 'Rehmat Nigrani Samooh' being set up with toilet management as primary objective. Separate bank account with an initial Rs 100 contribution from each member was set up at a nationalized bank. Various trainings and exposure visits were organized to build capacity of the group. In order to instill behavioural change and motivate the community to use the Community toilet complex, various edutainment activities such as rallies, nukkad natak, puppet show etc were carried out with the help of eco-club children from basti. Audio messages are narrow casted at regular intervals to encourage community to use Community toilet complex properly. Signage's was also installed on various hygiene and sanitation issues. For the overall sustainability of the CTC in the initial phase AKTC was bearing most of the cost of CTC's operation and management. However, now more than 50% of expenses are now being covered by the money generated by the use of CTC.

For the up-gradation of individual toilets, 25 toilet facilities were improved in the houses selected under the housing improvement scheme wherein the construction cost was shared

**UPGRADATION OF MCD  
SCHOOL CLASSROOM: BEFORE & AFTER**



**UPGRADATION OF TOILET  
NEAR MCD SCHOOL: BEFORE & AFTER**

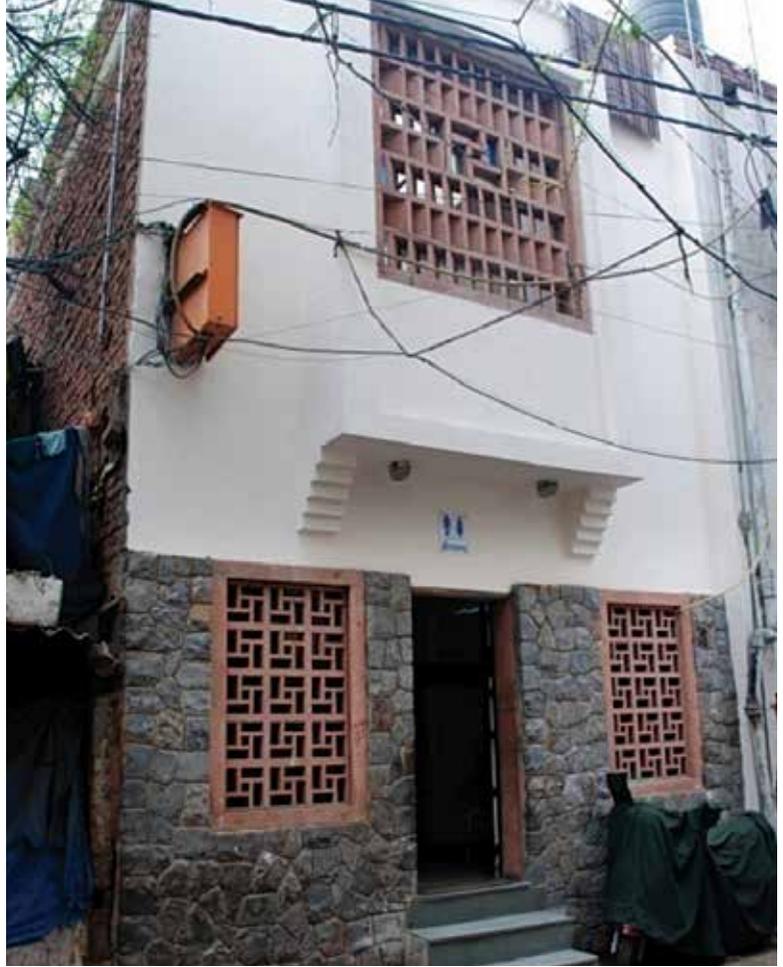




Participatory Design: Model of Community Toilet Complex



Upgradation of community toilet at Musafir Khana street



between resident and AKTC in the ratio of 40:60. These toilets were improved in terms of proper sewerage connection, tilling of floor as well as walls, plastering of walls and replacing the squatting pan.

### Vocational Training

In response to community needs, vocational training, career development and employment programmes have been developed and are implemented. These are aimed at building skills that translate into employment for youth, and livelihood opportunities and financial independence for women. Women tutored in the traditional craft of paper cutting now augment family incomes with sales of their products.

A career development centre has been established to prepare youth for the retail sector and computer related professions. For those with no prior education, courses in the building crafts, hospitality and service industry are organized. HUDCO (Housing and Urban Development Corporation) conducted various skill development training programmes including masonry, hand-crafts, Mughal tiles making, book binding, plumbing etc. Over 600 youth have already been trained; 50 percent have accepted work placements outside the Basti. Over 400 women have been

trained in crafts such as sari embroidery, crochet, tailoring, embroidery, paper cutting. Many of them are now collectively preparing a variety of products and generating valuable income for their families.

### Housing and Urban improvements

Through a cost sharing system with residents, AKTC has intervened in several houses to carry out structural and design repairs as well as the retrofitting of homes. The project has led to development of eco-friendly environment with improved basic facilities of safe drinking water, waste management and sanitation. The high population density including pilgrims, presence of a large number of restaurants and meat shops results in a huge quantity of waste generation. As part of the effort to improve the urban environment of the Basti, the project has undertaken an initiative to facilitate solid waste management. Door-to-door waste collection has led to visible improvements and a healthier environment, though much remains to be done. Neighborhood parks have been landscaped in partnership with home owners and support provided to the municipality to undertake street improvement programmes. Performance areas have been created in the open areas around historic monuments for practitioners



**Vocational training and capacity building sessions**

of Qawwali music traditions. The project has also focused on documenting, interpreting and disseminating the legacy of Amir Khusrau through research, archiving, documentation, audio-visual exhibitions, fellowship programmes and performances in music. A photo documentation of the major festivals organised in the basti was taken up. The festivals of the Urs (of Hazrat Nizamuddin Auliya, Amir Khusro), Id, Shab-i-Raat, Diwali, Dussehra have been photo documented. Festival routes through the basti have been mapped. The mapping of built and intangible heritage in the basti is helping to create a resource for monitoring the state of heritage as well as for developing urban design guidelines, building regulations, management plans, income generation and

heritage education activities for children and youth. The youth from the basti were trained to carry out the survey and prepare inventory and who also shared and presented the results of the cultural mapping exercise in schools. The successfully completed project led to a significant increase in visitor numbers and eventually culminated in a model public-private partnership project for a comprehensive urban renewal initiative in the area.

### **Enabling Environment and Barriers**

The support of the Aga Khan Development Network (AKDN) has been crucial for the implementation of the project. The initial project activities have expanded far beyond what was envisaged in 2007. The expansion has been made possible by co-funding from new partners like Sir Dorabji Tata Trust, Ford Foundation, World Monuments Fund, and the United States Ambassadors Fund for Cultural Preservation, and the Embassy of the Federal Republic of Germany and a few others. The project was undertaken by a multidisciplinary team comprising of a wide range of expertise. The team is further guided by specialized consultants and includes hundreds of residents of Nizamuddin Basti who have been trained to take up significant responsibility.

### **Key Challenges and Lessons Learnt**

Initially when the project had started the residents of the Basti initially were apprehensive of relocation and displacement, which resulted in certain misgiving about the project and several challenges in the implementation of the projects. For example activities undertaken during the project planning stage such as physical survey could only be undertaken after initiating detailed and frequent dialogues with the local people and conveying the objectives of the project.

Even though several urban design interventions in the Basti have made visible positive changes, the pressures of urban development continues to affect the overall historic environment. The Master Plan of Delhi has given the provision for creating 'special area plans' for heritage zones such as Nizamuddin area. However in the absence of clear boundaries defining the extent of the heritage zone and lack of incentives, implementation of heritage laws are ineffective. However to address this problem, efforts are now underway to provide incentives as part of the heritage bye-laws being developed by the National Monuments Authority. Long term sustainability of project activities will only be ensured if community groups are strengthened and empowered to take decisions and actively participate in ensuring continuity.

### **Continuity and Replicability**

The project has distinct conservation, environmental and socio-economic development goals. While significant progress has been made to realize diverse project objectives, but existing partnerships with public partners and the local community need to be further strengthened and new partnerships with other concerned agencies need to be established for its long term sustainability.

Several measures have been taken to ensure the long term

continuity of the activities generated through this project. For example,

- Since 2007, dialogue with several government agencies coupled with sustained community engagement with local leaders, religious heads, men and women, youth, vendors and commercial establishments has ensured that many of the facilities that have been created are effectively managed by the residents themselves.
- Discussions are ongoing to ensure that revenue generated at Sunder Nursery is returned into operations and maintenance of the park.
- Besides, special training provided to women in embroidery, tailoring, and blocks printing, they were also trained for the enterprise development through which they were able to participate in the exhibitions and fairs such as Apni Basti Mela and Fall Mela organized by the High Commission of Canada.
- The project continues to implement further in the area of health care and plan to address health issues of the elderly and the disabled which will give impetus to the benefit generated from the project to the local community.

## Conclusion

The urban renewal project initiated a process of community engagement in the basti area with the prime agenda of improving the quality of life of the residents. The resident populations of the basti were provided not just open spaces, access to good education and timely health care, but also fresh engagement

with its own culture. The AKTC expanded its programme into a comprehensive urban renewal programme encompassing socio-economic as well as cultural components, based on extensive community dialogue. The project has evolved a model of urban development that is culturally 'sensitive' and 'informed'. The project has not only addressed the infrastructure challenges of the basti area but also enabled the community to become the driving force behind this urban renewal initiative.

## Contact

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# REGIONAL MAPPING OF HERITAGE STRUCTURES: COMMUNITY BASED PARTICIPATORY APPROACH AND GIS, WEST MIDNAPUR DISTRICT, WEST BENGAL

## SNAPSHOT

The mapping of unprotected heritage in the West Midnapore district of West Bengal has not only helped create a database of heritage properties in the region but also helped raise awareness amongst the local community and has also evolved a model for a grass root movement for heritage conservation.

### Background of area

The West Midnapur District or Paschim Medinipur district of West Bengal has a distinct cultural lineage and occupies a significant position in the socio political history of Bengal since antiquity. A number of prehistoric sites of great interests are being excavated throughout the West Midnapore district. In ancient times the region seems to be highly influenced by Jainism and Buddhism. Being a frontier area in the border of Orissa and Bengal, this area was part of regular campaign and battle between Muslim rulers and Maratha chieftains during the era of the Muslim rulers of Bengal. During the British Raj, the area had taken a pioneering role in the history of Indian freedom movement since it has produced many martyrs and also became a centre for revolutionary activities, such as the Santal Revolt (1766-1767) and the Chuar Revolt (1799). Industrialization in the district started with the commissioning of the rail link with Orissa and the first Railway establishment at Kharagpur as a junction station in December 1898. Railway townships established colonial influence in various spheres of life - architecture, education, lifestyle, sports and religion. It has diversified legacy of socio-cultural activities, specially the customs and traditions of different tribal groups like Lodhas, Mundas and Santhals. The district located in the southern part of West Bengal has been carved out of the erstwhile Midnapore in year 2002 and is the second largest district in the state.

### Project Description

In 1997, the Indian Institute of Technology, Kharagpur was approached by the villagers to help preserving a cluster of outstanding Hindu and Jain temples located in the village of Pathra a few kilometers from the Midnapur town. The site is the location of hundreds of small temples dating back to antiquity was in a state of neglect, and also succumbing to the waters of the Kasai River. With advice from IIT Kharagpur, one of the enthusiastic villagers Yeasin Pathan founded an NGO Pathra Archaeological Preservation Committee. The proposal for a pilot project formulated by Indian Institute of Technology (IIT), Kharagpur helped him persuade the Archaeological Survey of India (ASI) to restore the temples with financial assistance of twenty lakh rupees. This

started a journey that inspired many local volunteers in other villages of West Midnapur district to take-up similar initiatives. And this was the genesis of the project. In 2002, a project entitled 'Regional Mapping of Heritage Structures: Community Based Participatory Approach and GIS' was formulated and application was made through the Sponsored Research and Consultancy Cell (SRIC) of IIT Kharagpur, to the Ministry of Human Resource Development (MoHRD), GoI for a financial support of 20 lakhs rupees. Objective of the project was to evolve a participatory approach for identification and documentation of heritage structures within the region.



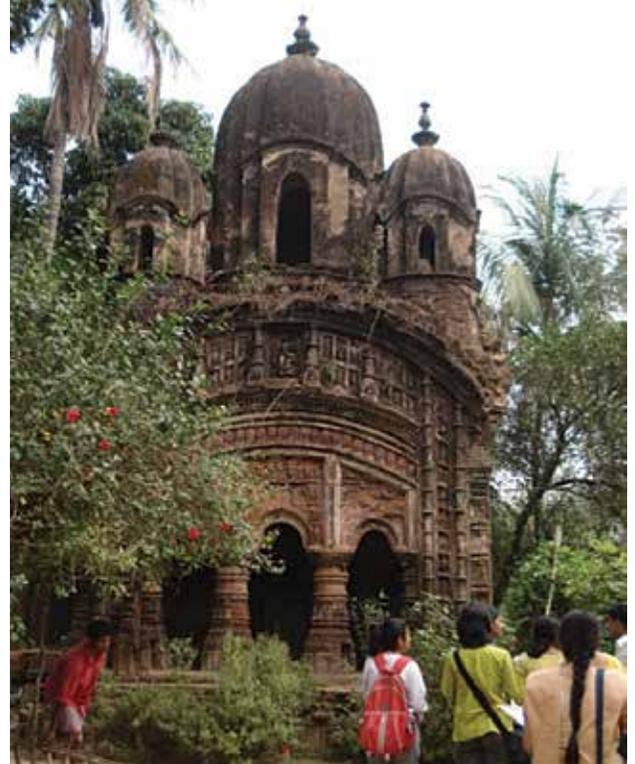
Restored temple at Pathra



Workshop at IIT



Training Workshop on field



Pilot survey at Vishnu temple, Narajoi

West Midnapur District in West Bengal was chosen for its diversity of heritage, as well as familiarity and proximity of IIT Kharagpur within this region. In 2003, 11 lakhs rupees were sanctioned by MoHRD for a period of 2 years to undertake the pilot project. Following goals were set for the project:

1. Capacity building of villagers, especially youth in preparation of inventory of heritage resources through workshop and training.
2. Systematic inventory of heritage structures using community network.
3. Involvement of students of IIT Kharagpur, through field study and interaction with local volunteers at various levels of the project.
4. Preparation of a regional map of heritage structures in Geo Information System (GIS)

### Project Implementation

The project adopted a bottom up approach engaging local community in listing of heritage structures. An inventory format was designed for the field work and a pilot survey was carried out with a few volunteers as well as students of IIT Kharagpur and a manual was subsequently prepared.

In the next stage, local volunteers were identified with help of active members of the village, school teachers and local NGOs. A total of 35 volunteers were short listed. A manual was also prepared to assist the volunteers. A workshop and interactive session was organized at Architecture & Regional Planning Department, Indian Institute of Technology Kharagpur for training

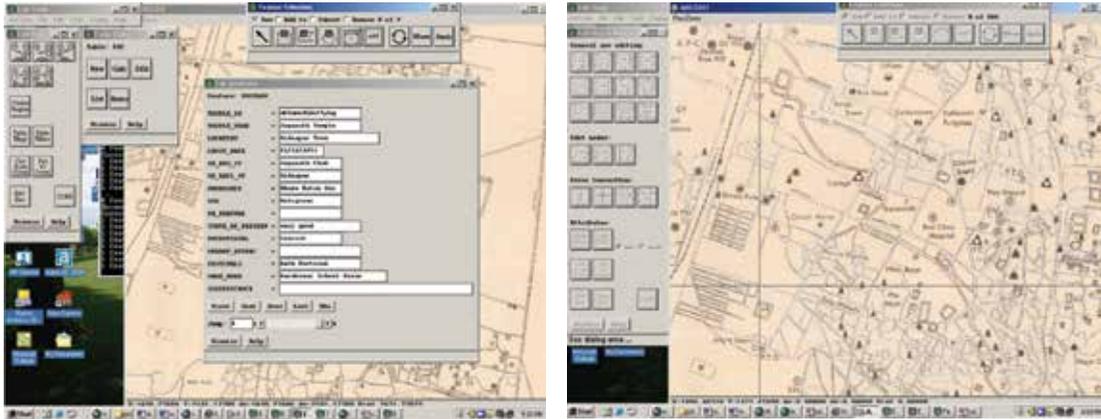
the volunteers in identifying heritage structures and making inventories in the given Performa. During the one day workshop, volunteers were trained to carry out the survey with basic measuring tools and prepare a rough map of the site, layout, prepare existing plans, take photographs with cameras provided to them and also a preliminary condition assessment. Volunteers were issued temporary ID cards and introduction letters for the project and apart from travel and Dearness Allowances (DA), an honorarium was paid to each for every inventory.

In the next one year, the preliminary inventory with drawings, maps and photographs was completed in different blocks of the district. Inventory of around 350 heritage structures was carried out. In IIT, rough sketches prepared by the volunteers were converted into ACAD drawing and rendered by the project staff and students. Information was finally collated in report and a GIS data base. In the meantime various local level heritage initiatives were started resulting in restoration works, such as the church at Bhimpore and the Guest house at Narajol Rajbari, which were restored with technical support from IIT Kharagpur and funding from West Bengal Heritage commission.

### Key Stakeholders

The Department of Architecture & Regional Planning (ARP) IIT Kharagpur worked in close association with various local NGO's, volunteers and conservation enthusiasts at different stages of the project. Both undergraduate and post graduate students of the ARP Department as well as few members of faculty from the Civil Engineering Department, IIT Kharagpur rendered technical

## DATABASE USING ARCINFO WORKSTATION



expertise. Experts from Archaeological Survey of India, local historians and national and international experts were invited to attend the workshops and share their knowledge. West Bengal Heritage Commission is now playing an important role in extending technical and financial support for documentation and preservation of the selected heritage structures from the list.

### Results and Impacts

**Awareness:** The project has made the local community aware of their heritage resources and generate a sense of pride in them. It was also possible to demonstrate that regular maintenance with local resources can prevent deterioration and safeguard the heritage structures.

**Capacity Building:** Volunteers who were part of the mapping initiative got inspiration to work as tourist guides. Some of them also found job opportunities with ASI. Similarly, the local bodies were also trained to prepare project reports and apply for funding and technical support from various agencies.

**Networking:** An informal network has emerged for local level volunteers working in this field.

**Source of information:** Publications, documentary films have been prepared entirely with local support, valuable source of information.

### Enabling Environment & barriers

The support of the Ministry of Human Resources Development, Government of India and SRIC, IIT has been crucial for implementation of the project. The project team was also guided by ASI officials and historians. In few instances, the District Administration lent helping hand by improving access roads to the heritage sites, which were otherwise inaccessible. The initial project activities have laid the foundation for a far reaching grass root level movement.

### Key Challenges & Lessons Learnt

The project has been able to set distinct goals in mobilizing community at grass root level. The idea was also to establish a bridge between formal and informal initiatives in the field

of heritage conservation. Though, multiple and often conflicting concerns of the community, political issues and exploiting heritage to satisfy varied sentiments posed some problem in the project. Involving local decision makers emerged to be a significant step. There is a need for formal training of local volunteers, especially the youth. More training in the field will help in imparting confidence. Such workshops and awareness camps either jointly by West Bengal Heritage Commission, INTACH, or local administration like Panchayats could be explored.

### Continuity and Replicability

The project helped to evolve a methodology wherein an institute can initiate and facilitate grass root level initiatives for conservation of built heritage. With minimum input in the form of technical expertise and limited finances, heritage resources could be identified and brought under the ambit of digital recording for future dissemination. Immense possibility exists to use and update this information for research, documentation, tourism.

### Conclusion

The project initiated the process of community engagement in mapping of heritage structure. In the process, the model not only created awareness but also inculcated a sense of pride and belongingness among the community for their heritage. The project provides a useful guide on mobilization of the community and involvement of public and private sectors in conservation initiatives, and skill up gradation leading to employment in the conservation and tourism sector.

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## CATEGORY 5

# GENERATING AWARENESS ABOUT HERITAGE

Heritage awareness is a crucial component of heritage conservation and management. Citizens often get accustomed with their environment and gradually become less conscious about it. There is a need to make the citizens aware of the importance of their built and natural environment and to help them develop a harmonious relationship with it. The case studies under this category highlight the efforts made by organizations for creating awareness through activities and events that engage the community. These events invite public interest and participation across different community and age groups. Projects shortlisted highlight achievements in one or more of the following areas:

- Organizing Heritage walks
- Special events such as lectures, musical events, competitions, art and craft training programme
- Exhibitions at local level in the backdrop of urban heritage
- Public education
- Presentation and Interpretation of Urban Heritage
- Inception of Heritage Awards at local/state level etc.

The Heritage Education and Communication Services (HECS) of INTACH and the Citizens Forum, Jaipur Virasat Foundation, Jaipur were shortlisted for detailed documentation and snap shot view respectively to highlight their activities. HECS has designed and demonstrated several innovative heritage awareness programmes for range of target groups and has been on the fore front of the activity since more than a decade. The

Jaipur Virasat Foundation (JVF) through Heritage awareness programmes has given an opportunity to the local community to be a part of the heritage movement and take pride in their heritage.

### LIST OF PROJECTS

S. No	Project Name	Location	Completion Year
1	Heritage Walk Jaipur	Jaipur	2001
2	Citizens Forum, Jaipur Virasat Foundation	Jaipur	2000
3	Nizamuddin Urban Renewal Initiative	Delhi	2007
4	Ahmadabad Heritage Walk	Ahmadabad, Gujarat	1989
5	Pondicherry Heritage Walk	Puducherry	2002
6	Amritsar Heritage Walk	Amritsar, Punjab	2011
7	Delhi Heritage Walk	Delhi	2000
8	Initiatives by the Heritage Education and Communication Services (HECS), INTACH	All India	Since 1997

# INITIATIVES BY THE HERITAGE EDUCATION AND COMMUNICATION SERVICES (HECS): INTACH

INTACH's Heritage Education and Communication Service (HECS) initiated a major campaign to protect India's heritage by creating awareness among different target groups such as the public, professionals, Government, teachers, students and making everyone aware of their responsibility towards our cultural heritage. The campaign has played an important role in making people especially the youth to care for their living traditions, composite culture, natural environment, and architectural masterpieces through their own actions.

## Background of Activity

Indian National Trust for Art and Cultural Heritage (INTACH) is the largest national membership organization of India dedicated to the conservation of India's natural, cultural and living heritage. INTACH has one of its mandates to generate public awareness and therefore heritage education is at the very heart of its every endeavor to preserve India's heritage. INTACH also believes that heritage education right at primary level helps inculcate the values. It is with this objective to sensitize people and younger generation that the Heritage Education and Communication Service (HECS) of INTACH was set up in 1997. One of the primary objectives of HECS, as stated in INTACH's Memorandum is "to create and stimulate awareness among the public for the preservation of the cultural and natural heritage of India and respect the knowledge of past experiences and skill."

## Project Description

When INTACH was founded in 1984, the definition of heritage was limited to the small number of protected monuments and their protection was also considered to be primarily the responsibility of the government. INTACH set out to address this situation by including spectrum of heritage

components and institutionalizing the practice of conservation outside the government fold. It established Chapters all over the country to spread awareness and undertake heritage initiatives. The agenda to raise awareness gained momentum with the inception of HECS which initially started off with the development of an education program for visitors and students in Lodhi garden, Delhi. It thereafter marked the campaign for kids for the protection of tigers and the first teacher training program supported by Ministry of Human Resource Development. In 2002, it launched a program on Khadi as the fabric of freedom and conceived the idea of very popular Heritage Clubs. In 2003, the first English publication 'Hands on Heritage' was published followed by first Young INTACH Newsletter in 2004. Resource kit for teachers and Radio program on heritage for children were

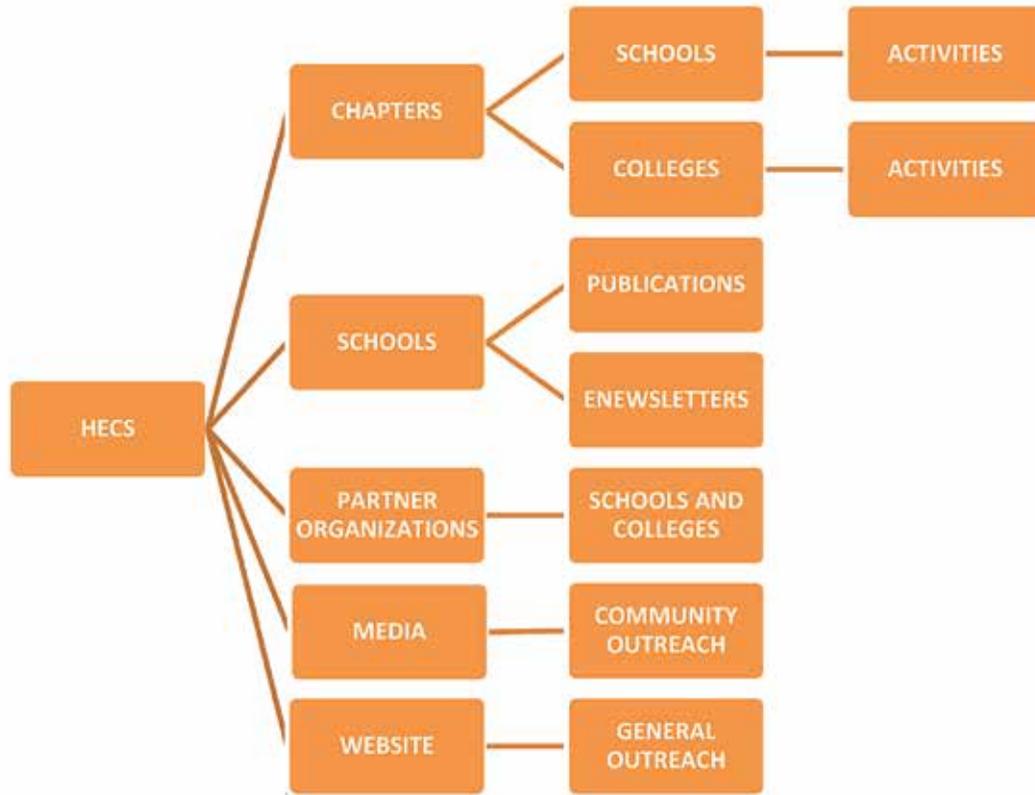
undertaken in 2005. Kids speaking on peace and Rural Heritage Education programs were organized in 2006 followed by filming Indian heritage by kids and setting up Young INTACH website in 2009. The HECS initiatives continued with a program for adopting a monument in 2010, the Delhi Heritage Campaign, Young INTACH volunteer program for colleges and adopting a tree in 2013. Besides the programmes, various training modules were also prepared and conducted in collaboration with INTACH chapters and other local NGOs.

## Project Implementation

The process of implementation of awareness raising programmes by HECS has varied from project to project. It mostly undertakes the disseminating and training activities with the help of INTACH Chapters who then continue and sustain the work with the schools and colleges of their towns. HECS also communicates directly with the schools and colleges through regular newsletters. It also partners with various organizations such as museums and other such repositories of knowledge and emphasizes their role as an important resource for the students to learn about their history and rich heritage. HECS has come up with several innovative programmes and modules geared towards heritage education using multimedia, radio, television, film, and internet to suit both urban and rural areas. Different target groups and HECS activities are given in detail below:

### Schools

HECS has given special attention to networking with schools to imbibe a sense of heritage and its importance amongst school children at a very young age. School students under the guidance of their teachers are a critical target group for HECS activities. Children are considered to have a great influence on parents and the community and have the potential to spearhead a heritage movement. The activities designed for schools include a mix of heritage awareness and education programmes, Teacher's training programme, setting up of Heritage clubs, supporting



publication and resources for schools, newsletters, media programmes, website support, film making trainings, and several hands-on activities.

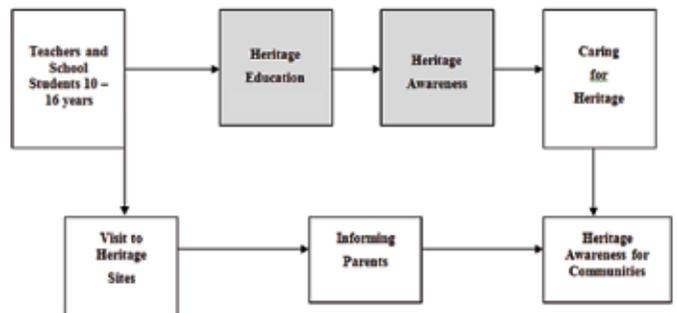
**Teacher Training Programmes**

HECS has initiated a number of teacher training modules to inform and educate school teachers about the role of young people in the preservation and protection of heritage. The programme is also supported by the Ministry of Culture, Government of India. 2 - 4 days long workshops on various topics are conducted throughout the year.

**‘Training the Trainers’ Workshops**

These programmes are conducted to train principals, teachers on how to spread heritage awareness in schools and to inspire them to undertake heritage education activities. These are organized

in collaboration with Chapter convenors. It helps provide the necessary information and skills for teachers to develop their own heritage awareness programmes, activity sheets, workbooks and other heritage education materials for students thereby motivating them to use appropriate resource material in classroom



Ahmedabad



Jhununu



Trivandrum



Community Awareness Drive by School Children



Monument Clean Up drive, New Delhi



Poster Competition on World Heritage Day, New Delhi



Heritage Walk, Lodhi Garden, New Delhi

teaching. The teacher training workshops motivate teachers to play an effective role in sensitizing children about heritage and encourage them to form Heritage Clubs in school. The teachers are motivated to also increase the use of multimedia including website, films, DVDs etc in their classrooms. The teacher's training workshops therefore include several activities including the setting up of heritage clubs, local heritage study, heritage education in schools (as a part of curriculum), local site visits, group activities, etc. Till date over 4000 teachers have received the training by HECS and have conducted heritage awareness activities and projects with their students throughout the country. HECS has also received grants from the Government, Indian and foreign sponsors to produce attractive innovative resource materials for heritage education such as the Teachers Heritage Manual – Hands on Heritage, the first of its kind in India.

### Heritage Clubs

In collaboration with INTACH Chapters across the country, teachers are provided with creative resource material so that school could set up Heritage Clubs with student members. Setting up 'Heritage Clubs' in schools is today one of INTACH's most successful programme. The need to set up Heritage Clubs with committed students was stressed on by school community in the first year of the Teacher Training Workshops. HECS

supported the Heritage Clubs in schools by organizing heritage activities and providing funds for the same. The club's activities are usually conducted as per the following schedule:

- Initiation of the clubs with at least 30 members per club in selected schools.
- School-based activities for creating awareness amongst the other students.
- Organizing a series of events to commemorate special days
- Field trips to selected heritage sites for practical first-hand experience
- Distribution badges for all members.

Each year schools from 10-12 cities of India are chosen where INTACH has an active Chapter. The chapter Convener contacts around 20-30 schools to send teachers to participate in the 3-day training workshop. Teachers from the schools are trained on how to set up a Heritage Club for children of middle school and how to engage children in heritage awareness activities throughout the year. Each child member of the school Heritage Club receives a Heritage Club Young INTACH badge and a Heritage Club Passport. The Heritage club project has two parts:

- Providing resource material to all clubs: The outreach cover students throughout the country including existing 2000 heritage clubs.

**Hands on activities: Heritage Walks, Competitions, Talks and Museum Visits** have been conducted by HECS. Heritage Walks at Lodi Gardens, Humayun's tomb, Mehrauli in Delhi are regularly organised. Walks are also conducted at the National Museum. HECS has also linked up with the INTACH Delhi chapter for local campaigning for the title of World Heritage City. Workshops conducted for children include paper conservation workshops, creative writing, painting, collage making, and on other themes

- To prepare resource material, handbooks for schools for inculcating culture and value education.

After the successful setting up of Heritage clubs, the teachers are encouraged to conduct heritage activities with the help of the club members, which includes heritage walks, clean up drives, organizing exhibitions, visiting museums, craft centres, zoo's, celebrating important days, organizing competitions etc. reports on these activities are sent to HECS on a monthly basis and annually too. All the monthly reports are updated on Young INTACH website and schools are also awarded with trophies based on their performance every year. This is a continuous process to update and communicate with the school clubs and also to encourage them in continuing to do so.

### Supporting Publications and Resources for Schools

To aid teachers, HECS has produced several publications with interesting information and ready-to-do heritage and creative activities including:

- **Hands on Heritage:** A Teacher's Manual was designed and published by HECS to provide ideas for over 100 projects and creative heritage programs for schools not only in English and Hindi but also in 8 languages (Tamil, Telugu, Malayalam, Urdu, Bengali, Marathi and Gujarati) to increase the outreach.
- **Adopt a Monument:** A handbook for teachers, students, and enthusiasts explains various simple ways and means that one can do to protect a monument.
- **Adopt a Tree:** A handbook for teachers, students, and enthusiasts to protect trees.
- **Adopt a Craft:** A handbook to guide and maintain our diverse craft traditions.
- **Heritage and Harmony (DVD)**
- **Kidspeak Peace Diary:** an everlasting diary consisting of student drawings and writings on peace and non-violence.
- **Hands for Heritage:** A Heritage Volunteer kit: a kit for volunteers to introduce them to all the facets of INTACH and training in heritage skills.
- **Anniversary Issue:** It is a compilation



Young INTACH Newsletter

of Young INTACH from year 2004-2014 and consists of the best articles, activities and maps on each aspect of Heritage (Natural, Built, Material, and Living).

- **Capital Story** – an attractive palm size guide to the building of New Delhi
- Lodhi Gardens Heritage map
- Local heritage maps for several cities across India

### Young INTACH Newsletter

HECS brings out a quarterly newsletter for the Heritage Club members called Young INTACH. The theme-based newsletter carries articles, drawings and poems by children for children on various heritage issues. The articles are invited from students all over the country in which they send their personal experiences, sketches, paintings and photographs. The HECS editorial team goes through a careful selection process and the design team works out the design element for each issue emphasizing on the student's contribution. The students also get certificates and books as prize for sending the best entries. At present, this newsletter is distributed to Heritage Club members in the country which has a readership of more than one lakh and counting.

### Media programme, training and awareness activities

**Radio:** Since Radio has remained the most popular and powerful media tool for dissemination of information, HECS designed a heritage radio programme for children by children where the All India Radio (AIR) provided technical support to the programme. HECS conducted a workshop with AIR personnel to decide on heritage themes suitable for the radio. This radio programme on heritage related subjects was designed and broadcast by groups of school children from 17 schools and was aired every Sunday by All India Radio.

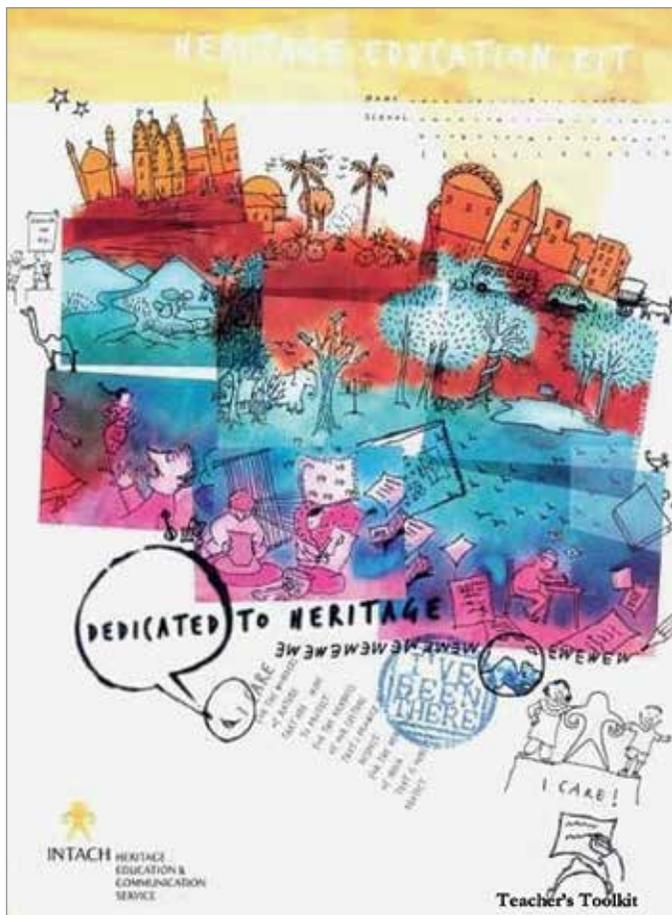
**Films:** HECS has trained students to make films in 8 cities Delhi, Kolkata, Chennai, Mumbai, Hyderabad, Goa and Chandigarh with the support of the Helen Hamlyn Trust. Filmit India funded by the Helen Hamlyn Trust was an exciting multi-cultural project that aimed at nurturing cultural understanding, care, concern and excitement amongst school children through a variety of practical experiences. 2000 films have been made by students and the films encourage them to observe lesser known facets of heritage. These films are shared with schools in UK and also showcased in film festivals including International Children's film festival, international forums, the Kolkata film festival and Doordarshan.

**National Programmes:** Some of HECS's national programmes bring all chapters under a pan India programme. The national programmes initiated in last few years have included programmes under specific themes often to commemorate important personalities or events which raise social consciousness about heritage. Some of these events that have been successfully implemented include:

- **My City My History (2009-11)**

A collaborative pan-India programme with FOX History and Entertainment, involving school children to explore India's rich historical and cultural heritage

- **Tagore at 150 (2011-12)**



with 90,000 heritage clubs members and outreach programme has reached around 1500 lakh students.

### Collages

College youth have the opportunity to participate in Volunteer Training Programme. Youth Forums are also held and newsletters distributed to college students. In Delhi, HECS has 8 colleges (Jesus and Mary College, Sri Venkateshwara, Lady Shri Ram College, Gargi, Kamala Nehru College, Miranda House, St. Stephen's and Hindu College of Delhi University) actively participating in the training programmes. The students are encouraged to write to HECS about their concern and interests.

### Intach Chapters

One of the main activities undertaken by HECS for INTACH Chapters is training of the INTACH Convenors. The Chapter convenors are trained for outreach programmes with schools and colleges as well as running of heritage clubs. It also supports them in matters related to community awareness and national level programmes. The following programmes are conducted for convenors and chapter members:

- National Heritage Awareness Programmes with chapters
- Children's Heritage Educational Programmes
- Rural Heritage Skill Development Workshops
- Citizenship Training And Community Based Programme

### General Target Group

For general public, HECS has brought out handbooks and publications such as 'Adopt a Monument'. There are also INTACH City Guides and the Young INTACH website is for all heritage enthusiasts and not limited to schools and colleges.

### Website support

The YOUNG INTACH Explorer website [www.youngintach.org](http://www.youngintach.org) offers online information, newsletters, activities, lesson plans and is updated regularly with fun and interesting anecdotes, lesser known facts, rare art forms, crafts, indigenous tribes, customs, festivals etc. To use worksheets and quizzes, those interested can also register on the website and the educational tools can be downloaded.

### Community Reach Out

The Community reachout programmes has included community drive at Heritage sites in association with INTACH's ongoing conservation effort, capacity building programmes for women and children from lower income groups near the site.

### Key Stakeholders and Role

HECS together with INTACH Chapters, community, volunteers all play an important role in the implementation of HECS programme. HECS coordinates with the Chapters and the chapters conduct the activities, look after the logistics and regularly report to the HECS. The community based activities are also coordinated by the Chapters especially for craft initiatives or community drives. HECS directly provides the resource



'Hands on Heritage' in regional languages

To commemorate the 150th birth anniversary of Rabindranath Tagore, INTACH HECS with its network of heritage clubs undertook an initiative, 'The Power of the Pen'.

- **Harit Sankalp – Care for Nature (2012-13)**

The project focused on promoting an understanding of natural heritage and learning to care for it among school children.

- **My Living Icon (2013-14)**

This pan-India essay/paint competition focused on acknowledging any one individual from the student's city or state who has contributed considerably to the field of art, culture and heritage of their city.

- **National Heritage Quiz is proposed to be launched 2014 onwards.**

To date, HECS has covered 81 cities/towns in which 2500 Heritage Clubs have been set up, 4600 teachers have been trained

materials and communicates with the schools especially during the setting up of the Heritage Club. The INTACH head office is responsible for funding of activities and also spear head new initiatives with the help of the Chapters. The Chapters can also raise funds on their own through local sponsors and local authorities. Various technical divisions of INTACH also provide necessary assistance as and when required. Funding for specific activities is also received from the Government and international agencies.

## Results and Impacts

Various activities and programmes conducted by HECS have had varied impact on people and society at large such as:

- Unity amidst diversity-linking of different cities and schools and exposing them to heritage of different parts of the country
- Bringing students together on a common platform through learning trips and sharing platforms
- Newsletter as a source of national integration through various aspects of learning such as bringing up local art and heritage
- Supporting chapters in remote parts of the country as well as rural outreach through books in local languages
- Sharing of success stories on the website and other such sources
- Encouraging heritage clubs college volunteers with incentives and support like badges, passports, trophies, certificates etc.

The initial activities have gradually diversified to include heritage walks, cycle rally, heritage club rally etc and are still evolving by the day. Some of the activities of HECS that have received commendable response from the public and government is the 'Kids for Tiger' campaign in 2001-2002. It was noticed by the Forest departments as well as the Prime Minister of India and his office. There have also been programmes such as My City, My History (2009-11), Tagore at 150 (2011-12) and Harit Sankalp (2012-13) which have covered more than 80 chapters. Volunteer and craft skills workshops are held every year across the country. CBSE and NCERT has have also associated with HECS which has helped them spread and get resources from HECS for their Art Education programme.

Also the local impact of various programmes and activities vary from city to city and chapter to chapter. For example 'Adopt a Monument' campaign got a tremendous response in Delhi. Some heritage awareness programmes in North-East such as the teacher's training workshop in Dibrugarh in Assam also received good response from local governance. Activities in other cities such as holding 'Madras Day' in the month of August in Chennai has been quite popular. HECS has also linked up with museums such as the National Museum in Delhi and Victoria memorial in Kolkata for heritage awareness programmes. The media has also played a tremendous role in highlighting various awareness programmes of HECS which has led to wider outreach.

## Enabling Environment and Barriers

HECS has been able to expand and enlarge the scope of its activities with the strong support of following:

- The INTACH Headquarters strong support to HECS and the active role played by the Chapters has enabled and encouraged the expansion of HECS activities throughout the country.
- Government especially Ministry of Culture and local bodies support has been instrumental in getting funds for its various activities.
- Chapter support for conducting activities in the far reaches of the country.
- CBSE notification for the formation of Heritage Clubs in 2011
- Support by ASI, educational bodies, district bodies, NCERT etc
- Link ups with museums partner organizations etc
- Local administration support
- Enhancing, encouraging and appreciation of work done by authorities and national as well as international funding agencies.

## Key Challenges and Lessons Learnt

One of the main challenges faced by HEC is to spread its activities in far off places in India where there are no Chapters at present. However in such places there is a need to work with the local bodies and help them with resources and training. There is also a need to enhance Chapter's training in order to train the Convenors belonging to different professional background. Resources are needed for training local government bodies and officials. The involvement of the local bodies/government can help a wider impact in awareness generation. There is also a need to expand the network to rural areas and also have regional coordinators.

## Continuity and Replicability

The strong networking between Chapters and with the institutions has ensured continuity of various heritage awareness initiatives. Keeping the members well informed and regularly providing them with the latest resources in the form of publications or invitations for national level events have helped in sustaining the engagements with all stakeholders.

## Conclusion

Various programmes, activities and educational resources created by HECS have contributed towards creating awareness involving all sections of the society including students, teachers, community, public, agencies and various professionals. Myriad of activities are being implemented with minimal resources, which has the potential to replicate across any place in India.

## Contact

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# AWARENESS PROGRAMME OF JAIPUR VIRASAT FOUNDATION

## SNAPSHOT

### Background of Area

The Jaipur-based Jaipur Virasat Foundation (JVF) – a charitable trust since 2002- emerged as a citizens' forum following several levels of group and community discussions, during 2001-2002. Jaipur is located in the westerly State of Rajasthan, known for its low rainfall; the Thar Desert covers a major part of the State. The regional history, culture, food habits, and way of life of this area is tempered by its climate and geography, and its long history has seen long-distance trade, battles, adaptations to the local terrain, spectacular architecture, a remarkable musical and sculptural as well as painting tradition, and immense pride in its traditions – which have been severely undermined during the 20th century by the global stress on 'modernization' and at tendency to portray 'development as a challenge to fossilized old ways'.

### Project Description

Against this backdrop, the formation of Jaipur Virasat Foundation was brought about by getting together of individuals committed to building community awareness and participation for the conservation of tangible and intangible heritage. Since JVF's formation as a registered Foundation, it has had collaborative links with the Government of Rajasthan and other organizations to conserve and revitalize the city. JVF's international patron is HRH Prince Charles, Prince of Wales, UK. JVF's festivals are endorsed by UNESCO as "peoples' platforms for creativity and sustainable development". The Jaipur Virasat Foundation's mission to preserve Rajasthan's cultural heritage is not limited to supporting and providing platforms for local artists, crafts-persons and musicians. It also recognizes the integral and simultaneous role of built heritage in the vigor of Rajasthan's local culture and art. Through partnerships with the Government of Rajasthan and non-profit partners such as Dronah, JVF provides support and assistance to projects promoting indigenous building methods and materials. JVF also works to preserve Jaipur's (and Rajasthan's) architectural wealth through the commission of plans for heritage preservation projects as well as working with local authorities to integrate plans for Heritage preservation with city development plans. JVF's Rural Arts work has been showcased in part at local, national and international performances by artistes, including at the Jodhpur RIFF (partnered by the Mehrangarh Museum Trust [MMT]).

JVF has evolved the following working model:

- Identify traditional practices, skills and arts that are already part of people's lives in the region
- Re-visiting some of this in the context of the contemporary as-

pirations of the people, and the contemporary demands from crafts-persons, artisans, artistes and built heritage users

- Seeking to understand the aspirations of the communities JVF works with, so as to work 'with', rather than 'for', them
- Demonstrating through creative workshops and collaborations, new and creative ways of looking at traditions so they can be repositioned to earn their practitioners a better livelihood.
- Drawing on a global perspective to bring models of best practice management to its activities using contemporary marketing and publicity strategies, including the mechanism of large scale festivals, to maximize outcomes.

### Project Implementation

JVF has a Board of Trustees and is subject to the usual rules and laws and compliance regarding registration of trusts and societies, audited accounts, income tax, and so forth.

JVF activities include:

**Rural Arts for Development:** As a year-round activity to seed creative processes among rural practitioners, and to give better access worldwide to Rajasthan's traditional music (often called the state's richest cultural asset). The Programme runs capacity-building workshops, supports local village festivals, and generates new, contemporary opportunities for performance. JVF continues to research and work with artistic communities across Rajasthan (with a stress on rural areas), to provide livelihood opportunities to artists.

In order to facilitate this, JVF-

- Undertakes **listing of artists and their skill** in rural areas by conducting talent-scouting and research trips.
- **Supports local secular village festivals** by providing volunteers, expertise and nominal financial assistance.
- **Showcases Artists and Art forms** in order to raise the profile and perceived value of their art forms.
- **Arranges musician get-togethers for musicians themselves in clusters of villages** in response to community demands
- JVF facilitates performances at festivals throughout Rajasthan, at the Jaipur Heritage International Festival, and at the annual RIFF (Rajasthan International Folk Festival) in Jodhpur to expose the artists to the new markets available for their work.
- JVF also **plays an enabling role** for arranging performances at national and international platforms
- JVF arranges **capacity-building workshops**,
- It also facilitates collaborations with **international artists** and

recording opportunities.

- Wherever possible, JVF seeks to find and connect artists with sources of sustainable income.

JVF's Artist Support Scheme, started in 2007, provides financial support to artists who were once legends in their field and the source of inspiration to younger generations, but are now unable to perform due to illness or old age. This provides the artists economic independence and allows her or him to live with pride and dignity.

**Jaipur Heritage Studio for Development:** JVF has developed an extensive citizen network to promote conservation of the historic walled city of Jaipur, to engage local residents, and to set in motion processes that contribute to improved management of the historic environment. In March 2006 a small street in Jaipur was restored by JVF. In February 2007 JVF, through its partner agency Dronah, completed a Heritage Plan of international standards for the city of Jaipur, commissioned by the Rajasthan State Government. JVF designed a Heritage Walk for Jaipur's Walled City as a model for the Rajasthan State Tourism Department to regenerate and promote the historic fabric of the city.

**JVF Creative Workshops:** JVF workshops have been developed with craftspeople, musicians, theatre and performing arts practitioners, and children, in the context of JVF festivals-for-development strategy – to build capacity, introduce and promote a change of mind set among traditional practitioners and the general public, encourage creativity to enliven traditional skills etc.

**Creative Education for Children:** In consultation with the local educational institutions, JVF introduced 'culture for development' to school-going children through workshops with traditional artists and crafts people including traditional kite-making, music performances. JVF has also prepared and published a resource book, *Discovering Jaipur*, touching on aspects of the city's heritage and environment, targeted for age 10-14 and for teachers teaching this age group. These programmes have become an integral part of many schools' own activities. A manual containing information, exciting ideas and activities to explore Jaipur was brought out. It contains a range of methods to involve students in discovering their own heritage, and is based on a series of actual workshops carried out with Jaipur schools.

**Heritage Walks:** JVF conducts Heritage Walks through certain parts of the historical walled city of Jaipur, and has offered its maps and kit free-of-cost to other city-based organisations. JVF has won the trust and cooperation of local residents and helped them create a Resident Welfare Association to work with local authorities in the management and preservation of their historic city

**Jaipur Heritage Week:** Until recently, JVF also held an annual Jaipur Heritage Week that provided a common platform to all the artists, craftsmen, residents of the walled city, municipal officers, NGOs and other institutions to come together to experience the richness of the tradition and culture. This will be revived from 2015 onwards.

**Sanjhi Virasat & Jaipur Virasat Apni Virasat:** Literally,

Jaipur's Heritage is Our Heritage", encouraged through a network of Jaipur citizens interested in the city's culture and character, and, showcased through programmes like 'Sanjhi Virasat' performances, in which traditional and innovative local performers and organisations are encouraged and supported.

## Key Stakeholders

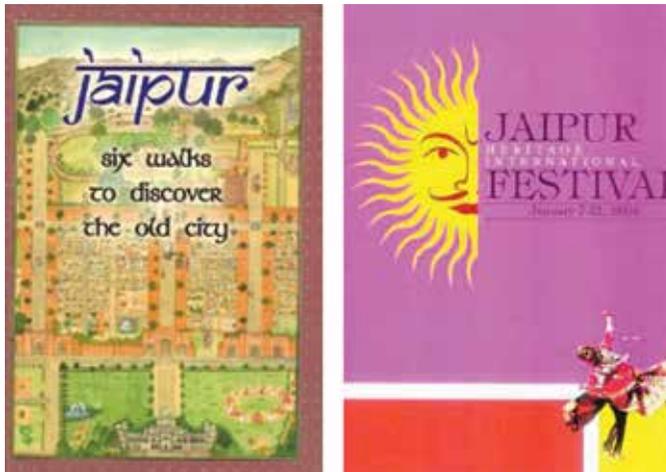
JVF has maintained collaboration with the local urban bodies, State Government departments, and various local authorities and community organizations. JVF has had citizen committees to advise, guide, lobby with government, represent JVF values, meet the media, care for guests/ visitors, share presentations and inform process and programming decisions. JVF makes public citizen presentations, and holds open days. It supports local community celebrations and rural festivals, and gives a contemporary platform to local traditional performing arts. Through the programming of its main city festival, JVF strategically reached out to all levels of the urban society – by holding concerts in economically weak housing areas (slums), working with community and with local cultural groups and creating targeted events for schools and educational institutions, visitors, locals and tourists. The Resident Welfare Associations work with local authorities in the management and preservation of their historic city. Another group of key stakeholders are: Rural Arts Projects Regional Advisors – A network of regional facilitators who have gained recognition in rural adult education and community development.

## Results and Impacts

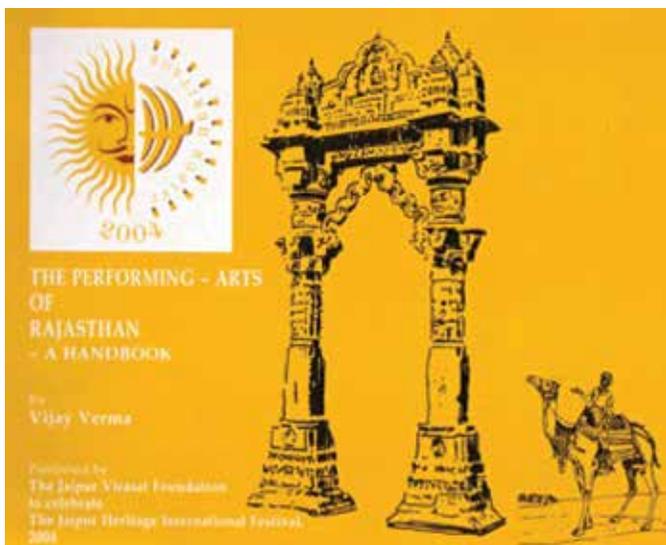
JVF established India's first annual city based festival in 2002 as a citizen's platform for sustainable development. The Jaipur Heritage International Festival (JHIF) became a landmark event of national and international significance, and its 'Literature Festival' component attracted a large audience. In January 2007 (JVF's fifth), JHIF and its Literature Festival generated more than 100 million rupees value of positive media coverage. Subsequently, in 2008, JVF opted to strengthen the Jaipur Literature Festival by giving its annual JHIF space. The Jaipur Literature Festival (administered by 'Team works', and organized in partnership with like-minded associates) has established its brand identity and is perceived as India's leading multi cultural and cross language festival of literature and creative dialogue. In October 2007 JVF launched Jodhpur (Rajasthan International Folk Festival) with the Mehrangarh Museum Trust (MMT) Jodhpur and HH the Maharaja of Jodhpur at Mehrangarh Fort Jodhpur, as India's first annual folk music festival to promote and reposition the region's rural performing arts in the context of global performers, collaborative innovations and folk music tourism.

In the Rural Arts Program JVF has encouraged and fostered Regional Festivals, like the Deeg Festival, Shekhawati Festival, etc.; as well as a series of community gatherings like the Manganiyar get-together in Hamira, Jaisalmer, and Kathodi's meet at Panarwa, Udaipur.

Under its built heritage related efforts, JVF has partnered projects on walled city blocks' revitalization, conservation



Publications by JVF and Jaipur Heritage Festival logo



Publication on Performing Arts by JVF



programmes for city gates, walls and structures, community awareness, poster presentations, and held specialist trainings, public seminars, workshops etc.

The above initiatives listed above, have had a significant impact on the performers, writers, musicians, and their families and community members. It created an atmosphere culture and heritage was valued. This, both, validated the efforts of the performers and practitioners of the various art forms and the audiences they drew and continue to draw. The conservation and awareness work on the city streetscapes has enabled community bonding and led to partial regeneration of some parts. The creation of more livelihood opportunities has been seen not just in the areas of arts, crafts, ancillary or support services and tourism during specific city festival periods, but also for construction-workers trained in traditional materials and styles.

### Enabling Environment and Barriers

Jaipur Virasat Foundation has facilitated

- the formation of school heritage awareness groups;
- forums for musicians to interact – including at the Jodhpur RIFF, the Momasar and Deeg festivals and local festivals;
- ‘Heritage Walks’ like JVF’s, which are adapted and run by other agencies
- A Jaipur Citizen Forum – composed of citizens working towards promoting the city and its cultural heritage
- Greater awareness about the built and intangible heritage at the city, town-planning, tourism, municipal, and governmental policies level.
- There has been collaborative work on the built heritage with local authorities and institutions, and with local stakeholders and users

The major barriers continue to be attitudes towards culture, heritage, and tradition, and a hankering for ‘modernization’ and ‘development’.

### Key Challenges and Lessons learnt:

**Sustainability in Projects:** For example, JVF worked at the ground level with the residents of Chowkdi Modikhana, and it was decided to form a local Residents Welfare Association (RWA). JVF facilitated the registering of the RWA but it did not last long. Working with the community has to be sustained; persistence and understanding go hand-in-hand; finances are crucial but not the only reason for success or failure; and organizations must be prepared to learn, modify and adapt work-methods and strategies.

Finances remain a constraint and Partnerships need to take that factor into account: For example, JVF has cordial relations with the State government, and while there have been collaborative projects, JVF cannot depend on financial support from the State Government and needs to generate its own resources. Furthermore, while big companies and individuals are willing to financially support programmes or NGOs who work on the sectors of health, education, womens’ rights and development, the sector of conservation, culture, heritage issues and promotion

of tangible and intangible heritage is not the focus area for many. Funding for this is difficult to generate and sustain. Persistence, having a good plan, having committed workers and benefactors are also some challenges. Organizations need to be prepared to put a favourite project temporarily on a back-burner if finances are strained, but not abandon them.

JVF's efforts towards the conservation and transmission and continuity need constant reinforcement and constant review and analysis of working with the communities. Stock-taking, internal review and analysis helps with new approaches to each issue.

### **Continuity and Replicability**

Various programmes started by JVF have developed a life of their own and are being sustained through community participation and school activities. Various festivals and performing platforms started by, or facilitated through JVF - including the Jaipur Literature Festival, Jodhpur RIFF etc are also self-sustaining. Performers, artisans, artists, craftsperson, skilled masons who received support from JVF continue using their own skills

at many other forum and employment avenues.

### **Conclusion**

JVF's objectives synergize with UNESCO charters for the conservation of tangible and intangible heritage, preservation of cultural diversity, and furtherance of cultural and creative industries to alleviate poverty.

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