



POLICY DRAFT FOR

UNPROTECTED BUILT HERITAGE OF

MADHYA PRADESH

CONCISE POLICY DOCUMENT

PART I



Year, 2022

Atal Bihari Vajpayee Institute of
Good Governance and Policy Analysis

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PART I

**Dedicated to all enthusiasts and
individuals who work relentlessly
towards protecting the rich cultural
heritage of the region**

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•Mrs Meera Dass, Conservation Architect and Art Historian, for shedding light on the appropriate approaches towards heritage conservation,

- Mrs Savita Raje, Professor, Department of Conservation, SPA Bhopal, for highlighting the objectives that a heritage policy should have and need of outreach programs.
- Mr. Ashish V. Tramadia, Director/CEO at Ahmedabad World Heritage City Trust, for suggesting processes of overall conservation practices and the approach towards the same.
- Ms Ritika Khanna, UNESCO Consultant at Ministry of Culture, Government of India, for suggesting ways of incorporating UNESCO guidelines for World Heritage into local heritage management.
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Thank you.

II. PREFACE

Man has evolved from being a nomadic to a settler. Surviving rock shelters, historic settlements, and sites are the evidence of the journey in which he has learned from Mother Nature. The understanding which he developed by interacting with his immediate environment and nature got reflected in form of culture. "Culture is that complex whole which includes knowledge, belief, art, morals, law, custom, and any other capability acquired by man as a member of society."¹ These can be observed in cultural forms reflecting the culture specific values such as lifestyle, belief system, rituals, artefacts, house forms, etc.

The cultural groups have evolved over the period of time by interacting with different cultural groups and have exchanged ideas and values. It has led to the constant advancement and transformation. The values associated are passed on from one generation to the next resulting into tradition. This dynamic nature of culture reflects attributes which shaped them. ***"Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritages are both irreplaceable sources of life and inspiration."***² The very physical evidences of the dynamic process of cultural continuity are the surviving historical sites and settlements which reflect the process by which they must have been conceived, originated, and transformed.

The rich and diverse built heritage of Madhya Pradesh varies from historical towns and cities to indigenous vernacular settlements to, industrial heritage as well. Heritage sites belonging to different dynasties reflect multi cultural aspects. The associated historical, socio-cultural, architectural, archaeological significance with these heritage sites reflect the attributes which have built them in specific manner exhibiting significant values.

Historical sites and settlements have originated, evolved and sustained over the layers of changing dynasties and time periods. These settlements had been conceived to address the need of the society or cultural groups considering physical as well as socio-cultural- economic needs. The process by which these settlements were designed, had multilayered tenets which shaped the generated built living environment in specific design. Source of water, favourable location considering safety and security, fertile land, location on trade routes, are some of such tenets which have played major role in deciding the location of historical towns and settlements.

Moreover, the settlement reflects the considerations and wisdom behind design of each and every element at settlement as well as house form level. These can be observed in form of selection of building materials and construction technique responding to the local climatic considerations,

¹ Edward B. Tylor

² <https://whc.unesco.org/en/about/>

self sustainability as having all needs addressed in close proximity at cluster level. The articulations and embellishments reflecting the cultural significance enhances the visual experience as well as provides the information about their dynastic context. These associated values and attributes can be observed in different heritage typologies which any historic settlement consists of. Those can be categorised based on their functional and usage values. Broadly they can be categorised as...

- monuments (Fort & fort walls, gates, palace, commemorative structures)
- religious institutions (temple, shrine, mosque, tomb, mausoleum, church, monasteries, stupa)
- community centric institutions (dharmshala, sarai, school, hospital, library, bank, other amenities)
- industrial sites (railway, military, town hall, bridge, mill, chawl)
- house forms (mansion, residence, commercial)
- water structures (well, step well, tank, lake), etc.

These identified heritage sites are owned by individuals, private sectors, government departments, trusts, Non government organizations, in current scenario, while many of them are abandoned and neglected. Many times, heritage properties are also having multiple & mixed ownership. Moreover, few of these sites are well preserved by concerned authorities, while unprotected ones are in ruinous condition. While, many of these rich heritage sites have been replaced with the new built forms which are context less and some of them are also being adopted for reuse.

In recent years industrialisation and process of globalisation has resulted into rapid growth and development and urbanisation, resulting into high demand of infrastructure. Protected and well maintained heritage sites are saved in this process, but those which are unprotected or unidentified are vulnerable to destruction. At the same time growth in tourism industry have opened up path to less explored heritage sites resulting into massive tourist flow. Moreover, there are no set of standard practices or guidelines that how an individual heritage site is to be approached to do interventions in a manner that it does not destroy the heritage values, at unit level as well as settlement level.

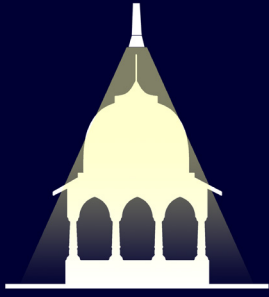
These changing global processes are increasing at alarming rate, and to protect the values associated with heritage sites in this changing scenario, there is an urgent need to address the issues related to identification, protection, safeguarding and management of heritage sites. Heritage policy is a tool to address all the issues associated with heritage sites and to guide for the protection and management of the same in changing times.

First and foremost there is an urgent need to identify all the heritage sites in the region which have testified time by witnessing changing dynasties and time periods and are still surviving. Secondly, there has to be a legislative framework indicating rules and regulations that how the development in the context of heritage sites should be guided so that it does not destroy heritage sites. In fact, heritage sites can be developed by conserving the associated significant values intact. Thus, dynamics associated with heritage sites are multi layered and there is an urgent need to understand each of them while drafting the heritage policy.

III. POLICY DRAFT FOR THE UNPROTECTED HERITAGE SITES

- PREAMBLE
- OBJECTIVES
- TITLE
- NEED OF THE POLICY
- SCOPE
- LIMITATION
- COMMENCEMENT
- TERM OF POLICY
- DEFINITIONS
- POLICY PRINCIPLES

1. Recognition



2. Protection



3. Preservation



4. Conservation



5. Participation



6. Development



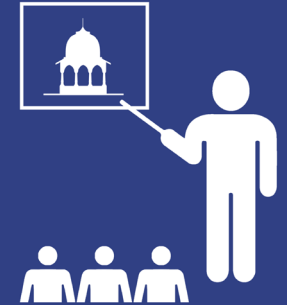
7. Management



8. Capacity Building



9. Awareness



10. Promotion



11. Legal Sanctions



12. Finance



13. Policy Implementation



14. Monitoring of Policy Implementation



15. Assessment of The Policy



PREAMBLE

A policy to lay the foundation for a comprehensive set of guidelines that will facilitate in setting initiatives for overall development and safekeeping of unprotected built heritage in Madhya Pradesh as well as developing a platform to bring together people sharing similar interest and collaboration among private, government and public players in the field of heritage conservation, drafting of laws and bye-laws for the same.

OBJECTIVES

- To recommend an overarching framework for policy level interventions and guidelines for conservation and adaptive reuse of built heritage in Madhya Pradesh.
- To identify and suggest amendments in the existing laws and rules governing the construction and maintenance of built urban heritage.
- To identify and recommend government and non-government funding arrangements, which can help promote conservation and adaptive reuse of these built urban heritage
- To lay foundation for the identification and protection of heritage sites.
- To enhance the life of heritage structures in the State
- To set guidelines for regulations and sensitive development of and around heritage.
- To enhance capacity building and skill development
- To raise public aware especially amongst youth and community.

TITLE

This policy shall be called as “Policy for the Unprotected Built Heritage of Madhya Pradesh.”

NEED OF THE POLICY

Madhya Pradesh is a state with an extensive and varied history and immense treasure of architectural, cultural and archaeological heritage. Many of these sites have been recognized by the government to be of national importance due to their historical, architectural and cultural significance. But, several historic and heritage sites can be traced all over Madhya Pradesh which are unprotected and do not enjoy the patronage of either the State or the Centre. They often go unnoticed by local governing bodies as well and hence have fallen into disarray. Such unidentified and unprotected built heritage sites across the state are vulnerable to the danger of disappearance due to recognition, negligence, lack of proper maintenance, and rapid urban growth.

There are many factors that are destroying the large repository of built heritage and if actions are not taken promptly then much of undiscovered heritage will be lost with little left for future generations to be inherited. As citizens of this country, it is our moral and ethical duty to preserve and protect our legacy. There is an urgent need to put together a comprehensive set of policy and regulations to promote their conservation or sustainable development.

A heritage policy will act as a tool in proposing better approach towards heritage recognition, protection, conservation and management by defining roles of stakeholders in identifying, protecting, conserving, developing, and managing heritage sites as well as the actions to be taken for skill enhancement.

SCOPE

The policy focuses on developing a set of guidelines for better identification, recognition, protection, conservation and management of unprotected built heritage of Madhya Pradesh to ensure integrated development by preserving rich heritage of the state.

The policy is applicable across the state of Madhya Pradesh.

LIMITATION

The state protected and centrally protected monuments and sites are to be excluded from this policy's purview. The policy does not include any other tangible or intangible cultural heritage or natural heritage except the built heritage of the State.

COMMENCEMENT

The policy shall come in force as and when gazette notification is declared by concerned ministry.

TERM OF THE POLICY

The policy would be applicable on all the concerned district administrative bodies across the State of Madhya Pradesh, from (date of implementation). The policy shall be reviewed and analyzed after a set period of time decided by designated authority and should be revised and improved based on the annual assessment.

DEFINITIONS

Fabric: “means all the physical material of the place including elements, fixtures, contents and objects”.¹

Setting: “means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character”.²

Monuments: “Architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science”³

Groups of buildings: “Groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science”⁴

Sites: Areas where works of nature and man, or works of man, have historical, aesthetic, ethnological or anthropological values

Protection: Protection means all measures taken to protect property against damage, destruction, theft, embezzlement or other loss.

Safeguarding: “It means measures aimed at ensuring the viability of the intangible cultural heritage, including the identification, documentation, research, preservation, protection, promotion, enhancement, transmission, particularly through formal and non-formal education, as well as the revitalization of the various aspects of such heritage.”⁵

Conservation: “means all the processes of looking after a place so as to retain its cultural significance”.⁶

Maintenance: “means the continuous protective care of a place, and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction”.⁷

Preservation: “means maintaining a place in its existing state and retarding deterioration”.⁸

Restoration: “means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material”.⁹

Reconstruction: “means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material”.¹⁰

Use: “means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place”.¹¹

Adaptation: “means changing a place to suit the existing use or a proposed use”.¹²

Compatible/Adaptive Use: “means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance”.¹³

Associations: “mean the connections that exist between people and a place”.¹⁴

Heritage: “Heritage is our legacy from the past, what we live with today, and what we pass on to future generations. Our cultural and natural heritage is both irreplaceable sources of life and inspiration.”¹⁵

Cultural Heritage: “The set of distinctive spiritual, material, intellectual and emotional features of society or a social group that encompasses not only art and literature, but lifestyles, ways of living together, value systems, traditions and beliefs.”¹⁶

Cultural Significance: “means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects”.¹⁷

Values: It is the associated worth or importance of places or ideologies due to its aesthetic, evidential, communal or historic importance to the people.

Integrity: It is the measure of wholeness and intactness of the heritage.

Stakeholders: A party that has interest or has ownership of any heritage structure. It could be a public or private entity. Stakeholders of a heritage site are the people that live in or around the site, as well as experts, institutions and society that have a influence on the conservation of the site.

¹Australia International Council on Monuments and Sites. "The BURRA Charter, the Australia ICOMOS Charter for Places of Cultural Significance". 2013

²ibid

³UNESCO World Heritage Centre. "Convention Concerning the Protection of the World Cultural and Natural Heritage." World Heritage Convention, www.whc.unesco.org/en/conventiontext. Accessed 22 Dec. 2021.

⁴UNESCO World Heritage Centre. "Convention Concerning the Protection of the World Cultural and Natural Heritage." World Heritage Convention, www.whc.unesco.org/en/conventiontext. Accessed 22 Dec. 2021.

⁵"Convention for the Safeguarding of Intangible Cultural Heritage", [Unesdoc.UNESCO.org](http://unesdoc.unesco.org), 2003, online, Internet, 24 Aug. 2021., Available: [https://unesdoc.UNESCO.org/ark:/48223/pf0000132540](https://unesdoc.unesco.org/ark:/48223/pf0000132540).

⁶Australia International Council on Monuments and Sites. "The BURRA Charter, the Australia ICOMOS Charter for Places of Cultural Significance". 2013

⁷ibid

⁸ibid

⁹ibid

¹⁰ibid

¹¹ibid

¹²ibid

¹³ibid

¹⁴ibid

¹⁵UNESCO World Heritage Centre. "World Heritage." UNESCO World Heritage Centre, www.whc.unesco.org/en/about. Accessed 18 Dec. 2021.

¹⁶UNESCO Institute for Statistics. THE 2009 UNESCO FRAMEWORK FOR CULTURAL STATISTICS (FCS). UNESCO Institute For Statistics, 2009, p. 9, http://uis.unesco.org/sites/default/files/documents/unesco-framework-for-cultural-statistics-2009-en_0.pdf.

¹⁷Australia International Council on Monuments and Sites. "The BURRA Charter, the Australia ICOMOS Charter for Places of Cultural Significance". 2013

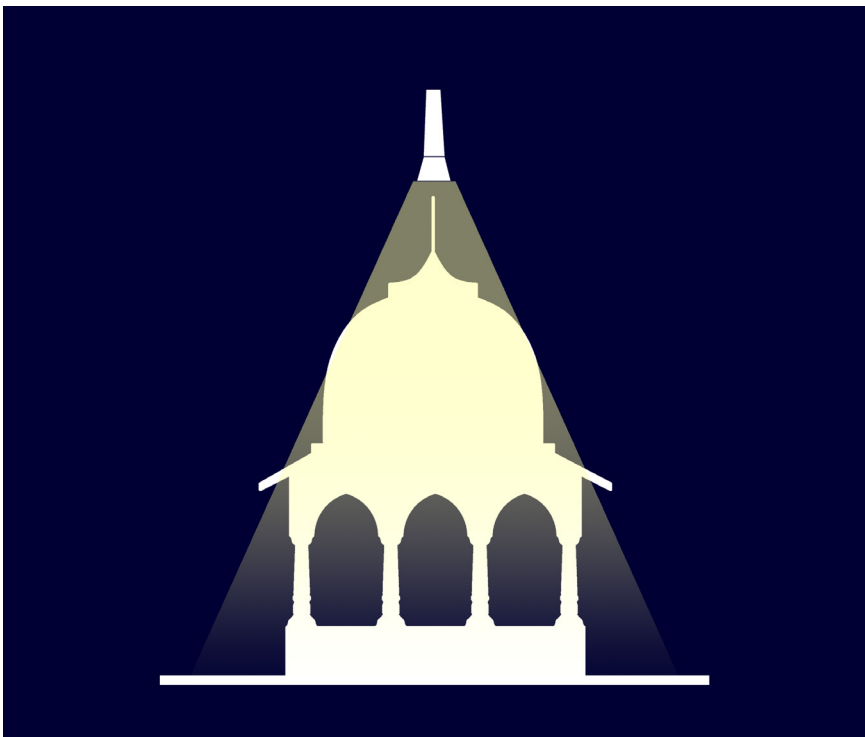
POLICY PRINCIPLES

1.

RECOGNITION OF UNPROTECTED BUILT HERITAGE SITES

“There are many unprotected heritage sites of regional, national and international significance, which demands an urgent need of “recognition” as rapid growth, urban development and associated activities pose a threat to them, making them vulnerable to disappearance. The sites are also at risk of destruction and insensitive modifications.”

- Identifying and Recording
- Creating department wise database
- Notifying the identified heritage sites
- Documenting identified heritage sites for further development



- | | | |
|-----|---|---|
| 1.1 | Heritage listing is a process to identify and record the significant sites by scientific and technical evaluation. Identification and listing of these unidentified sites should be done at district level. | ----- Identification |
| 1.2 | These listings should cover all types of monuments, precincts and sites of all kinds of built heritage. | ----- Recognizing
defined
typologies |
| 1.3 | A database of all identified and listed heritage sites in a region should be prepared, regularly updated and to be kept accessible to citizen. | ----- Accessible to
Citizen |
| 1.4 | Respective departments should ensure that heritage structures which come under their jurisdiction are registered in the database. | ----- Department vies
data entry |
| 1.5 | The identified unprotected built heritage sites must be notified by the concerned ministry. | ----- Notification |
| 1.6 | After notifying the identified unprotected heritage sites, two months period shall be given for raising objections if any. Afterwards, based on the validation of the same decision should be taken. | ----- Validation |
| 1.7 | The identified unprotected built heritage sites should be properly documented by preparing detailed architectural drawings, photo-documentation and condition assessment. This documentation process shall become base for evaluation for proposing further steps for better protection and management. | ----- Documentation |
| 1.8 | During identification, the sites having potentials to be developed for tourism opportunities are to be identified and justified. | ----- Developing
tourism
opportunities |

2.

PROTECTION OF UNPROTECTED BUILT HERITAGE SITES

“Protection of built heritage is the most vital step to ensure that the associated significant values of a culture are passed down to the next generation with integrity. The knowledge about past comes from the cultural practices and built evidences. There are a lot of laws and international charters that ensure and call for protection of heritage.”

- Protection against threats
- Actions required for vulnerable sites
- Introducing law for protection
- Adopting abandoned sites
- Protecting ancestral ownerships
- Guardianship for disputed properties



2.1	The notified unprotected heritage sites must be protected against all tangible and intangible issues which are threats to the values associated with the heritage site.	<i>Protection against threat</i>
2.2	Based on the condition and vulnerability of the notified sites, actions should be taken.	<i>Vulnerability based actions</i>
2.3	Proposals should be made for immediate, periodic or long-term protection strategies.	<i>Protection strategies</i>
2.4	A law to protect the recognized heritage site must be enforced and these sites must not be destroyed.	<i>Law for protection</i>
2.5	All concerned administrative bodies, developing authorities and private owners should be aware of the laws that protect heritage structures and they must be implemented.	<i>Implementation of the law</i>
2.6	For protection of abandoned structures, the competent authority must identify suitable stakeholder that can adopt the structure and assign adaptive use to the site.	<i>Adaptive reuse</i>
2.7	In the case of living heritage site, the ancestral ownership must be protected as inheritance adds on to the intangible heritage values of the site. On the contrary, if there are disputes in ownership, then the guardianship of the site can be given to the concerned department by preparing an agreement between owners and the department. The owner shall have the same estate, right, title and interest in this case.	<i>Provision of guardianship</i>
2.8	In case of an identified heritage site being a living monument, by declaring as notified heritage site, shall not affect the present usage unless the current usage is a threat to the authenticity and integrity of the associated heritage values.	<i>Protecting integrity</i>

3.

PRESERVATION OF UNPROTECTED BUILT HERITAGE SITES

“To keep the heritage asset intact in its original condition it is essential to preserve the same from further decay .”

- Assigning site managers
- Periodic monitoring
- Regulating development
- Maintaining sites by authentic means and measures
- Promoting sympathetic adaptive reuse
- Controlling demolition of heritage sites



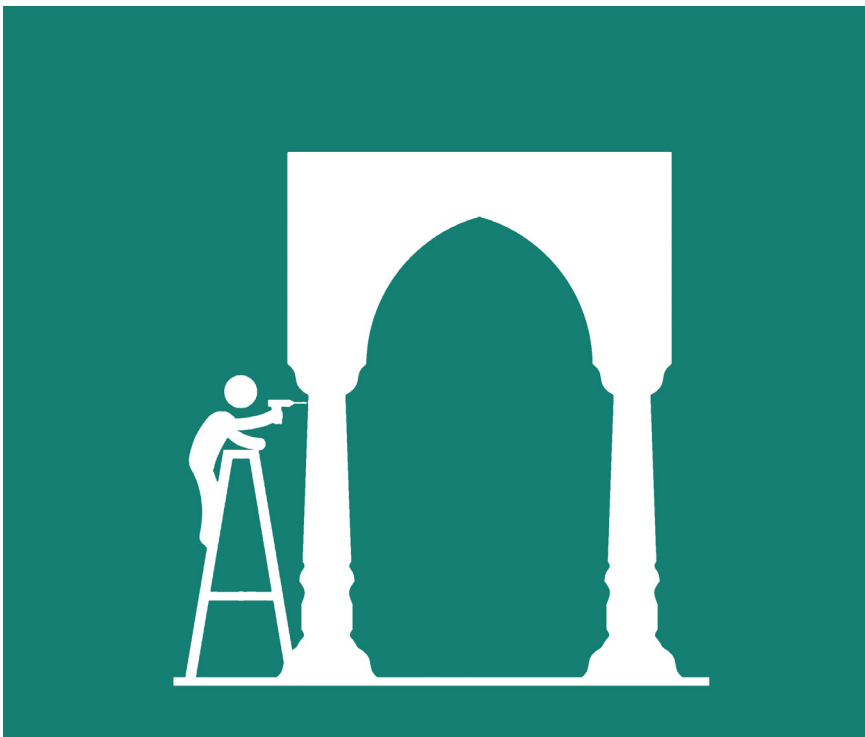
3.1	The state government should place a mechanism where a committee or individual is assigned with the task of protection of identified unprotected heritage sites. Site managers should be appointed that will take care of the sites and ensure that no harm is being done to them by man-made factors.	<i>Provision of site managers</i>
3.2	The designated authority must be permitted to enter the heritage site as and when required to monitor and inspect the site.	<i>Monitoring and inspection</i>
3.3	Neighborhoods of identified heritage sites must be preserved from haphazard urbanization as well as unregulated developments.	<i>Controlling haphazard developments</i>
3.4	Buffer zones should be demarcated around identified heritage sites.	<i>Creating buffer zones</i>
3.5	If the land on which the identified heritage site is located or adjoining properties which comes in the buffer zone, offered for sale by the owner, then the designated authority for protection of the heritage site has right to have a say if the proposed future usage is threat to the heritage site.	<i>Right to have a say</i>
3.6	A competent authority must approve on any redevelopment or restoration activities required in a heritage building by following authentic methodology.	<i>Authentic methodology</i>
3.7	Adaptive reuse of heritage sites should be sympathetic towards its original structure and values.	<i>Sympathetic reuse</i>
3.8	No heritage property should be demolished unless it poses a threat to life. Without proper assessment and justification this task should not be carried forward.	<i>Restricting demolition</i>
3.9	No person, including the owner or occupier of the heritage site, shall construct any building within the premise or carry on any mining, quarrying, excavating, blasting or any activities which may harm the authenticity and integrity of the built heritage site.	<i>Restricting insensitive activities</i>
3.10	Unsympathetic additions and alterations are to be removed and the cost of the same should be covered by the owner.	<i>Removal of unsympathetic changes</i>

4.

CONSERVATION OF UNPROTECTED BUILT HERITAGE SITES

“The conservation of built heritage constitutes all necessary actions or interventions within and around a site in order to prolong its life and existence, to prevent its damage and deterioration, to minimize the impact of external agents of decay on its setting and to hand over the rich cultural heritage in intact form to the future generation.”

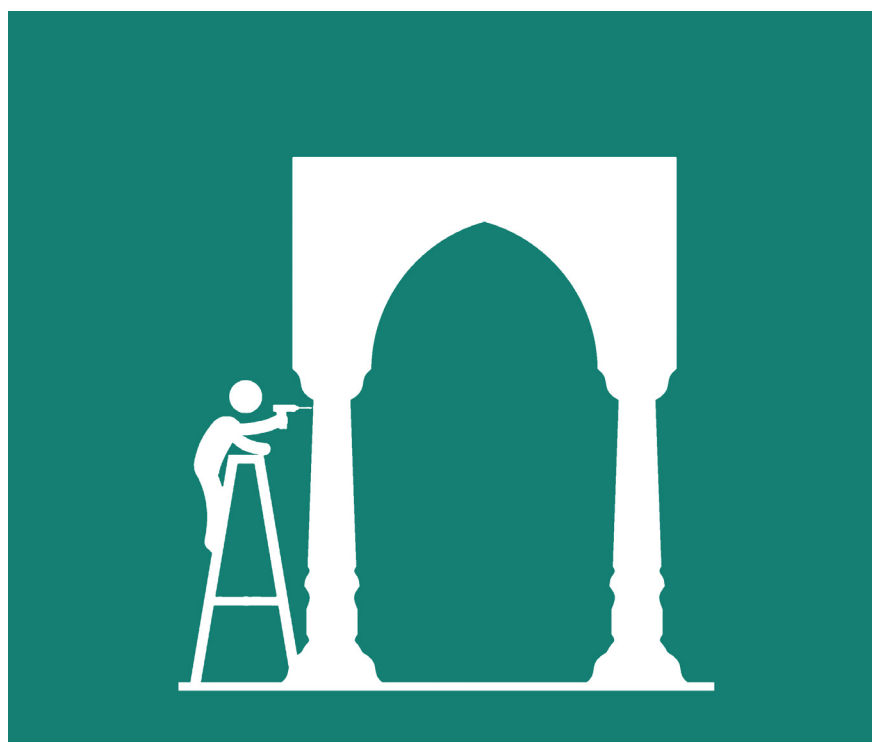
- Following charters for conservation
- Understanding need at unit, cluster, and settlement level
- Minimum intervention approach
- Keeping intact the authenticity and integrity
- Heritage integrated development
- Documenting conservation process



4.1	The notified heritage sites must be conserved and interventions to be carried out by referring national charter INTACH Charter for the Conservation of Unprotected Architectural Heritage and Sites in India (2004), International charter - Burra Charter, The Australia ICOMOS Charter for Places of Cultural Significance(2013), Nara Document on Authenticity(1994) while conserving the unprotected built heritage sites of the state.	----- Referring charters
4.2	As stated in BURRA Charter, Article 14, "conservation may, according to circumstance, include the processes of: retention or reintroduction of a use; retention of associations and meanings; maintenance, preservation, restoration, reconstruction, adaptation and interpretation; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that related places and related objects make to the cultural significance of a place." ¹	----- Need based approach
4.3	The manuals such as Conservation manual by Sir John Marshal (1923), Conservation of Historic Buildings by Sir Bernard Feilden(1982) also to be used as reference while intervening with the heritage sites.	----- Reference manuals
4.4	Assessments must be done to understand the demands of the site at its unit, cluster and settlement context.	----- Understanding need of the site
4.5	Conservation plans must be based on reliable documentary evidences and authentic archival data.	----- Evidences
4.6	Approach to conservation should be following the concept of minimum intervention by respecting the existing fabric.	----- Minimum intervention
4.7	The degree of intervention should be planned based on an initial assessment of the condition of the site.	----- Condition assessment

¹ Australia International Council on Monuments and Sites. "The BURRA Charter, the Australia ICOMOS Charter for Places of Cultural Significance". 2013

4.8	Proposed interventions while conserving the built heritage site must be authentic towards building materials, tools, techniques adopted and associated crafts.	-----	<i>Material authenticity</i>
4.9	Interventions to the heritage sites must be truthful and authenticity and integrity of the site must not to be compromised.	-----	<i>Authenticity and integrity</i>
4.10	The integrated development of heritage site must also address the need and demand at the neighborhood level.	-----	<i>Integrated development</i>
4.11	Isolated and dilapidated sites should be properly restored and should be reused by conserving authenticity and integrity of the heritage site.	-----	<i>Restoring and reusing</i>
4.12	Adaptive reuse of buildings should be done and a MoU must be signed that ensures that the owner of the heritage building holds the responsibility to maintain the integrity.	-----	<i>Responsibility to preserve</i>
4.13	Conservation procedure must be documented and all intervention and processes must be thoroughly described in the final report.	-----	<i>Archiving the process</i>



5.

STAKEHOLDERS' PARTICIPATION

“Conservation is a multi disciplinary task and thus requires multiple stakeholders and experts to be brought together. Participation and co-ordination among the decision makers, stakeholders and users of heritage properties is an essential factor in comprehensive conservation practices.”

- Devising a nodal agency
- Devising heritage department at State level
- Inter-agency co-ordination, co-operation, and collaboration
- Encouraging ethical practices
- Encouraging local community participation



5.1 Role of Government Departments

- | | | |
|---|---|---|
| A | Sub department of Madhya Pradesh Tourism Board there is a provision of DATCC- District Archaeological Tourism and Culture Council since 2017, which shall become Nodal Agency for enforcement of the heritage policy. | ----- <i>Provision of nodal agency</i> |
| B | DATCC should be aware of any heritage structure that comes under their jurisdiction. | |
| C | Under the Department of Tourism or under Directorate of Archaeology, Archives and Museums sub department of Heritage should be established, at State level. Further, district level offices and heritage cells at municipalities, municipal corporations and at regional level shall be established. This Sub Heritage Department will cater to the needs of unprotected heritage sites in their judiciary. | ----- <i>Heritage sub department</i> |

5.2 Role of Sub Heritage Department and Heritage Committee

- | | | |
|---|--|--|
| A | The sub heritage department should comprise of multi-disciplinary team of heritage experts, architects, conservation architects, engineers, historic structural engineers, planners, historians, site managers, epigraphists, archaeologists, and anthropologists, experts in the field of regional art, art historians, material conservators and representatives from local communities. | ----- <i>Team of experts</i> |
| B | This Sub Department will be in-charge of all development, intervention, protection, management and activities associated with unprotected heritage sites and work on a decentralized system. | ----- <i>Responsibilities</i> |
| C | Heritage Sub Department should ensure the application of conservation principles and methodology defined in section 4. | ----- <i>Ensuring Application</i> |
| D | Heritage Sub departments, district level offices and regional cells must be periodically strengthened by capacity building workshops to keep them technically and scientifically updated. | ----- <i>Periodic Updation</i> |

E The state level heritage committee should consist of below mentioned:

1. Hon'ble Chief Minister of Madhya Pradesh
2. Hon'ble Chief Secretary, Government of Madhya Pradesh
3. Hon'ble Minister of Department of Culture and Tourism
4. Hon'ble Minister of Department of Tribal Welfare
5. All Hon'ble Members of Parliament
6. Addl. Chief Secretary, Department of Home
7. Managing Director, MP Tourism Board
8. Principal Secretary, Department of Culture
9. Commissioner, Directorate of Archaeology, Archives and Museums
10. Principal Secretary, Department of Panchyati Raj and Rural Development
11. Principal Secretary, Department of Tribal Welfare
12. Principal Secretary, Department of Public Works
13. Principal Secretary, Department of Public Health Engineering
14. Principal Secretary, Department of Forests
15. Heads of Regional Cells
16. Convener, Indian National Trust for Art & Cultural Heritage, (INTACH) Madhya Pradesh
17. Advisory Heritage Experts
18. Public Relations Officer, CMO

5.3 Inter-agency co-operation and co-ordination

- A As many heritage sites come under the jurisdiction of various governmental and non-governmental departments, the concerned department must prepare a document, in collaboration with technical experts from proposed heritage sub department, which would include data about all the heritage sites, viz. building name, location, past and present use, year of construction, year of possession by the department, present condition, additions and alternations done in the past, and immediate actions required. ----- **Preliminary infromation**
- B All departments must ensure that the heritage structures under their jurisdiction are properly maintained. ----- **Maintainance**
- C All government/non government departments as well as private owners must coordinate and acquire permission from with heritage sub department before carrying out any work in the unprotected heritage site. ----- **Coordinate with heritage department**

- | | | | |
|---|--|-------|--|
| E | Collaboration amongst various stakeholders must be promoted. | ----- | Collaboration |
| F | Coordination, collaboration and cooperation must be established between state government departments, local governing bodies, private organizations, NGOs and inhabitants. | ----- | Cooperation among organizations |

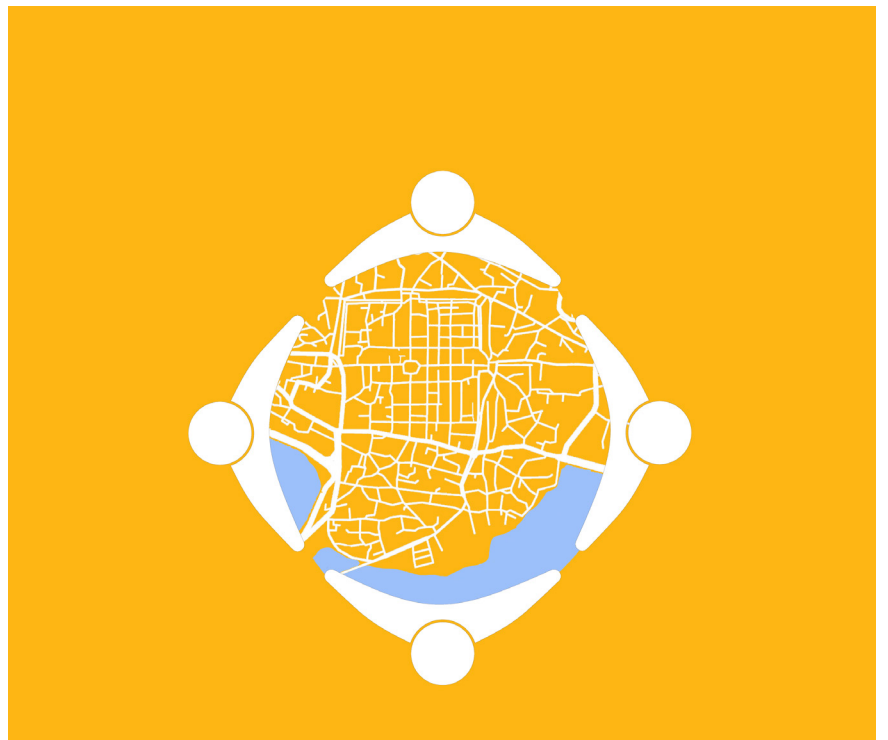
5.4 Role of Private Stakeholders

- | | | | |
|---|---|-------|------------------------------------|
| A | Architects, developers, builders, planners, engineers and all concerned professionals involved in building industry must be conscious of the unprotected heritage sites in the region and must take responsibility that their work should not negatively affect or impact the heritage in its vicinity. | ----- | Professional responsibility |
| B | Stakeholders must promote the need for heritage conservation at all levels hence the development should be inclusive of heritage conservation. | ----- | Importance of conservation |
| C | NGOs and other bodies with financial freedom shall provide research grants and design programs, workshops to ignite interest, curiosity and desire to learn, explore, and work towards betterment of heritage. | ----- | Grant financial aid |
| D | Stakeholders must actively involve themselves in organizing awareness campaigns, research workshops, material workshops, heritage walks. | ----- | Awareness campaigns |

5.5 Inclusivity of community

- | | | | |
|---|--|-------|------------------------------|
| A | The local community must be actively involved in heritage preservation, conservation and management activities. They can be provided with incentives to participate in these activities. | ----- | Community involvement |
| B | Orientation sessions for the community participants should be held before the advent of any process. | ----- | Orientation sessions |

- | | | |
|---|---|--|
| C | Local communities should be involved in decision making processes for safeguarding and protecting neighboring heritage structures and their concerns must be taken into account while devising plans. | -----
<i>Say of Local communities</i> |
| D | Communities must be involved in the process of protection, conservation, management and monitoring. | -----
<i>Involving local communities in implementation</i> |
| E | They must be made aware of the built heritage in their vicinity via campaigns, workshops and seminars, which should be in regional language. | -----
<i>Awareness programs</i> |
| F | Initiatives should be taken to involve the youth and students in conservation practices and sensitize them towards heritage. | -----
<i>Youth involvement</i> |



6.

DEVELOPMENT OF UNPROTECTED BUILT HERITAGE SITES

“Development of heritage is imperative for development of society. Worldwide, development has been made progressive by interlinking culture and development. Recognizing heritage as a dynamic and transformative force is an indicator and facilitator of social development.”

- Guiding for a harmonious and sustainable development
- Conducting Heritage Impact Assessment (HIA) prior to new project
- Monitoring and regulating changes in environs
- Fostering local livelihoods



6.1	The local area development plans should address urban and rural heritage development by improvement of historic monuments, sites, and precincts.	-----	<i>Addressing urban and rural heritage</i>
6.2	Detailed proposals should be included with, implementation guidelines and financial strategies.	-----	<i>Strategies</i>
6.3	It must be assured that infrastructure development and redevelopment, (such as widening of roads, establishing metro and subway routes, construction of dams, etc) should not impose any immediate or long-term adverse effect to heritage sites.	-----	<i>Future centric</i>
6.4	Prior inspections and heritage impact assessment must be conducted before commencement of new projects to assure that authenticity, integrity and values associated with heritage monuments, sites, and precincts shall not affect.	-----	<i>Heritage impact assessment</i>
6.5	Change in land use, typology, ownership, building height in and around heritage site should be monitored and regulated to ensure that it will not negatively impact the site.	-----	<i>Monitoring change</i>
6.6	The development of heritage sites should contribute to fostering local community development, and enhance livelihood.	-----	<i>Fostering community development</i>
6.7	The development of heritage sites should be sustainable and aligned to United Nation's sustainable development goal 11, "make cities and human settlements inclusive, safe, resilient and sustainable". Further the target 11.4 specifically aims to "strengthen efforts to protect and safeguard the world's cultural and natural heritage" . ² Accordingly, all proposed future development plans should be aligned with the objectives of SDG 11.4 to achieve a global outreach.	-----	<i>Promoting sustainable development</i>

²<https://sdgs.un.org/goals/goal11>

7.

MANAGEMENT OF UNPROTECTED BUILT HERITAGE SITES

“Overall management of heritage is required for better safeguarding and protection. There is a need to strengthen integrated management at monument, precinct and settlement level.”

- Integrated contextual management
- Devising management plans
- Addressing climate change



7.1 Management at Site

- | | | |
|---|--|---|
| A | Antiquities recovered from heritage sites should not be transferred over to some museum or stored away from the site. Small museums should be established in the vicinity where the antiquity was found to establish a relationship between them and the site. | ----- <i>Integrated management</i> |
| B | These plans should include visitor management plans, tourist management plans, conservation management plan, disaster management plan and any other site specific plan that may be needed for proper maintenance of the heritage site. | ----- <i>Maintance through plans</i> |
| C | Rules and regulations must be designed addressing interventions at units as well as at contextual level to assure proper management. | ----- <i>Contextual management</i> |

7.2 Heritage Management Plan

- | | | |
|---|--|--|
| A | The goals, strategies and actions should be defined in the management plan. | ----- <i>Defining strategies</i> |
| B | Roles of various stakeholders must be defined. | ----- <i>Roles and responsibilities</i> |
| C | Benchmarks must be established for the management of sites. | ----- <i>Benchmarks</i> |
| D | Concerned authority should periodically analyze the effect of management plan as well as improvise if needed. | ----- <i>Improvisation</i> |
| E | The management plan should include a resource inventory to maintain a record of the resources available at the site. | ----- <i>Resources</i> |

7.3 Tourism Management Plan

- | | | |
|---|---|---|
| A | Tourism management plans must be developed to effectively manage the tourism industry associated with heritage sites. | ----- <i>Effective manegment</i> |
|---|---|---|

- | | | |
|---|---|----------------------------------|
| B | The plan should address improvement of access routes to heritage sites. | ----- Access routes |
| C | The plan should focus on reducing and managing congestion especially during peak tourism months. | ----- Managing congestion |
| D | The plan should provide regulatory measures which are to be adhered by the tourism industry and must be efficiently implemented by district administration. | ----- Regulatory measures |

7.4 Visitor Management Plan

- | | | |
|---|--|---------------------------------|
| A | Signage must be installed at relevant locations and improved if already existing. | ----- Signages |
| B | Parking zones to be provided at strategic locations to reduce congestion near heritage sites and pedestrian zone should be proposed. | ----- Parking |
| C | Information kiosks should be provided to provide additional information to the visitors. | ----- Information kiosks |
| D | Basic amenities must be provided at heritage sites to ease the visitor experience. | ----- Amenities |

7.5 Disaster Management Plan

- | | | |
|---|---|------------------------------------|
| A | A comprehensive disaster mitigation and management plan should be prepared for every monument based on the history of disasters that have occurred in the region. | ----- History of distasters |
| B | Training should be given to monument in-charge on the standard operational procedures to be followed when disaster is forecasted, during and after the disaster. | ----- Training |
| C | Monuments should be regularly assessed to determine their behavior and strength during disasters. | ----- Assessment |
| D | A fire management plan should be in place, which would include equipments required for immediate curbing of fire. | ----- Fire manegment |

- E An enquiry must be established on the cause and effect in case of a fire incidence and should be published and distributed amongst all site managers and their departments. The results of the enquiry must form the basis for the next steps to be taken for restoration or appropriate intervention, depending on the impact of the fire.
- F Impact of climate change on heritage site should be monitored and actions must be taken to minimize its negative impact.

----- **Enquiry**

----- **Climate change**



8.

CAPACITY BUILDING

“Effective preservation and conservation practices need sufficient manpower and skilled professionals. Training to conserve and manage the heritage sites is an essential step towards heritage management.”

- Training government department and youth
- Establishing institutes and centres for better understanding
- Employment Generation



8.1 Department level

- | | | |
|---|---|-----------------------------------|
| A | Government departments must be trained for sensitive approach towards heritage. They must be trained to be efficient in the use of latest technology while approaching heritage projects. | ----- Training |
| B | The government should collaborate with NGOs, local craftsmen and experts to promote indigenous knowledge and traditions in conventional practice. | ----- Collaboration |
| C | Dedicated centers should be established for training in protection, preservation, conservation, and management of heritage sites. | ----- Establishing centers |

8.2 Training programs for students

- | | | |
|---|--|-------------------------------|
| A | Curriculum should be expanded to include small ruling dynasties, their achievements and failures. | ----- Curriculum |
| B | Innovative ways of teaching should be adopted so that history doesn't seem tiresome. | ----- Innovation |
| C | Schools can be encouraged to teach students about history of the region they live in via monthly seminars and workshops conducted in schools by historians. | ----- Regional history |
| D | Schools should conduct field trips catering to different age groups to learn about the historic sites in their region. | ----- Field visits |
| E | Heritage clubs must be established in schools and should work in collaboration with local government, NGOs, and other bodies associated with heritage to provide better understanding of heritage to students. | ----- Heritage clubs |

8.3 Higher Education

- | | | |
|---|--|--|
| A | Indigenous cultures of state needs to be thoroughly studied and documented to understand their way of life and make development decisions that respect and protect the same. | ----- <i>Indigenous cultures</i> |
| B | Education department should encourage and promote study in the fields that are associated with culture and help in conservation such as study of ancient languages, epigraphy, art history, horticulture, and other allied fields. | ----- <i>Cultural studies</i> |
| C | Universities and educational institutions should be encouraged to impart training to professionals and practitioners and offer specialization in conservation and management of monuments. | ----- <i>Training</i> |
| D | New institutions dedicated to heritage and allied fields and skill based research, should be established and promoted. | ----- <i>Heritage institution</i> |

8.4 Employment generation

- | | | |
|---|---|--|
| A | Positions should be availed for emerging professionals in allied fields of heritage conservation such as art historian, ancient language experts, epigraphists, anthropologists, material conservators, engineers, conservation architects, and planners. | ----- <i>Emerging professionals</i> |
| B | New positions should be introduced for recruitment of technical staff as per requirements. | ----- <i>Recruitment</i> |
| C | Vacant positions must be filled by recruiting concerned professionals. | ----- <i>Vacant positions</i> |
| D | People and communities involved in traditional crafts and building construction techniques should be contacted while carrying out any heritage related projects in their vicinity. | ----- <i>Traditional crafts</i> |

- E Jobs for the locals at grassroots level should be promoted. This will help in the locals valuing the site as they see that it is benefitting them. - - - - - **Jobs**
- F Workshops should be conducted where the local craftspeople can demonstrate their art, and a platform should be created from which they can benefit economically from these workshops. - - - - - **Workshops**
- G Incentives and financial aids should be provided to individuals who are making positive contribution to betterment of regional crafts and techniques. - - - - - **Incentives**
- H Referring to sustainable development goal 8, "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all", employment opportunities in heritage sector to be proposed. There should be provisions of employment generation in the policy. The policy should identify the areas where there can be a growth in employment. - - - - - **SDG 8**

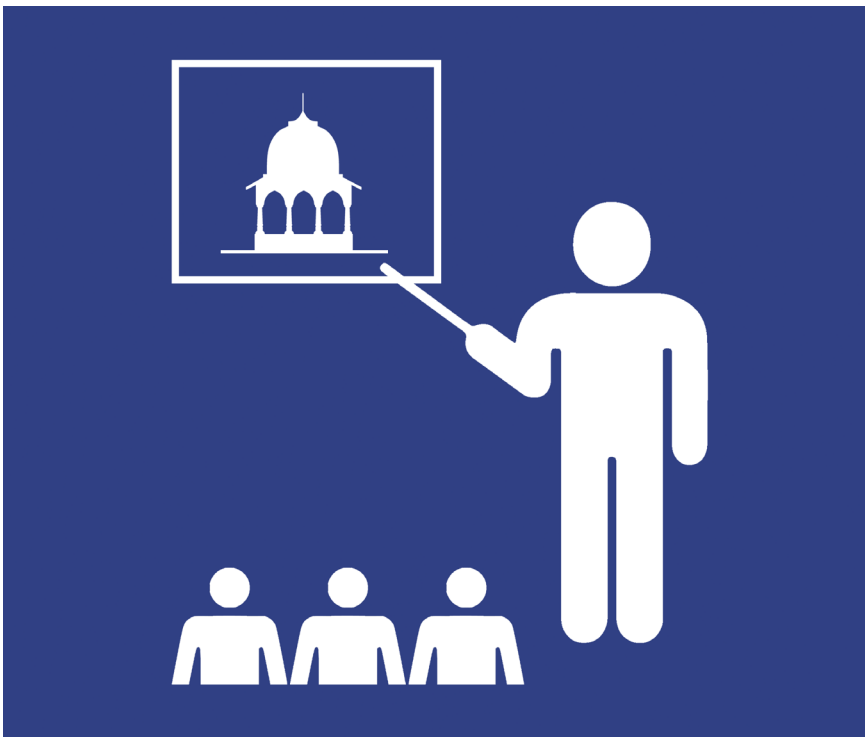


9.

RAISING AWARENESS FOR UNPROTECTED BUILT HERITAGE SITES

“Raising awareness is prolonged activity and requires local commitment and support. One of the most effective ways to build and maintain respect for community’s heritage is through a selection of activities that raise public awareness and increase appreciation.”

- Amongst Decision makers
- Local communities
- Children



9.1 Awareness amongst local community

- | | | |
|---|--|-----------------------------------|
| A | Information brochures in regional language regarding heritage of their region should be shared. | ----- Brochures |
| B | Local awareness camps should be organized which explains the threats faced by heritage and how the community can help in minimizing the impact. | ----- Awareness camps |
| C | Identified local heritage enthusiasts of the community should be trained for conservation, restoration, management, maintenance, promotion, etc of the site. | ----- Heritage enthusiasts |

9.2 Awareness amongst children

- | | | |
|---|---|---------------------------------|
| A | Awareness can be created by organizing activities for children centered on heritage such as essay writing competitions, painting competition and other such activities. | ----- Children awareness |
| B | Heritage walks, camps and heritage clubs can be organized that will actively connect children to local heritage. | ----- Heritage walks |

9.3 Awareness for decision makers

- | | | |
|---|---|--|
| A | Awareness programs need to be conducted for stakeholders and decision makers so that they are aware about the heritage that is under their care, its importance and the need to protect it. | ----- Educating decision makers |
|---|---|--|

10. PROMOTION OF UNPROTECTED BUILT HERITAGE SITES

“By enforcing the policy in form of law the the process for conserving the built heritage can be enforced leading to successful implementation.”

- Provision of regulation and legal mechanisms
- Redefining existing bylaws
- Provision for punishment



10.1	The State Government shall take efforts for promotion of heritage by organizing festivals and cultural fairs in and around heritage structures.	----- Cultural festivals
10.2	Special film festivals should be organized that emphasis the importance of heritage of a region.	----- Film festivals
10.3	Brochures, pamphlets, advertisements for promotion of heritage should be circulated.	----- Advertisements
10.4	News and print media must be involved in the process of developing promotional content.	----- Media
10.5	Social media can be a useful tool in promotion of heritage.	----- Social media
10.6	Heritage weeks should be celebrated in heritage sites.	----- Heritage weeks
10.7	Important dates associated with historic figures, dates of establishment of cities of the towns and cities must be celebrated.	----- Historical events
10.8	Campaigns, programs, and competitions centered on heritage must be conducted.	----- Campaigns
10.9	Tourism circuits must be developed at city, district and state level to explore the heritage of the state.	----- Tourism circuits
10.10	Cultural programs can be held at heritage sites so that people become aware about the history and importance of the sites. This will help in driving people towards built heritage and spreading information about different types of heritage, built and cultural.	----- Cultural programs

11.

LEGAL SANCTIONS FOR UNPROTECTED BUILT HERITAGE SITES

“By promoting initiatives taken at multiple level will help to generate curiosity and interest amongst people.”

- Organising fairs and festivals
- Promotion through media
- Developing tourism circuits



11.1	There should be a legal framework with the policy so that it becomes binding to all departments.	----- Abiding
11.2	There should be a legal framework that will monitor demolition, alteration, and replacement of heritage and everyone should be aware of these laws.	----- Monitoring
11.3	Overarching bylaws should be provided by the state government to ensure proper protection of heritage.	----- Bylaws
11.4	Existing bylaws need to be redefined, incorporated and implemented based on local needs.	----- Redefine bylaws
11.5	Bylaws must be established in a manner that drafted development policies should not affect vernacular architecture.	----- Vernacular architecture
11.6	Regulations and legal mechanisms should be set up to stop unnecessary demolitions.	----- Stop demolitions
11.7	All interventions needed in heritage monuments and sites, should be approved by a licensed and qualified conservation practitioner.	----- Approval
11.8	There should be channels where any harm been done to heritage sites can be easily reported.	----- Reporting harm
11.9	Corrective measures to be defined for not implementing and abiding by the laws regarding heritage protection and conservation.	----- Corrective measures
11.10	If anyone destroys removes, alters, defaces, imperils, or misuse the notified heritage sites, then there shall be provision for punishment.	----- Punishment for owner
11.11	There shall be provision of punishment for concerned authority if they fail to abide by process defined by the heritage sub department.	----- Punishment for authority

12. FINANCIAL ARRANGEMENTS FOR UNPROTECTED BUILT HERITAGE SITES

“Economical viability is the driving force behind any work. Revenue generation will attract heritage owners towards heritage when they see that can it support their livelihood. There is also a lack of funds to put towards heritage conservation which is worsening the condition of heritage.”

- Procuring funds/financial assistance
- Monitoring financial matters
- Providing incentives to heritage owners



12.1 FINANCIAL ARRANGEMENTS FOR UNPROTECTED BUILT HERITAGE SITES

- | | | |
|---|--|-----------------------------------|
| A | For the maintenance and conservation of heritage sites financial aid to be provided by the government. Private owners should be able to apply for such grant through nodal department. | ----- Aid |
| B | “Financial assistance can be obtained from all mentioned sources in Tourism Promotion Convergence Project by District Archaeological Tourism and Culture Council (DATCC).” ³ | ----- Financial assistance |
| C | Financial assistance can be obtained from international organizations such as United Nations Educational Scientific and Cultural Organization (UNESCO), Corporate Social Responsibility funds (CSR), World Monument Fund (WMF), Getty Conservation Institute and other national and international sources. | ----- International funds |
| D | The funds should be dispensed to heritage sub department from Directorate of Archaeology Archives and Museums or Department of Tourism. Further, heritage sub department shall distribute to district level offices as per the need. | ----- Fund distribution |
| E | The committee shall monitor finance management, disposition of funds, and periodically inspect the expenses incurred by departments. | ----- Monitoring |
| F | There should be transparency in how funds are being used so that third party auditors can observe and suggest the concerned authority for better use of the funds. | ----- Transparency |
| G | Digitization of maintenance records and utilization of money should be done so that unjustified expenditure can be checked. Every year audited finance statement shall be made available in public domain to maintain transparency. | ----- Digitization |

³ Page 2, Paragraph 1, Circular – Tourism Promotion Convergence Project, Archaeological Tourism and Culture Council, Madhya Pradesh Tourism Board, 28th June 2021

12.2 Incentives

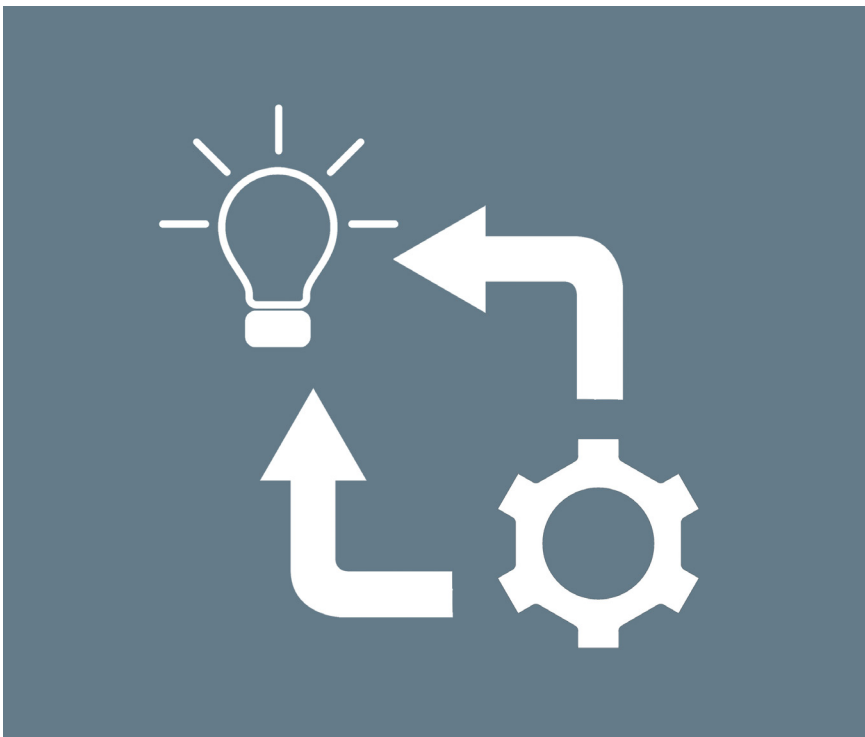
- A For the maintenance of the heritage site financial aid to be provided by the department. ----- **Benefits**
- B A provision of Transferable Development Rights (TDR) should be availed to owners for working towards giving their property to development of heritage. ----- **TDR**
- C Interest subsidy shall be provided on loan taken for conservation, or restoration of heritage buildings. ----- **Subsidy**



13. POLICY IMPLEMENTATION

- Bringing policy in force
- Invigilating implantation of policy

13.1 The heritage sub department must ensure that the policy is delivered in their jurisdiction and ensure that the policy is implemented at all levels. ----- ***Jurisdiction***



14. MONITORING OF POLICY IMPLEMENTATION

- Crosschecking effectiveness
- Preparing periodic progress report

14.1 The monitoring of the policy implementation should be done regularly to check effectiveness. ----- **Effectiveness**

14.2 All heritage directors of district level offices must report the progress to committee at the interval of three months in the presence of all designated members, where minimum presence of 75% members should be mandatory. In this quarterly session important decisions related to subjects shall be taken. ----- **Progress report**



15. ● Assessment of The Policy

- Crosschecking effectiveness
- Preparing periodic progress report

15.1 After the term of the policy, its effectiveness and application should be assessed. The positive and negative impacts and the issues in implementation should be analyzed and a detailed report should be made for the same.

----- **Impact**

15.2 An annual meet to be organized by MPTB of all districts to analyze the outcome of all proposed heritage departments and the progress to be evaluated. Further, to enhance the system and better management of unprotected heritage sites action plan to be derived and mechanized to strengthen the identified loopholes, to overcome limitations for further proceedings.

----- **Evaluation**



IV. WAY AHEAD

The field of heritage and associated practices and theories are constantly evolving. The evolution has seen changing definitions, widening of the scope and experiencing heritage beyond the tangible one. The 2030 Agenda adopted by the UN General Assembly integrates, for the first time, the role of culture, through cultural heritage and creativity, as an enabler of sustainable development across the Sustainable Development Goals, where sustainable development refers to Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. (SDG 2030)

It suggests that the conventions should include aspects of human rights, equality and sustainability for better future of the cultural places and practices. Henceforth, states parties should recognise, by appropriate means, that World Heritage conservation and management strategies that incorporate a sustainable development perspective embrace not only the protection of the OUV, but also the wellbeing of present and future generations. (SDG 2030) By incorporating heritage for sustainable development, positive changes can be implemented where the better harmonious living is promised by responding to environmental sustainability, peace and security, inclusive socio- economic development.

Heritage policy is a tool which should be able to guide the stakeholders for identification, protection, management and implementation as well as monitoring of the same. Meanwhile, it is very important that the goal of preserving the unprotected heritage should be achieved by involving the indigenous communities and heritage owners, as they are the custodians of valuable and rich heritage.

Further, though the policy draft is addressing the built heritage, the associated other aspects of heritage such as natural, intangible cultural heritage, cultural landscapes, historic urban landscapes, etc. must be taken into account while working on various heritage sites. Such values must be identified, respected and no harm should be done, or there shall not be conflict amongst associated values with the heritage sites while addressing them through actions proposed and implemented. This consciousness and sensitivity will help to promote heritage inclusive development which will be holistic and responding to all attributes and significance of the sites.

CREDITS

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Ar. Foram Bhatt and Ar. Aditya Jain are both conservation architects based in Ahmedabad. They have completed their masters program in Architecture and Settlement Conservation from CEPT University respectively in years 2014 and 2013. Foram had pursued her B. Arch from IPSA, Rajkot, while Aditya studied at APEEJAY, Noida.

Further, she had worked in the capacity of Research Associate with Centre for Conservation Studies, CRDF, CEPT University on the project of "Preparation of Nomination Dossier for the Historic City of Ahmedabad" while Aditya worked as project manager at All India Disaster Mitigation Institute, Ahmedabad and Abhyuday Techno Economic Consultant Pvt. Ltd. on various projects.

They have together established CREDO ARCHITECTS and have continued to pursue their interest in the field of heritage and conservation through academics and professional practice. Foram is visiting faculty at NIRMA University and also pursuing her second Masters degree from Brandenburg Technical University, Cottbus, Germany in World Heritage Studies Program, (Online), while Aditya is assistant professor at IDEA, INDUS University.

Currently they are involved in the various heritage projects related to listing, documentation, conservation, & restoration of protected and unprotected heritage sites in Gujarat, Madhya Pradesh and Himachal Pradesh, in the capacity of consultant conservation architects. One of the significant projects is also "Documentation of the Heritage Properties in the World Heritage City of Ahmedabad". After completing the project on Identification of Built Heritage Sites in Chanderi this is their second project with AIGGPA.



Ar. Foram Bhatt



Ar. Aditya Jain

