

# Jawaharlal Nehru National Urban Renewal Mission

Government of India

A SUPPLEMENT TO TOOLKIT ON FORMULATION OF  
CITY DEVELOPMENT PLAN

Focus on

## HERITAGE

JNURM

Ministry Of Urban  
Development



Ministry Of Housing and  
Urban Poverty Alleviation

GOVERNMENT OF INDIA

**SUPPLEMENT TOOLKIT ON CITY DEVELOPMENT PLAN  
WITH FOCUS ON  
HERITAGE**

**FOR CITY DEVELOPMENT PLANS/PROJECTS OF  
JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION  
(November, 2006)**



**JnURM**

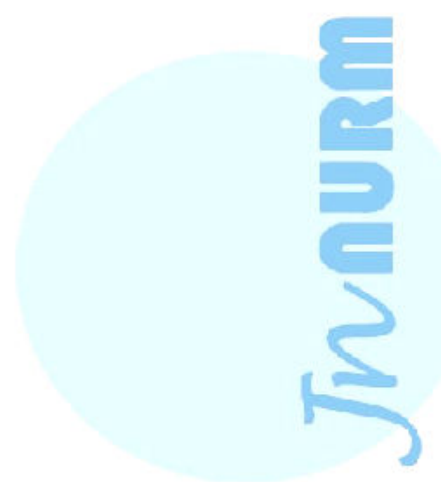
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## **The Toolkit**

The purpose of this toolkit is to assist cities identify the heritage component and to formulate a strategy for its protection, conservation, and further development. The toolkit is specifically designed to highlight the role that heritage plays in the socio-economic and cultural profile of the JN NURM cities, and to suggest how heritage can be utilised to reshape and revitalise the cities economy and culture. The toolkit rests on the premise that heritage is an important lever – unused lever – for rejuvenating the economy and quality of life in cities.

This toolkit is a supplement to the JN NURM Toolkit No.2 on the Formulation of a City Development Plan, and should be used in conjunction with the JN NURM Toolkit No.2.



## I. Heritage: Setting the Boundaries

Urban heritage comprises archaeological sites, remains, ruins, and monuments **protected** by the Archaeological Survey of India (ASI) and their counterparts in the States, and also a large number of **unprotected** buildings, groups of buildings, neighborhoods, and public spaces including landscapes and natural features which provide character and distinctive identity to cities. Conservation plans and projects for cities must take into account both the protected and unprotected components of the urban heritage.

Urban heritage is also classified under two categories, viz., **tangible heritage** which includes buildings and physical elements of architectural and historical significance, and **intangible heritage**, comprising movable artefacts, handicrafts, folklore, myths, legends, spirituality, traditional knowledge, rites and rituals, festive events, visual and performing arts, music, literature, language, dialects, traditional medicine, culinary traditions etc. which are intimately linked to the built heritage.

### Box 1

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 neighbourhoods 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.

While the buildings protected by ASI and their counterparts in the States are already on record, unprotected urban heritage needs to be identified through a process of LISTING (See Annex 1 for details). Both protected and unprotected heritage buildings and sites require to be located on a city map, in relation to road connectivity and other major infrastructures. The

purpose of mapping is to identify significant concentration of listed buildings within Wards of a city. These Wards should be identified as Heritage Zones. Each Heritage Zone / Ward should form an integral part of the legal Urban and Regional Plans and their disaggregations or the CDP.

Although LISTING is a technical activity, normally exercised by trained personnel, it should be a participatory process, involving civil society organizations, industry, trade, and of course, the local and State governments.

## **Box 2**

### **Why listing of heritage?**

- Create a databank of heritage properties with details on the status, condition, and typology of properties.
- To map the listed properties in the Urban and Regional Development Plans and their disaggregations, in order to identify a Heritage Zone (Co-terminus with one or more Wards of the city) for planning purposes.
- Determine the potential and priorities for heritage-related tourism.
- Determine the potential and priorities for reuse of heritage, as hotels, museums, cultural places, etc.
- Prepare guidelines and controls, heritage regulations etc.
- Monitor the heritage properties, additions and alterations thereon.
- Establish ownership and rights.

## II. The Existing Status and Assessment of Urban Heritage

Central to the preparation of a City Development Plan (CDP) with focus on Heritage is a comprehensive analysis of the existing status and future role of heritage. This is accomplished by preparing a Conservation Plan for the identified Heritage Zone. The Conservation Plan should form an integral part of the main CDP. The Conservation Plan will comprise of:

- (i) Identifying the Heritage Zones of the city;
- (ii) defining the importance of urban heritage in the socio-economic and cultural profile of the city;
- (iii) determining the legal and statutory framework for conserving urban heritage;
- (iv) identifying the institutional set-up;
- (v) planning the infrastructure for servicing urban heritage;
- (vi) providing a financial profile

### 1. Identifying Heritage Zones

The Conservation Plan should focus on areas identified as Heritage Zones of the city. These Zones should be co-terminus with the defined Wards of the city. This enables undertaking planning and making investment decisions in discrete areas of the city.

### 2. Importance of Urban Heritage

For purposes of preparing a CDP for heritage protection, conservation and development, it is essential to begin by recording and analyzing the role that heritage plays in the socio-economic and cultural life of the city, by using such indicators as the number of visitors, number of persons dependent for their livelihood on heritage, income that heritage

generates for the city, and the like. Specifically, this component should look at the following:

- (i) Number of visitors to heritage sites and the number of visitors expressing interest in non-tangible component of heritage, and trends in the numbers over a period of five years,
- (ii) Composition of visitors i.e. domestic and foreign; pilgrims-local and from other parts of the country; age, sex and income composition of visitors and other characteristics of the visitors to the extent those are known;
- (iii) Estimated number of persons dependent for their livelihood on heritage;
- (iv) Estimated annual income generation from heritage; and
- (v) Year-round importance, or seasonal, or specific days.

### 3. Legal and statutory framework

Heritage in India is regulated and protected by The Ancient Monuments and Archaeological (Sites and Remains) Act, 1958 (ASI Act) and in addition the respective States have counterpart legislations to regulate and protect monuments under their purview. Heritage can also be protected and regulated through the Urban and Regional Planning and Development Acts, and Urban Local Bodies Acts (ULBs) and their building bye-laws. The application of the ASI Act and counterpart State legislations is limited to monuments protected by the Archeological Survey of India (ASI) and their counterparts in the States which lays down the prohibited and regulated zones around the protected monuments. However, many of the Urban and Regional Planning and Development Acts (or the Town and Country Planning Acts) have provisions for identifying “Special Areas”/Town Planning Schemes/ Local Area Plans and their equivalents which can be made use of for regulating activities around heritage sites and within Heritage Zones.

The City Development Plan (CDP) with a focus on heritage should provide details in respect of:



- (i) The process of conferring or designating the heritage status to buildings, groups of buildings, public spaces, landscapes etc, or Heritage Zones, together with the criteria used for this purpose, including the Act (or Acts) under which it is being done;
- (ii) Scope of the Act, including provisions for the conservation and protection of the heritage; their grading or ranking; rights and obligations of the owner of the heritage as related to reconstruction, additions and alterations, demolition, change of use, displaying of signages etc.
- (iii) Adequacy of the Act for meeting the contemporary challenges faced by heritage, including provisions for acquisition of privately-owned heritage or transferring public ownership to private trusts or corporates, or making use of public-private partnership arrangement for heritage protection and maintenance.

#### 4. Institutional Set-up

Alongside the legal and statutory framework, the City Development Plan (CDP) should contain a review of the institutions that are responsible for the management of the heritage in the city. The review should consist of an analysis of:

- (i) Institutions that are responsible for the management (or any other aspect) of heritage with appropriate details on their mandate and responsibilities relating to the upkeep and maintenance of heritage, maintenance of records, publicity, etc.,
- (ii) Inter-institutional linkages, if any, and the methods of coordination between them for the advancement of heritage within the city;
- (iii) Role of the ULBs in heritage protection and conservation either direct or indirect, e.g., in the provision of heritage-linked infrastructure. This role can be facilitated by establishing a Heritage Cell in the ULB to look after heritage issues; and

- (iv) Role of civil society groups and of industry and trade, in heritage protection, maintenance and development. Here the role of NGOs can be examined.

It is important to provide a record of the ownership of the heritage, i.e., whether it is publicly-owned or privately-owned by trusts, individuals, or others, and to identify the weaknesses in the existing institutional arrangements, and to determine the needed improvements.

## 5. Heritage Infrastructure

Heritage is an important resource for cities. In order that this resource maintains its importance and place in the economic and cultural profile of the city, it is necessary to ensure that infrastructure that it needs, is adequate and properly equipped and maintained. Such infrastructure may be on-site infrastructure, e.g., lighting, provision of drinking water, toilets, internal road network, arrangements for waste collection, resting spaces, and the like, and off-site infrastructure, e.g., connectivity, public and private transport links, traffic directions and management; publicity and advertisement etc. It should also be noted that the overall environment of the city is an important factor in heritage promotion. It should be adequately emphasized in the CDP/Conservation Plan.

Determining the adequacy of heritage infrastructure – both on-site and off-site, is critical to the City Development Plan, and should be brought out in as much detail as possible.

## 6. Financial Arrangements

- (i) A key aspect to be covered in the CDP/Conservation Plan relates to the financing of the heritage in the city. The questions that need to be probed include the following:
- (ii) Sources of budgetary support for heritage, trends therein for five years, and the adequacy thereof in relation to the needs [sources must refer to the level of government that provides the support, i.e. the Central, State, or Local].

- (iii) Sources of non-budgetary support for heritage, if any, trends therein for five years, and the adequacy thereof;
- (iv) Composition of the budgetary support in terms of wages and salaries, and maintenance of heritage and related infrastructure; and
- (v) Revenue generation e.g., using fee or charge for heritage sites and inspection.

A critical aspect of the analysis is the adequacy of the financial support for the protection and maintenance of the heritage, and the extent to which decay or deterioration if any, in heritage protection is attributable to financial constraints.

### III. Formulating a Vision for Urban Heritage

Developing a vision for the city is key to the preparation of the CDP/Conservation Plan. As indicated in the Toolkit for the Formulation of a City Development Plan, “a vision is a statement of what the city wishes to do, within a given time-frame, and is often expressed in terms of clear expectations. It defines the potential of the city and reflects its unique attributes in terms of comparative and competitive advantages, values and preferences of the city’s residents, relationship of the city to the state, national and global economies, and of course, the history and physical characteristics of the city”.

Following the main toolkit, the CDP with heritage focus needs to develop a vision for its heritage component: what is the city’s vision for heritage? What does the city think about the future development of city's heritage? In what direction does the city want to develop and use its heritage?

#### Box 3

##### Examples of heritage

- Public and historic spaces in Heritage Zone
- Streets with special heritage character
- Renewal of inner city areas or heritage precincts
- Areas containing groups of heritage buildings and related spaces
- Natural heritage sites
- Potential for adaptive re-use of heritage buildings and spaces
- Functions which will enhance transit or pilgrimage potential of the city

In developing the vision which, it must be emphasized, is a participatory process involving the key stakeholders, the Conservation Plan/CDP should address the following areas aspects:

- (i) the future role of city's heritage, both tangible and intangible, in city's socio-economic and cultural profile;
- (ii) the hidden or under-used potential of city's heritage and the extent to which the city wishes to tap it, for city's growth and development;
- (iii) the possible economic contribution that heritage can make to the city's economy;
- (iv) other roles that heritage can play, e.g., creating networks and relationships.

A clear vision is necessary for designing strategies and identifying relevant projects. To the extent possible, the vision should be expressed in quantitative terms, e.g., planning to raise the number of visitors from  $x$  to  $x+1$  by 2011 or income from heritage from  $y$  to  $y+1$ . The vision may be qualitative, e.g., providing a life time experience to visitors. It is important that there is common understanding on the vision for heritage development among the different stakeholders, which is possible to be achieved through a process of consultation and involvement, in particular, of the ULB and those institutions that have a direct stake in heritage development.

## IV. Defining Strategies

Strategies are routes to achieving the vision. They suggest and lay down the most cost-effective road to achieving the vision – for instance, what strategies must be pursued by the city and city-level institutions that would enable the city to attract x number of visitors by the year 2011, or what strategies should be in place to check deterioration in heritage or the growing indifference to the non-tangible component of heritage such as rites and rituals, music, folklore, artifacts and the like. How to ensure that these traditions are maintained and fostered is what is involved in defining strategies. A key to the formulation of strategy lies in choosing least-cost strategy and one that will have the widest and lasting impact on the accomplishment of the vision and Conservation Plan / CDP goals and objectives.

Development of alternative strategies is both a technical process, i.e., of identifying their costs and benefits, and a consultative process involving, e.g. putting across to the stakeholders the relative merits and demerits of the alternatives and the implications thereof. Only when a sound strategy is available, that the subsequent phase of developing projects can be carried out in a meaningful manner.

The logo for JmNURM is located in the bottom right corner of the page. It consists of a light blue circle with the text "JmNURM" written vertically in a stylized, blue, sans-serif font. The "J" and "M" are larger and more prominent than the other letters.

JmNURM

## V. Financing Plan and Financing Strategies

Currently, the Archaeological Society of India (ASI) in case of heritage regulated and controlled by them, and the CPWD and PWD in case of properties under the control of governments, provide funds for the conservation and maintenance of heritage. Financing support mechanisms, for heritage properties and sites owned by private trusts and individuals do not exist. Also, buildings older than 15 years are not eligible to avail of the repair and improvement loans as per the guidelines of the Reserve Bank of India (RBI). This is the principal reason why privately held heritage buildings decay and are abandoned by owners or replaced by new structures.

For purposes of Conservation Plan / CDP, it is necessary that an investment plan is prepared for the heritage component in as much detail as possible, under at least four broad categories–

- (i) Investment needed to conserve and develop the heritage component, on a year to year basis, for a period of five years;
- (ii) Investment needed for the development of on-site infrastructure (refer to pp.9.), on a year to year basis, for a period of five years;
- (iii) Investment needed for the development of off-site infrastructure (refer to pp.9.), on a year to year basis, for a period of five years; and
- (iv) Other investments for, e.g., capacity building or creation of a dedicated cell within the ULBs, publicity and advertisement, and awareness building, on a year to year basis, for a period of five years.

An investment plan needs to be supplemented with a financing strategy – where would the funds come from: the central government, the state government, ULB, parastatal organizations, or the private sector? What is the scope of financing the proposed investment from user charges? What is the scope of public-private partnership in financing the heritage investment plan? What kind of a financing strategy will be appropriate for privately-owned

heritage sites and properties? Given that proportion of privately – owned heritage sites and properties is large, it is important that an innovative financing strategy is developed for them in order not to place undue burden on either the public resources or on those trusts and individuals who own them.

An investment plan must be accompanied with a credible plan and strategy of financing the proposed investment.

### **Projects Proposals for Heritage**

Project proposals for heritage conservation may be submitted to the line Ministry for consideration.

The logo for JmNURM features the text 'JmNURM' in a blue, stylized font. The 'J' and 'm' are lowercase and cursive, while 'NURM' is uppercase and sans-serif. The text is positioned vertically on the right side of a light blue circular background.