

**Strengthening Heritage Management in City Governments**

Madhya Pradesh Urban Infrastructure Investment Programme (MPUIIP)

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## **Executive Summary**

Madhya Pradesh (MP) is a rapidly urbanising state with vast resources of built, natural and living heritage within its cities. The Central and the State Governments have undertaken efforts to conserve its heritage through various initiatives. Key actors in heritage conservation are Archaeological Survey of India (ASI) and Directorate of Archaeology, Archives and Museums, Government of Madhya Pradesh (GoMP). There are minimal efforts being undertaken at the local government level. Urban heritage is facing numerous pressures and local authorities including the urban local bodies (ULB) and competent authorities for Development Plan (DP) preparation are struggling to conserve this heritage. GoMP feels the need to strengthen the ULBs and enable them to undertake conservation of built, living and natural heritage in urban areas.

With this background, GoMP has proposed formation of a State Urban Heritage Cell and City Heritage Cells. Proposed composition, functions and budget for these cells have been discussed below.

### **Formation of State Urban Heritage Cell and City Heritage Cells**

No new acts or amendment to any existing act is required in order to incorporate the State urban Heritage Cell (SUHC). SUHC in MP may be formed as a part of restructuring of Urban Administration & Development Department. The cell would be housed in UADD and Officer on Special Duty (Heritage) would be the main functionary of the cell.

Formation of City Heritage Cell (CHC) in Madhya Pradesh could be done through an administrative order to be issued by UADD which would then be discussed and approved at the municipal council. Upon approval, a municipal order would be issued by the Mayor-in-Council (MIC) or President-in-Council (PIC) as applicable for municipal corporations and municipalities, respectively.

### **Operationalising State Urban Heritage Cell**

GoMP proposes to form a State Urban Heritage Cell (SUHC) within the Urban Administration and Development Department (UADD) of the state. An Urban Heritage Conservation Committee (UHCC) would be formed and the cell would be headed by Officer on Special Duty (OSD) Heritage (as proposed by UADD). The UHCC be headed by a Chairperson and would include members from ASI,

Directorate of Archaeology, Directorate of Town & Country Planning, MP Tourism, heads of ULBs, field experts and citizen representatives. OSD Heritage would be the ex-officio Member Secretary and the head of Technical Unit (TU).

The cell would be supported by a TU comprising of urban planner or designer, conservation architect, structural engineer, GIS/MIS database manager and administrative staff as required. Consulting staff could also be hired on a need basis.

Overall functions of the SUHC would be:

1. Formulate State Heritage Policy
2. Prepare guidelines for declaring/ listing a city as Heritage City in MP
3. Prepare framework for classification and grading of heritage (built, living and natural)
4. Assist 25 ULBs to setup 'City Heritage Cell' (CHC) in the first five years
5. Operate as technical advisory and approving authority for heritage conservation projects until CHC are operational
6. Provide training and capacity building of CHCs
7. Maintain a heritage database of the state
8. Prepare Model Heritage Bye-laws which may be adopted by ULBs
9. Collaborate with technical institutes to introduce special curriculums/ subjects/ courses for heritage
10. Collaborate with MP Tourism to undertake heritage promotion activities
11. Collaborate with Indian Railways and MP State Road Transport Corporation to facilitate formation of tourist/ heritage circuits, special transport facilities during fairs, festivals and pilgrimage.
12. Collaborate with competent authority responsible for preparation of statutory master plans to make suitable provisions for heritage conservation in statutory plans
13. Conduct information, education and communication (IEC) campaigns and marketing promotion
14. Assisting ULBs to propose urban heritage conservation project proposals

Annual budget of INR 5,94,14,975/- (Rupees Five Crores Ninety Four Lakh Fourteen Thousand Nine Hundred Seventy Five only) annually for undertaking functions.

As stated in the functions of SUHC, it would help the ULBs in establishing City Heritage Cells (CHC) in cities with heritage resources. The CHCs would work in tandem with the SUHC to achieve their respective objectives.

### **Formation of City Heritage Cell**

City Heritage Cells (CHC) would be formed in all cities with built, living or natural heritage resources. The CHC would comprise of a Heritage Conservation Committee (HCC) headed by a Chairperson and supported by ex-officio Advisor to Heritage Cell (to be appointed by the ULB). Other members in the HCC would include representatives from ASI (if relevant), Directorate of Archaeology, Directorate of Town & Country Planning, Development Authority (if applicable) and academia/ NGO/ eminent citizen.

The HCC would be supported by supported by a City Level Technical Cell. The Technical Cell would be headed by Head/ Advisor to Heritage Cell and would comprise of urban planner or designer, structural engineer, GIS/ MIS database manager and other administrative staff as required. Consulting staff could also be hired on a need basis.

City Heritage Cells would undertake the task outlined below:

1. Prepare listing of heritage in the city and grade listed heritage as per the state guidelines for grading. The cell would advocate notification of the list with the competent authority.
2. The cell would monitor development activities in the listed properties
3. Create a GIS base map of the city with listed heritage buildings and propose possible linkage to property tax.
4. Adapt Model Heritage Bye-laws prepared by SUHC and suggest heritage bye-laws to be included in the development control regulations (DCR)
5. Design formats for building permission application for modification, repairs, change of use, etc. of heritage buildings
6. Frame heritage guidelines
7. Develop a framework for providing incentives to heritage buildings
8. Prepare Heritage Management Plan
9. Collaborate with MP Tourism to promote heritage

10. Prepare and provide a list of heritage properties, and special heritage zones/ precincts to competent authority responsible for preparation of DP
11. Conduct information, education and communication (IEC) campaigns and marketing promotion
12. Prepare urban heritage conservation project proposals for special heritage zones/ precincts.
13. Participate in training and capacity building programmes as identified by the SUHC.

The CHC would be provided with a budget of INR 33,55,500/- (Rupees Thirty Three Lakh Fifty Five Thousand and Five Hundred) annually for undertaking functions.

Generic terms of reference for urban heritage conservation project of a precinct/ zone have been detailed out in Annexure 1. Scope of work for conservation architect and GIS/ MIS database manager of SUHC have also been outlined in Annexure 2 and Annexure 3 respectively.

## Abbreviations

AMC	Ahmedabad Municipal Corporation
ASI	Archaeological Survey of India
AUDA	Ahmedabad Urban Development Authority
BMC	Bhopal Municipal Corporation
CPTED	Crime Prevention Through Environmental Design
DFID	Department for International Development
DP	Development Plan
EPCO	Environment & Planning Corporation
GDCR	General Development Control Regulations
GIS	Geographical Information System
GoMP	Government of Madhya Pradesh
HCC	Heritage Conservation Committee
HDT	Heritage Development Trust
IEC	Information, Education and Communication
INR	Indian National Rupee
INTACH	Indian National Trust for Art & Cultural Heritage
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
MANIT	Maulana Azad National Institute of Technology
MPHS	Multi-purpose Household Survey
MIS	Management Information System
MPUIIP	Madhya Pradesh Urban Infrastructure Investment Fund
MPUSP	Madhya Pradesh Urban Services for the Poor
NGO	Non Governmental Organisation
NHAI	National Highway Authority of India
OSD	Officer on Special Duty
PPP	Public Private Partnership
RFP	Request for Proposal
SUHC	State Urban Heritage Cell
TOR	Terms of Reference
UADD	Urban Administration & Development Department
ULB	Urban Local Body
UMC	Urban Management Centre
UT	Union Territory
WBHC	West Bengal Heritage Commission



## **Disclaimer**

The scope of this document is to suggest formation of Madhya Pradesh State Urban Heritage Cell for conservation of built, living and natural heritage of the state.

Author's conclusions are based upon information drawn from research of the relevant region, data collected from organisations as listed in the document and author's sector knowledge.

No representation or warranty, express or implied, is given by the author or any of its respective partners, officers, employees, or agents to the accuracy or completeness of the information, data or opinions provided to the author by third parties. In the course of our assignment, the author was provided with both written and verbal information. Nothing has come to the author's attention to believe that the facts and the data provided by various sources are not true or not correct.

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## Preamble

Madhya Pradesh Urban Infrastructure Investment Programme (MPUIIP) wishes to undertake necessary reforms and implement a demonstration project for conservation of heritage in Madhya Pradesh. In this regard, MPUIIP has appointed Ms. Manvita Baradi as Heritage Expert to prepare this document whereby MPUIIP's allocated budget for heritage sector may be utilised for implementing a state urban heritage cell, create a database of heritage in the state and implement one heritage conservation and urban improvement project in Bhopal.

The various applicable laws have been studied to propose the State Urban Heritage Cell for Madhya Pradesh. Some of the applicable laws studied amongst others include:

- Indian Treasure Trove Act 1878 amended in 1949
- The Antiquities and Art Treasures Act 1972
- The Ancient Monuments & Archaeological Sites & Remains Act, 1958 amended in 2010
- The Ancient Monuments Preservation Act, 1904 (adopted by State Governments to enact their own laws)
- Laws of Local Bodies and Town Planning in various States
- National Conservation Strategy and Policy Statement on Environment and Development". June 1992

Drawing upon experience as Director of Urban Management Centre (UMC), Ahmedabad, Ms. Baradi with assistance from the UMC team conducted various field visits and meetings/ discussions with relevant stakeholders and subject experts including the following:

1. Mr. S. N. Misra, IAS, Secretary, Urban Administration & Development Department, Government of Madhya Pradesh (GoMP)
2. Mr. S. P. S. Parihar, IAS, Former Principal Secretary, Urban Administration & Development Department, GoMP
3. Mr. Sanjay Shukla, Commissioner, UADD, GoMP
4. MPUIIP team including Dr. Richard Slater, Director; Mr. C. U. Roy, Deputy Director; Mr. Digbijoy Bhowmik, Urban Planner, Mr. Prabhakar Vanam, Mr. Rajarshi Sahai, Urban Planner, Ms. Archana, GIS Specialist, Mr. Galar, and other team members of MPUIIP based in Bhopal.
5. Mr. U. K. Sadhav, Assistant Director, Urban Administration & Development Department, GoMP
6. Mr. H. M. Misra, OSD (Training & Capacity Building), UADD, GoMP

7. Mr. Vishesh Gadhpale, IAS, Municipal Commissioner, Bhopal Municipal Corporation (BMC)
8. Mr. Kishore Kanyal, Ex-Deputy Municipal Commissioner, BMC
9. Mr. A. K. Nanda, City Engineer, BMC
10. Mr. N. Taher, Superintending Archaeologist, Bhopal Circle, Archaeological Survey of India,
11. Mr. Pankaj Rag, Director, Directorate of Archaeology, Archives and Museums, GoMP
12. Mr. O. P. Misra, Directorate of Archaeology, Archives and Museums, GoMP
13. Mr. M. N. Buch, IAS (Retd.), Former Chief Secretary, GoMP
14. Mr. Rajesh Gupta, Marketing & Promotion, MP Tourism
15. Mr. Kulshreshta, Directorate of Town & Country Planning, GoMP
16. Dr. H. B. Maheshwar 'Jaisal', Convenor, INTACH Madhya Pradesh Chapter
17. Mr. Pukhraj Maru, Convener, INTACH Bhopal Chapter
18. Ms. Meera Dass, Former Convener, INTACH Bhopal Chapter
19. Dr. Alka Bharat, HOD, Department of Architecture, MANIT
20. Mr. Debashish Nayak, Director, Centre for Heritage Management, Ahmedabad University
21. Mr. Vatsal Patel, Town Planning Officer, Ahmedabad Municipal Corporation, Ahmedabad
22. Ms. Meghna Malhotra, Dy. Director, Urban Management Centre, Ahmedabad
23. Mr. Anurag Anthony, Regional Program Manager, Urban Management Centre, Ahmedabad

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## 1. Background



Madhya Pradesh boasts of rich built, cultural and natural heritage across its length and breadth. The historic city of Avanti from 6<sup>th</sup> century B.C.E. (now known as Ujjain) is one of the oldest continuously inhabited city in the world. Excellence in built, cultural and natural heritage Madhya Pradesh can be seen right from the temples of Khajuraho to Mughal architecture of Burhanpur, forests of Gandhi Sagar to tiger reserves of Bandhavgarh and tribal populations of arid Chambal to hills of Vindhya.

At the time of independence, princely states merged into the Union of India with a substantial share of them in Madhya Pradesh and Gujarat. Madhya Pradesh was reorganised as a State in 1956 by merger of the states of Madhya Pradesh, Madhya Bharat, Bhopal and Vindhya Pradesh<sup>1</sup>. The legacy of princely states has given a vast reserve of heritage buildings, precincts and even entire cities. In addition to the built heritage, Madhya Pradesh boasts of living and natural heritage in almost all corners of the state. The state although boasts of rich heritage, very little has been documented and even lesser conserved. A number of Central Government, State Government and local level agencies are working towards conserving the heritage, very little is being conserved on ground. Moreover, multiplicity of authorities and piecemeal efforts by each has not given the impact of an integrated plan to conserve the heritage.

There are 290 monuments protected by the Archaeological Survey of India (ASI) in Madhya Pradesh (Archaeological Survey of India, 2013). A district-wise list of number of protected monuments has been provided below. A detailed list is provided in Annexure 9.

**Table 1 District-wise list of monuments in MP protected by ASI**

Anuppur	4	Dindori	1	Panna	4
Ashok Nagar	18	Gwalior	7	Raisen	8
Balaghat	6	Harda	1	Rewa	5
Bhind	3	Hoshangabad	4	Sagar	16
Bhopal	1	Jabalpur	5	Satna	3
Burhan pur	15	Katni	12	Seoni	2
Chhatarpur	25	Khandwa	4	Shahdol	1
Chhindwara	1	Khargone	9	Shivpuri	11
Damoh	14	Mandla	4	Sidhi	1
Datia	2	Mandsaur	5	Sehore	2
Dewas	2	Morena	6	Ujjain	3
Dhar	66	Nimach	1	Vidisha	18

<sup>1</sup> Also included Sironj region of Kota District, Rajasthan.

The Directorate of Archaeology, Archives and Museums has listed 375 monuments as protected. A district-wise number of such monuments have been provided in the table below. A detailed list is provided in Annexure 10.

**Table 2 District-wise list of monuments in MP protected by Directorate of Archaeology, GoMP**

Alirajpur	1	Harda	4	Rajgarh	8
Ashoknagar	2	Hoshangabad	8	Ratlam	2
Badwani	2	Indore	6	Rewa	8
Balaghat	1	Jabalpur	9	Sagar	8
Betul	5	Jhabua	2	Satna	10
Bhind	20	Katni	4	Seoni	2
Bhopal	10	Khandwa	3	Shahdol	4
Buhanpur	9	Khargone	3	Shajapur	8
Chhatarpur	27	Mandla	8	Sheopur	5
Damoh	2	Mandsaur	12	Shivpuri	6
Datia	7	Morena	12	Sidhi	5
Dhar	23	Narsinghpur	7	Singroli	3
Guna	1	Neemuch	10	Tikamgarh	54
Gwalior	14	Panna	4	Ujjain	7



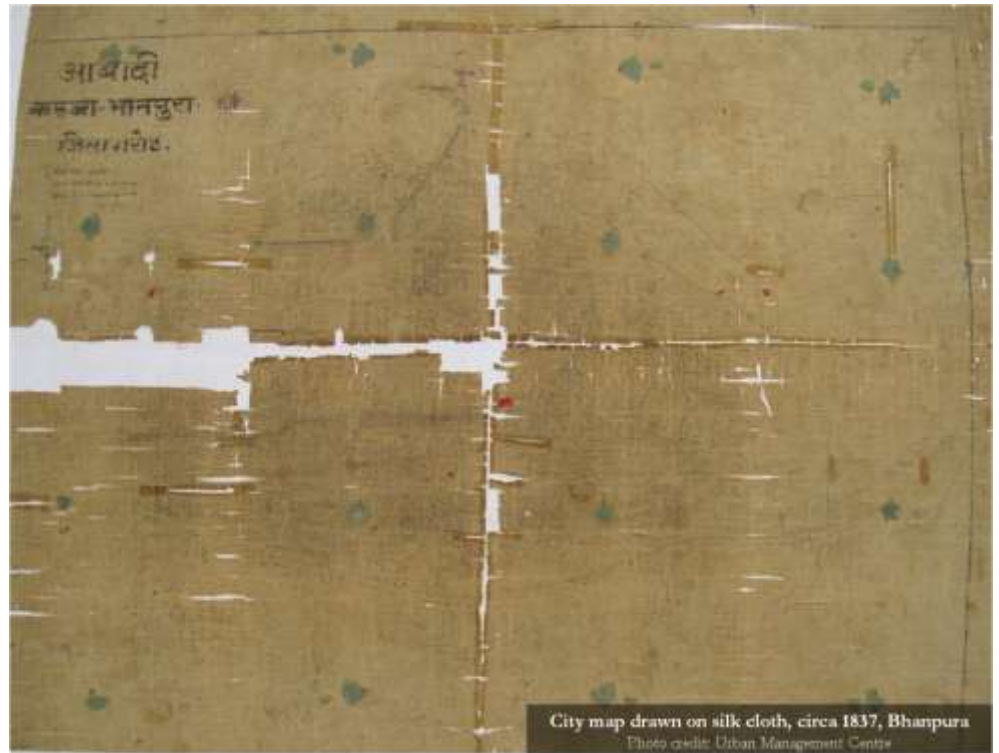
Rajputana style window, Bhanpura  
Photo credit: Urban Management Centre

There have been efforts to prepare list of heritage structures which are covered by neither by ASI nor by DSA, and get the urban local bodies to notify them. These efforts have been made by INTACH for cities of Bhopal, Chanderi, Maheswari, Gwalior and Ujjain. However in none of the cases, cities have notified them despite Bhopal having established a heritage cell. A detailed list of heritage buildings has been provided in Annexure 11.

These lists would be useful in laying the listing criteria and guidelines for grading the buildings. The un-notified lists prepared by INTACH for the mentioned cities could be mapped to identify heritage precincts and a more holistic approach may be adopted for conservation. For other cities, these listings set a precedent to prepare listing of respective ULBs.

In Ahmedabad District, 59 monuments have been protected by the ASI while another 5 have been protected by the Department of Archaeology, Gujarat. Ahmedabad Municipal Corporation conducted a survey in the walled city of Ahmedabad and identifying around 12,500 buildings which were notified as a 'Preliminary List of Heritage Buildings in The Walled City of Ahmedabad' (Ahmedabad Municipal Corporation, 2001). On the basis of this notification, permissions are granted by the Heritage Conservation Committee of Ahmedabad Municipal Corporation (AMC). The

list is under revision and is being notified in the Development Plan 2025 being prepared by Ahmedabad Urban Development Authority (AUDA).





## 2. Existing Institutional Framework for Heritage in Madhya Pradesh

A detailed assessment of various activities which are undertaken with direct or indirect bearing to heritage has been conducted. It reveals that as many as 4 Ministries of the Central Government, 6 departments of the State Government (and many more organisations under these 6 departments) and 2 authorities at local level are actively involved (refer Figure 1).

Functions undertaken by various authorities includes

- Listing & grading of heritage
- Regulation and policy planning
- Statutory planning
- Building conservation
- Conservation of urban and natural environments
- Promotion and marketing
- Support infrastructure and utilities

The above activities are undertaken by a complex matrix of organisations at all levels. At the Central Government level, the following Ministries are involved in heritage sector.

- Ministry of Urban Development
- Ministry of Culture
- Ministry of Environment and Forests
- Ministry of Tourism

The State Departments in Madhya Pradesh involved in heritage sector are as follows:

- Urban Administration & Development Department
- Department of Housing and Environment which includes
  - Directorate of Town & Country Planning
  - MP Vikas Pradhikaran Sangh
  - Disaster Management Institute
  - Pollution Control Board
  - Lake Conservation Authority
  - Environment Planning Coordination Organisation (EPCO)
- Department of Culture including the following





- Directorate of Archaeology, Archives & Museums
- Heritage Development Trust
- MP Tourism including MP State Tourism Development Corporation
- Department of Religious Trusts and Endowments
- Public Works Department

At the local level, the following organisations are involved in heritage sector

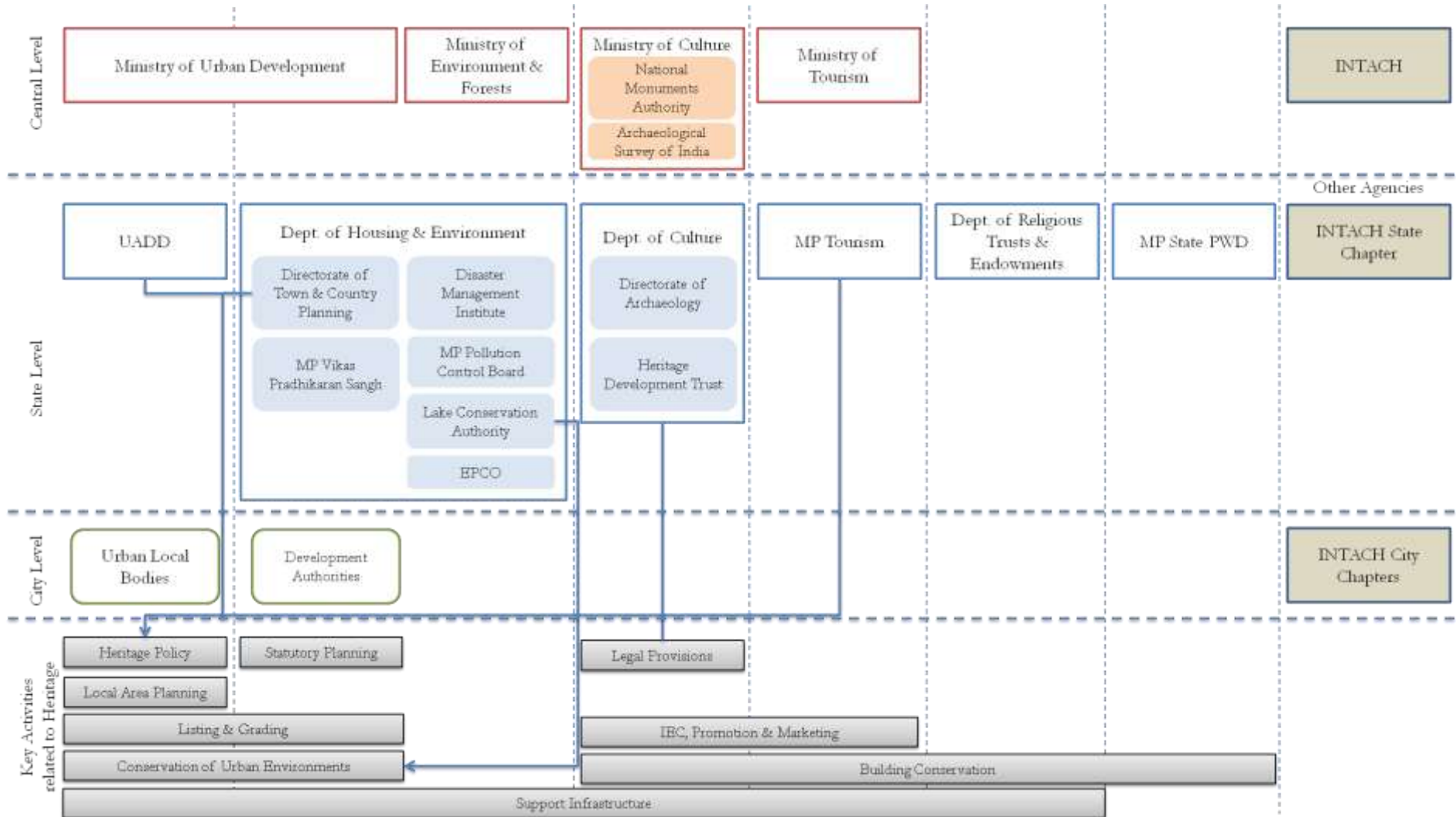
- Urban local bodies or city governments
- Development authorities

In addition to the above government organisations, Indian National Trust for Art and Cultural Heritage (INTACH) with its network of state and city chapters has been entrusted by the Government of India with a grant of INR 100 crore per year (The Hindu, 2013) for conservation and promotion of heritage at the national level.

While UADD is responsible for functioning of all ULBs in the state, the Directorate of Town & Country Planning prepares the statutory Development Plans (DP) of all cities in Madhya Pradesh. The UADD has proposed restructuring of the directorate to create a department for Urban Heritage and International Organisations Coordination. The roles and responsibilities of various departments would be known after completion of the restructuring process. Recruitment of new technical staff and training and capacity building has also been a major focus of UADD while undertaking its restructuring.

The above assessment has been presented diagrammatically in the following figure. The figure lists the key activities related to heritage at the bottom while Central, State and Local level organisations have been drawn in horizontal bands. Each activity is vertically aligned with organisations responsible for them.

Figure 1 Existing Institutional Mapping for Built Heritage



Source: Author

