

Partnerships for heritage Indian National Trust for Art and Cultural Heritage

Section 1

A new urban framework is emerging in India where by 2050 city dwellers will represent more than half of the country's population, around 875 million people. Indian cities are facing rapid economic and technological development but are still lagging behind on the social dimension, as the so-called "urbanisation of poverty" spreads quickly. "Many historic cities do not contain individual buildings of exemplary merit, but as a precinct they represent a way of life and living which is an intangible characteristic of urban heritage" writes Professor AG Krishna Menon, convener of INTACH's Delhi Chapter.¹ It is in the historic cores that the notions of heritage are rooted, not in people's memory of the past but in its continuation into the present. This is to say that change, in all its forms, is viewed by the inhabitants of such areas as necessary to a continued livelihood, not detrimental to it.²

The Indian National Trust for Art and Cultural Heritage (INTACH) is a nationwide non-profit membership organisation, set up in 1984 with the mission to protect and preserve India's vast natural and cultural heritage.³ Among the tasks undertaken by INTACH are restoration of monuments and their management; advocacy for heritage conservation; public awareness raising; the establishment of heritage clubs in schools; and training workshop for teachers and heritage site guides. Much of this activity is undertaken collaboratively and INTACH has developed several public-private partnerships in order to facilitate this work.

INTACH seeks to establish, strengthen and sustain strategic partnerships with central and state governments, local authorities and panchayats, educational institutions, NGOs, voluntary organisations, media and enterprises both public and private, and maintain constant interaction with the community and its elected representatives. INTACH through such partnership, aims to create an awareness starting at school level, that heritage enhances the quality of life for all.⁴ This case study looks at several of these partnerships with particular reference to INTACH's work in New Delhi and at the Dr Bhau Daji Lad Museum in Mumbai.

Section 2

Not even the richest of countries has sufficient financial resources in the public sector to own, rehabilitate and maintain all of the heritage buildings worthy of preservation. In most countries the NGO sector does not own the properties and does not have significant financial capital or development expertise.⁵ To enhance and promote the cause of heritage conservation, INTACH has therefore signed Memoranda of Understanding (MOU's) with several national and international organisations. It has received support from Central Government and several ministries such as Education and Human Resource Development, Environment and Forests, and Tourism and Culture and initiated a range of projects with state governments. INTACH has also received funds from foundations and international agencies such as UNESCO, World Monuments Fund, the Helen Hamlyn Trust and Jaisalmer in Jeopardy for conservation work and other related activities.⁶

Section 3

INTACH signed an MoU with the Delhi Government's Tourism Department in July 2008 to develop the Capital as a World Heritage City. "The MoU is a very significant step in the beginning of a partnership with the Delhi Government in the field of heritage. The first step is that we will be working towards the long term plan for getting Delhi declared as a World Heritage City," said SK Misra, then Chairman of INTACH.⁷ By developing an integrated Heritage Tourism Circuit from Humayun's Tomb to Red Fort and Nizamuddin to

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Safdarjung's Tomb and the Qutub Minar, with signs, furniture, billboards, small restaurants and even heritage buses, INTACH seeks to highlight some of the Capital's hidden treasures.⁸ Supported by the World Monuments Fund, the circuits use historic sites as the focal point for neighbourhoods and to give locals a sense of ownership. "We need to project heritage," says Menon. "In any other city, a place like Khirki Mosque would be a star attraction. But we have to make these sites accessible to both tourists and citizens, so they become part of the city's image."⁹

In 1996, INTACH approached the Municipal Corporation Greater Mumbai (MCGM) with a proposal to restore the Dr Bhau Daji Lad Museum. Its grand Palladian building and priceless treasures, numbering over 6,000 that showcase the city's artistic, economic and social history, had fallen victim to decades of neglect and government apathy, as well as damage from rodents and termites.¹⁰ Years of negotiations and attempts to find a sponsor who would have the courage to take on such a challenging project finally yielded results and in 2003, the Jamnalal Bajaj Foundation gave an initial grant of Rs 1.5 crores to the project (circa US \$300,000). On 3 February 2003, the MCGM took an historic decision and a tripartite agreement was concluded and signed between the Corporation, which owns the museum, INTACH and the Bajaj Foundation detailing roles and functions for the restoration project.¹¹ Accordingly, a new 19-member management trust was created with 10 members from the Corporation, six lifetime members appointed by INTACH and three lifetime members from the Bajaj Foundation.

Other INTACH PPPs include working with the state government and the Helen Hamlyn Trust to establish a cultural centre at the Reis Magos Fort in north Goa, a Street Revitalization Project to improve the living conditions of people residing within the Jaisalmer Fort complex and the Model Street and Facade Restoration Scheme in Pondicherry, amongst many more.

Section 4

Delhi World Heritage City: Delhi appeared on UNESCO's 'tentative list' on 22 May 2012 and yet for the team at INTACH it has been a struggle to dispel the misconception that heritage designation might be an impediment. "Nominating the city is a celebratory act and this does not mean it needs to be restrictive," says Menon. "We know that the heritage tag will however not solve all the problems that the city faces," he added.¹² The Delhi partnership broke new ground and the lessons learned are already being incorporated into a new MoU, on completion of the terms of the earlier one.

Dr Bhau Daji Lad Museum: This is the first time in the country that a public-private partnership trust has been formed for the management and development of a museum, which reopened to the public on 4 January, 2008. "This is a unique public-private partnership in a restoration project," says Convenor of the Mumbai Chapter of INTACH and Managing Trustee and Honorary Director of the Museum, Tasneem Mehta, "all the parties are satisfied and I would like this to be a trendsetter!". The restoration won a UNESCO Asia-Pacific Award of Excellence in 2005¹³ and the PPP hopes to be a model for other government museums and monuments in the future, although fears about the balance in management control between the various partners have been raised.¹⁴

Section 5

As a partner in so many urban PPPs, there are many positive lessons to be derived, but chief amongst them is that INTACH has been able to introduce flexibility and high standards of benchmarking to state projects, which can often be rigid in concept and execution.¹⁵

Whilst the partnerships are still on-going it is difficult to be clear of the outcomes, but more general lessons include:

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- For good governance, partners need to keep in mind clarity, value for money, public accountability and widely share benefits
- Heritage conservation and economic development can go hand in hand¹⁶
- In nearly every part of the world – in both developed and developing countries, and in the entire range of economic and political systems – heritage assets need both protection and capital. Heritage PPPs can be structured to provide both.¹⁷

Governments are sometimes reluctant to share responsibility with private parties, particularly in the field of heritage conservation and overcoming this negativity is a challenge. In INTACH's case, the ngo's 25 years of experience give it credibility in the eyes of its public partners, who are learning to understand the benefits of partnership and to feel less threatened.

In the words spoken by Kerala's tourism minister, Professor KV Thomas at the Fort Cochin Initiative launch in 2001, "heritage buildings and precincts are now highly vulnerable targets of economic pressure, qualifying themselves as 'endangered'". Their existence, particularly in urban areas is under severe threat. The role of NGOs like INTACH's in this great challenge for heritage conservation is as facilitator, catalyst and the educator but they do not act alone and need Government support to build and strengthen public-private partnership in the heritage sector.¹⁸

Section 6

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Section 7

¹ Quoted in *Historic Districts for All - India: A social and human approach for sustainable revitalisation*, UNESCO, March 2010 p3

² Nagpal, Swati, 'The Gomti Riverfront in Lucknow, India: Creating a landscape of heritage' in *Heritage and Development: Papers and Recommendations of the 12th International Conference of National Trusts, New Delhi, 3-5 December 2007* p410

³ Rethink Tourism in the Andamans - Towards building a base for sustainable tourism. A Research Report by Equitable Tourism Options, India June 2008

⁴ Fort Cochin Initiative document, supported at a public meeting presided over by the Cochin mayor, CM Dinesh Mani 2001, in *Tourism in India an overview*, Seth, Rabindra, Delhi 2005 p248

⁵ Rypkema, Donovan, 'The Role of Public-Private Partnerships' in *Heritage and Development: Papers and Recommendations of the 12th International Conference of National Trusts, New Delhi, 3-5 December 2007* p173

⁶ INTACH website <http://www.intach.org/partners.asp>

⁷ 'INTACH to sign MoU with Delhi Government to develop a World Heritage City', *The Economic Times*, 3 July 2008

⁸ *The Indian Express* New Delhi, 30 Dec 2008

⁹ Dalzell, Rebecca 'Digging into Delhi's past reveals hidden treasures', in *The Washington Post*, 27 February 2011

¹⁰ *Outlook* 21 Jan 2008 p63

¹¹ Meehta, Tasneem, 'Funding for Conservation Projects: Public-Private Partnership and managing the Stakeholders' in *Heritage and Development: Papers and Recommendations of the 12th International Conference of National Trusts, New Delhi, 3-5 December 2007* p204

¹² 'Will Delhi become a World Heritage City?' in *The Hindu*, 18 June 2012

¹³ <http://www.unescobkk.org/en/culture/world-heritage-and-immovable-heritage/asia-pacific-heritage-awards-for-culture-heritage-conservation/previous-heritage-awards-2000-2010/2005/award-winners/dr-bhau-daji-lad-museum/>

¹⁴ *Ibid Outlook*

¹⁵ Author's communication with Professor Menon, 23 June 2012

¹⁶ Hancock, Mary Elizabeth *The Politics of Heritage from Madras to Chennai*, Indiana University Press, 2008 p99

¹⁷ Rypkema, Donovan, 'The Role of Public-Private Partnerships' in *Heritage and Development: Papers and Recommendations of the 12th International Conference of National Trusts, New Delhi, 3-5 December 2007* p176

¹⁸ Seth, Rabindra, *Tourism in India an overview*, Delhi 2005 p248

Author profile

Catherine Leonard joined the UK National Trust in 1999, when she was responsible for the Trust's work with overseas heritage groups and managing the European Network of National Heritage Organisations. Catherine now heads the INTO Secretariat and is the strategic lead for the organisation's international co-ordination, including resource management, programme development, communications and relationships with INTO members, other ngos, policy makers and institutions worldwide. Catherine studied languages and literature at university and has spent time living and working abroad. Prior to joining the National Trust, Catherine worked for the Foreign and Commonwealth Office. She visited New Delhi in 2010 and went to the *Delhi: A Living Heritage*, exhibition at the Indira Gandhi Center for The Arts.