Dynamic Growth of Bhopal City Core: A Conceptual and Legal Approach

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ABSTRACT: Analysing the Dynamics of city growth, is an area of great importance in the field of Urban Planning. Cities, worldwide, are focusing on revitalizing the core areas. This paper is an effort, made to understand the appropriate development in an area. The case of Bhopal City Core has been chosen, for the purpose of its Rich Heritage. The concept of Appropriate Development differs with the change in the characteristics of the area. This concept can be attributed to various influencing factors, which have been analysed to understand the meaning of Appropriate Development with reference to the City Core. The Paper aims at devising conceptual approaches and a legal framework to guide Appropriate Development in the area in order to preserve its Historical essence. The chronological growth of the City Core and the impact of its rich Historical character becomes the base to achieving the aim of the paper.

I. INTRODUCTION

A nation is recognised through its achievements – past and present. The past achievements, which survive the onslaught of time pass into the realm of heritage. Thus heritage is that item of culture which is inherited by the posterity collectively (Anon N. D.)

Professional Ethics seeks to build diverse attention in various countries for heritage preservation, in order to enhance its credibility. India's cultural heritage is not only one of the most ancient, but it is also one of the most extensive and varied (Anon., n.d.). The fabric of Historic towns and cities is jeopardized in the name of Urbanization either partially or completely. Therefore, a Planning Strategy should be devised to ensure appropriate location of uses as well as their development. In order to safeguard the Historical and Cultural ethos of an area (a city or a part of it), the concept of Appropriate Development needs to be employed. Bhuj city in Gujarat, was reconstructed following its devastation in 2001 Gujarat earthquake. The land readjustment (LR) process was applied in reconstruction of a densely built, historically significant inner city area of Bhuj to transform it into a safer community, resilient to disaster. Bhuj is one of the rare cities outside of Japan where the land readjustment technique was successfully implemented for Post-Earthquake Planning (Jay Mittal, 2016). This case puts forth an eminent example of Appropriate Development.

II. CONSERVATION ETHICS

The constantly changing environment in which heritage sites operate, increases the need for maintaining high ethical standards in a heritage profession. Ethics, as a branch of philosophy on human conduct and good life, is traditionally viewed to measure the values at the personal and professional levels and to define a set of guidelines for personnel behaviour. (Shalaginova, 2008). To establish a set of ethical principles, four major Categories must be aimed, in order to give more credibility to Heritage Preservation by identifying the common direction and fulfilling it in a more unified and holistic manner. The four broad categories include – *Respect for the Audience, Impartiality and Objectivity, Duty of Care, Avoiding Potential or Apparent conflict of Interest.*

III. PLANNING APPROACHES

Table 1 Approaches for Plan Development in a Historic City (UNESCO, 2013) (Gamini Wijesuriya, 2015) (Al-hagla, 2010).

Serial No.	Planning Approaches	Advantages	Disadvantages
1.	*Integrated / Holistic Approach*	*It integrates the goals of urban heritage conservation and those of social and economic development. This method sees urban heritage as a social, cultural and economic asset for the development of cities.*	
2.	*Participatory Approach/ Stakeholder Participation*	*It improves the relationship and brings recognized benefits to both Heritage and Society. This method helps the community make conservation and management decisions, complying to outlast political or professional structures and to complement specialist knowledge and skills.*	*It fails to harness fully the potential contribution that culture can give to issues such as community dignity, cultural inclusion, poverty alleviation etc.*
3.	*Historic Urban Landscape Approach*	*It moves beyond the preservation of the physical environment, and focuses on the entire human environment. It seeks to increase the sustainability of planning and design interventions by taking into account the existing built environment, intangible heritage, cultural diversity, Socio – economic and environmental factors along with local community values.*	*The different approaches – **Heritage, Economic, Environmental and Sociocultural** – do not conflict; they are complementary and their long-term success is dependent on them being linked together.*
4.	*Heritage Trail Approach*	*It is a physical manifestation of the interaction between tourists, locals and the host place. It is seen as a direct application of Krippendorf model of 'Human Tourism'*	*The vicious circle of development is interdependent on its potential. A break in the circle would reduce the guarantee of a community attaining **Sustainable form of Development**.*

This Paper would elaborate the *Holistic Approach to preserving tangible and intangible heritage (A Two – Fold Approach implemented to suffice Appropriate Development) at Core City – Bhopal.*

Table 2 Holistic Approach to Cultural Heritage – A Dynamic Link between Tangible and Intangible Heritage and their Interdependence (Bouchenaki, 2007)

Serial No.	Type	Description	Expression of the Resource
1.	*Tangible Cultural Heritage*	*Resource which is easy to Catalogue and its protection consists mainly of conservation and restoration measures. It is designed to survive long after the death of the person who produced or commissioned it.*	*Monument, Historic City, Landscape, Work of Art or a Collection.*
2.	*Intangible Cultural Heritage*	*It is made up of processes and practices needed to safeguard approaches and methodologies. It is closely related to its creators as it depends on most cases of Oral Transmission.*	*'Actors' in the Approach, Social and Environmental Conditions, Legal and Administrative measures, Collection, Documentation, Archiving, Protection and Support to Bearers.*
3.	*Interdependency b/w Approaches*	*Heritage Objects are the tangible evidence of underlying norms and values, thus they establish a symbiotic relationship between the tangible and intangible. The intangible heritage is seen as a broader framework within which tangible heritage takes on its shape and significance.*	

IV. CASE STUDY – BHOPAL CITY CORE

Bhopal, also known as the City of Lakes, is the state capital of Madhya Pradesh and is located in the Malwa Plateau. The City is characterized by a Hilly Terrain along the southwest and northwest regions. It is constituted of Natural Heritage, such as its numerous Lakes, as well as the marvelous specimens of Built Heritage. The City is divided into six geographical regions based on the location of its important Features, Areas, Zones, Precincts and Buildings of Heritage and Historical importance (Indore, n.d.). The City Core can be seen as a symbol of rich Culture and Heritage.

Bhopal Core Area has shown massive evolutionary changes. These changes are deeply interrelated to the Historical variations that have arisen from the City Core.
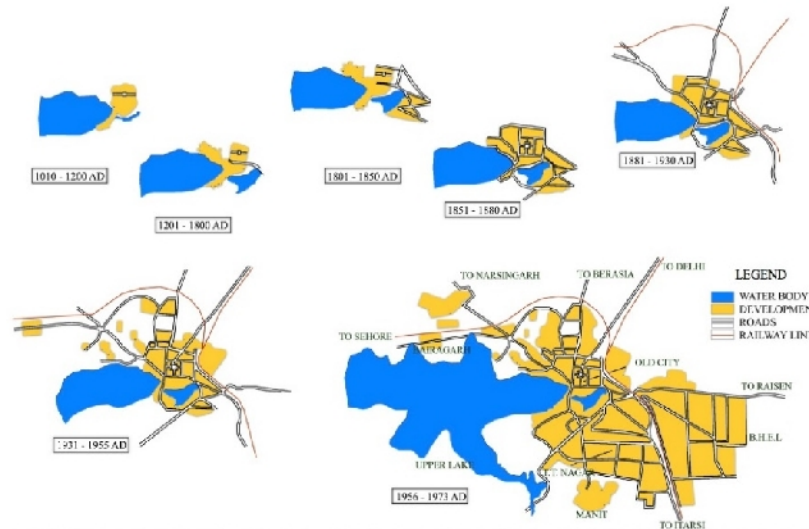
Evolution of Bhopal City Core (1010 – 2000 AD)

Fig. 1. Evolution of Bhopal City Core (Department, 1991).

Table 3: Evolution of Bhopal City Core (1010 - 2000 AD).

Period	Year	Major Event	Additional Details

Period of Unrest and Feudal Wars (1010 – 1870 AD)	*1010 AD*	*Site Selection by Raja Bhoj –*
		  1. *Creation of the Upper Lake*
		  2. *Construction of Earthen Dam in the South Eastern side of the Lake*
		No major imprints of the settlement [Refer Figure 2(i)]
			The poorer section of the society who could not afford to build houses within the walls of the city lined outside the fort walls. This led to the division of society in various economic and social groups. [Refer Figure 2(ii)]

	1151 – 1184 AD	*Rani Salmali constructed the Subha Mandal (A place of learning & worship) - 33 Years*	
	1720 – 1726 AD	*Dost Mohammad Khan fortified the City and built the Fatehgarh Fort*	*A Stone Wall with 6 major Gates viz. Imami Gate, Peer Gate, Jumerati Gate, Itwara Gate, Budhwara Gate, and Ginnori Gate was constructed for protection under the rule of Dost Mohammed Khan. [Refer Figure 3]*
	1828 AD	*Qudsia Begum constructed Jama Masjid over the ruins of Subha Mandal.* *Built Shops, developed roads and small units of water work was created.*	
Period of Peace (1871 – 1946 AD) – East India Company	*1871 AD*	*Nazar Mohammad Khan executed the 'Company Government' Pact for Peace & Stability*	*City flourished under Begum Rule. Jahangir Mohammed Khan built first extension known as Jehangirabad. Also, City sprawled beyond fort walls towards Ginnori and Mangalwara (Unplanned & Haphazard). Industrial & Economic development took place with railway system establishment.*
	1880 – 1901 AD	*Begum Shahjahan built second plan extension of Shahajahanabad with Taj-ul-Masjid, Taj Mahal etc.*	
Period after Independence (1947 – Current)	*1948 AD*	*State was merged as Class 'C' in the Indian Union*	*Period during which construction of residential quarters, secretariat and other office buildings took place. Planned Townships arose along with better connectivity and services.* *Markets were shifted from the City centre to other peripheral locations.*
	1956 AD	*Bhopal became the Capital of New Madhya Pradesh*	
	1959 – 1960 AD	*Overall Development Plan for Capital Project Area*	
	1962 – 1963 AD	*Interim Development Plan for Bhopal City*	

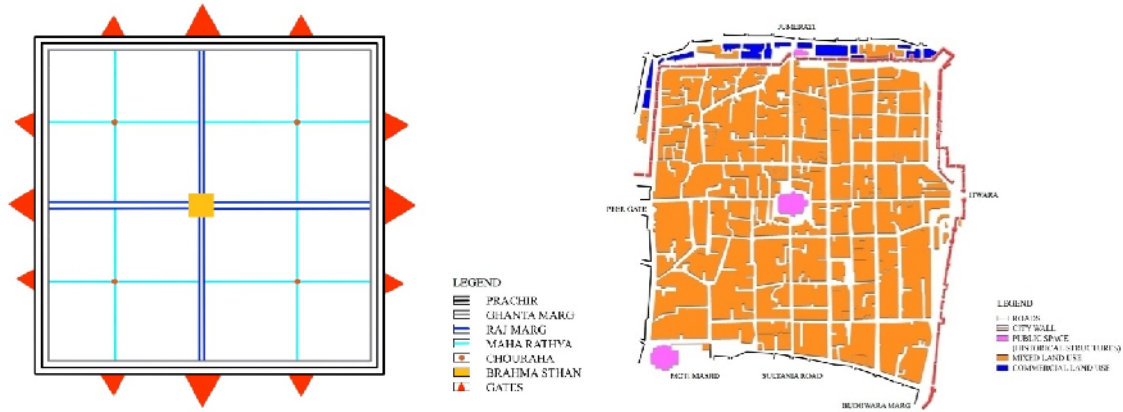*[Source: Authors; Development Plan, 1991 (Department, 1991)]*

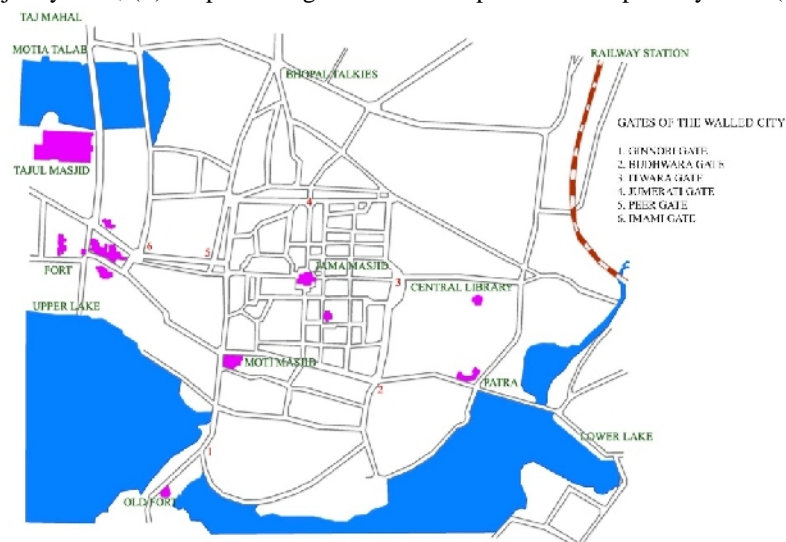**Fig. 2** (i) Raja Bhoj City Plan; (ii) Map showing intense development of Bhopal City Core (Department, 1991).

Fig. 3. Map showing Gates of Walled Core City Bhopal.

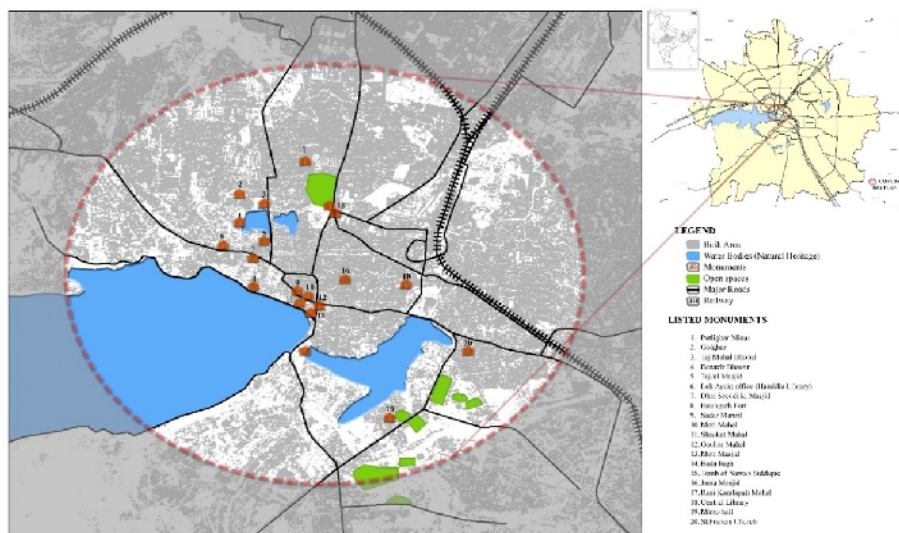*Location of Major Heritage Sites in Core City Bhopal*

Fig. 4. Map showing Monument Locations & Development in Bhopal City Core (Major Study Area) [Source: Authors].

The above identified Heritage Sites, are each backed by certain *Statutory Norms* that have been mentioned below.

Legal Framework and Policies

Legal Framework

In order to fulfil the mandate of Preservation and Conservation of Heritage along with ensuring Appropriate Development, a *Statutory Backing* is required – A Legal Framework needs to be defined. This framework would govern the Rights and Responsibilities of Government, Citizens and other Institutions.

Table 4: Various Acts, Rules and Agencies for Heritage Conservation and Protection.

S.No.	Type	Levels	Legal Body
1.	Acts	National	Indian Treasure Trove Act, 1878
			The Ancient Monuments and Archaeological Sites and Remains Act, 1958
			The Environment Protection Act, 1986
			The Antiquities and Art Treasures Act, 1972
		State	Madhya Pradesh Monuments and Archaeological Sites and Remains Act, 1964
			Madhya Pradesh Monuments and Archaeological Sites and Remains Act Amendment, 1970
2.	Agencies	City	Bhopal Municipal Corporation
			Bhopal Archaeology Department

Archaeological Survey of India regulates Conservation and protection of heritage in a national context in accordance with the provisions of *The Ancient Monuments and Archaeological Sites and Remains Act, 1958* and the *Antiquities and Art Treasure Act, 1972*.

An Inventory of the Heritage Buildings of Cultural, Historical, Socio-economical and Architectural values was taken up by *INTACH (Indian National Trust for Art and Cultural Heritage) in 1984* resulting in a document of more than 281 Buildings divided in Four Grades based on the respective values of each building. The list was updated in *2004* and several monuments were found missing, although several others found place in the listing (Indore, n.d.).

Policies

o As mentioned in the **URDPFI Guidelines**, *"Every Area, beginning from the limit of the protected area/monument, extending to a distance of 100 meters in all directions shall be the 'Protected Areas' and extending up to a distance of 200* meters in all directions shall be 'Regulated Area'. The protected zone is a No Construction Zone."

o The Building Regulations in the Regulated Zone are to be prepared by the *Heritage Conservation Committee* in consultation with *ASI*.

o *Section 19 of the Ancient Monuments and Archaeological Sites and Remains Act, 1958 deals with encroachments*

o The Encroachments may also be removed under the *Public Premises Act, 1971s*

Planning Approach – Holistic Two Fold – Development Analysis

The *Holistic Approach to Plan Development* demonstrates the need to protect Heritage by implementing instruments that would reveal a positive dimension to conserving practices within Historic Environments of 'Cultural Identity'. The Intangible Heritage of the City of Bhopal has remained for a long time rather neglected. Our aim would be to interrelate the *Two – Fold Approach to the city's current Historical Identity* (Tangible Cultural Heritage).

Table 5: Holistic Two – Fold Approach to Plan Development of Core City – Bhopal.

SERIAL NO.	INTANGIBLE CULTURAL HERITAGE	TANGIBLE CULTURAL HERITAGE		
		Built Historical Monuments	Historical Gates	Lakes
ANTHROPOLOGICAL ENTITIES				
1.	Local People / Residents			
2.	Tourists			
TRADITIONAL ACTIVITIES				
3.	Local Food (Both Hindu and Muslim Cuisines) & Drinks			
4.	Local Arts [Zardozi, Kinari, Batua (Embroidered small purses)]			
5.	Hand Craft Exports (seen mostly at Gauhar Mahal)			
6.	Commercial Areas (Sarees, Jewellery, Footwear, Cloth wear, artefacts etc.)			

SERIAL NO.	INTANGIBLE CULTURAL HERITAGE	TANGIBLE CULTURAL HERITAGE		
		Built Historical Monuments	*Historical Gates*	*Lakes*
TOURIST FACILTIES				
7.	*Restaurants, Information Centres, Hotels and other landscaping elements*			
PUBLIC FACILTIES				
8.	*Built Environment (Residential Housing, Commercial Complexes)*			
9.	*Transport Requirements (Wide and well maintained Roads, Vehicles etc.)*			
10.	*Public Essentials (Post Office, Educational Institutions, Health Centres etc.)*			
GOVERNANCE				
11.	*Legislative Framework and Policies*			
12.	*Tourism Development Strategy*			

[Evaluating the influence of the Intangible on the Tangible Cultural Resource – ( ) Direct Influence – ( ) Partially Influence – ( ) No Influence & the classification of the Asset based on its resource structure] (Source: Authors)

Thus, the above Case of Bhopal City Core and its analysis, as done, within a Holistic Framework concludes that each Intangible Resource *(as mentioned in Table 5)* is either a Social, Cultural, Economic or a Legal Asset to the City and its Tangible Resource. This helps safeguard the interdependency between the resources and its better appreciation as a source of identity, creativity and diversity (Bouchenaki, 2007).

V. CONCLUSION

The value of monuments and artefacts extend beyond the significance of Heritage Sites. They relate the Physical and Non – Physical Aspects of Heritage which are to be seen within a broad perspective. In the case of Bhopal City Core, haphazard Organic Urban Growth has completely neglected the historical character of the City. Dynamic growth of the city and its parts reflect bottlenecks to its authentic history and heritage value. Neglected Monuments and Gates stand testimony to the dying heritage to this city of "Begum*s*". Recently, the City Core has been characterised for its Ruins, Haphazard Growth, Narrow Streets, Dilapidated Housing, etc. In order to preserve the remains of these marvellous creations, Planning of the Area needs to be carried out in a way to ensure balance between the Old and the New Parts of the City.

The Core Area has Poor Coordination between the Intangible and Tangible Cultural Heritage Resource. Hence, a *Holistic Two Fold Approach* is ideal to incorporating Future Planning of the city to its Heritage which plays an integral part of the overall process of *Appropriate Development*.

Therefore, carrying out *Appropriate Development* in the above specified contexts, would help build an area which creates Harmony between the Former as well as the Contemporary Elements of the city.

VI. ACKNOWLEDGEMENT

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