

# COMPREHENSIVE CONSERVATION MANAGEMENT PLAN

# REDFORT, DELHI

# **VOLUME I**



A collaborative project of ASI and CRCI

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CONSERVATION TERMS USED IN THE DOCUMENT

In the absence of definitions of frequently used conservation terminology in any

legislation or their supporting documents in India, the following terms have been

used to explain predominant heritage conservation and management concepts

proposed in the Comprehensive Conservation Management Plan for the Red Fort.

These have been sourced from internationally recognized documents of UNESCO

and ICOMOS.

Adaption

Reference: Burra Charter, 1.9, 1.10; New Zealand Charter 22.

Adaption means 'modifying a place to suit proposed compatible uses'.

Compatible Use

Reference: Burra Charter, 1.10

Compatible use means 'a use which involves no change to the culturally significant fabric, changes which

are substantially reversible, or changes which require a minimal impact'.

Conservation

Reference: Burra Charter, 1.4; New Zealand Charter, 22.

Conservation means 'all the processes of looking after a place so as to retain its cultural significance. It

includes maintenance and may according to circumstance include preservation, restoration, reconstruction, and

adaption and will be commonly a combination of more than one of these'.

Reference: Washington Charter, preamble 4

The Conservation of historic towns means 'those steps necessary for their protection, restoration, as

well as their development and harmonious adaption to contemporary life.'

Reference Education Guidelines 3.

The objective of conservation is to prolong the life of cultural heritage and, if possible, to clarify the artistic

and historical messages therein without the loss of authenticity and meaning'.

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Cultural Heritage

Reference: UNESCO, Draft medium term plan, 1989.

'Cultural heritage may be defined as the entire corpus of material signs – either artistic or symbolic – handed

on by the past to each culture and, therefore, to the whole humankind. As a constituent part of the

affirmation and enrichment of cultural identities, as a legacy belonging to all humankind, the cultural heritage

gives each particular place its recognizable features and is the storehouse of human experience'.

Cultural Heritage Impact Assessment (CHIA)

Reference: International Network for Cultural Diversity - Cultural Impact Assessment

Project

It is defined as "a process of identifying, predicting, evaluating and communicating the probable effects of a current or proposed development policy or action on the cultural life, institutions and resources of communities, then integrating the findings and conclusions into

the planning and decision making process, with a view to mitigating adverse impacts and

enhancing positive outcomes

**Enhancement** 

Reference: Appleton Charter, C.

Enhancement; The activities of removal or addition are characteristic of measures of enhancement of the

heritage resources'.

Heritage

Reference: Deschambault Declaration, 1982.

Heritage is defined as 'the combined creations and the products of nature and of man, in their entirety,

that make up the environment in which we live in time and space. Heritage is environment in which we live in

time and space. Heritage is a reality, a possession of the community, and a rich inheritance that may be

passed on, which invites our recognition and our participation'.

Interpretation

Reference: ICOMOS Ename Charter 10-April-2007

The full range of potential activities intended to heighten public awareness and enhance understanding of

cultural heritage site. These can include print and electronic publications, public lectures, on-site and directly

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related off-site installations, educational programmes, community activities, and ongoing research, training,

and evaluation of the interpretation process itself'.

Presentation

Reference: ICOMOS Ename Charter 10-April-2007

Denotes the carefully planned communication of interpretive content through the arrangement of interpretive

information, physical access, and interpretive infrastructure at a cultural heritage site. It can be conveyed

through a variety of technical means, including, yet not requiring, such elements as information panels,

museum-type displays, formalized walking tours, lectures and guided tours, and multimedia applications and

websites'.

Preservation

Reference Burra Charter 1.6, New Zealand Charter 22.

Preservation is the action taken to maintain, 'the fabric of a place in its existing state' and to retard

deterioration.

Reference: Appleton Charter, B.

Preservation is the 'retention of the existing form, material and integrity of site'.

Reconstruction

Reference: Burra Chater, 1.8; New Zealand Charter 22.

Reconstruction means 'returning a place as nearly as possible to a known earlier state and is

distinguished by the introduction of materials (new and old) into the fabric.'

Rehabilitation

Reference: Appleton Charter, B

Rehabilitation means 'returning the existing fabric of a place to a known earlier state by removing

accretions or by reassembling existing components without the introduction of new materials.'

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Restoration

Reference: Burra Charter 1.7; New Zealand Charter 22.

Restoration means, 'returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new materials'

**Re-Use** (see Adaption)

Revitalization

Reference: Convention concerning the Protection of the World Cultural and Natural Heritage, UNESCO 1972

To give heritage a function in the life of the community, to bring it into prominence and to integrate the protection of that heritage into comprehensive planning programmes

Safeguarding

Reference: UNESCO Nairobi Recommendations, 1c.

'Safeguarding shall be taken to mean the identification, protection, conservation, restoration, renovation, maintenance and revitalization of historic or traditional areas and their environment'.

Stabilization

Reference: Burra Charter, 12

Stabilization 'is a process which helps keep the fabric intact and in a fixed position'.

Appleton Charter, B; New Zealand Charter 22.

Stbilisation 'is a periodic activity to halt deterioration and to put the existing form and materials of a site into a state of equilibrium, with minimal change'.

Sustainable development

Reference: World commission on environment and development, 1987.

Sustainable development is that which 'meets the needs of the present without compromising the ability of future generation to meet their own needs'.

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# Threshold of acceptable change:

It refers to a point that indicates changes that result in an unacceptable condition impacting the significance of the cultural heritage asset, from the point of view of ecological, architectural, archaeological, historical, cultural and social perspective. Such a threshold maybe determined by indicators such as condition of built fabric, loss or alteration of architectural features, use of unauthentic and incompatible materials, work processes and techniques for archaeological excavations, comodification of cultural practices, inappropriate and culturally insensitive uses etc.

# **Executive Summary**

The Red Fort complex is significant for its historic associations, architecture, site planning and archaeological remains. The complex comprises the Red Fort which was built in 1639 and Salimgarh fort which pre-dates it by about a century. The Red Fort was built by Mughal Emperor Shah Jahan who is recognized as the greatest Mughal builder and patron of the arts.



The Red Fort complex evolved through the reigns of Mughal kings till the uprising of 1857. Its significance as a national icon derives from the association of the Red Fort with the uprising. Following British occupation the site saw extensive demolitions and building activity which transformed it forever. This marked the start of 150 years of change which has brought us to see the Fort as we see it today. Meanwhile, major growth and transformation has occurred in the cityscape as well.

Many Mughal buildings and pavilions exist along the eastern edge of the Fort precinct. This edge is the most picturesque view of the Red Fort and has remained almost unaltered since the Fort was built. The ramparts along all the other edges, though homogenous, are in the original form. A distinct historic layer of colonial buildings represents in an overpowering manner the British domination of India. It is on the ramparts of the Red Fort that the Indian national flag was unfurled on 15 th August 1947 when India attained independence. This continuous narrative makes the Red Fort one of the most unique historic sites in the country.

The historic fabric of the Fort complex resonates with a continuous narrative of 350 years within which are many discontinuous narratives.







From top:

Plate 0.1: Red Fort from the Jama Masjid, 1850s; Oriental and India Office Collection

Plate 0.2: Delhi Gate; CRCI

Plate 0.3: Colonial barrack of 1860s and modern structures in the foreground; CRCI

#### 2: Current Scenario

In 1914 a large area within the Red Fort was designated as 'Archaeological Area' by the British Indian Government. This area comprised most of the Mughal buildings and remnants of gardens. The remaining part of the Fort was in the possession of the Army. Post 1947, the designated area continued to be protected by the ASI while the area under the Army came into the possession of the Indian Army. The Army vacated the Fort precinct only in 2003, where-after this area too came under the jurisdiction of the ASI.

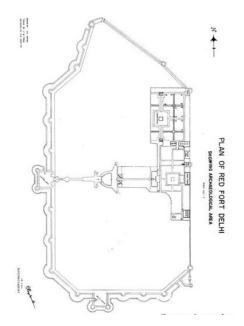
# i: Management

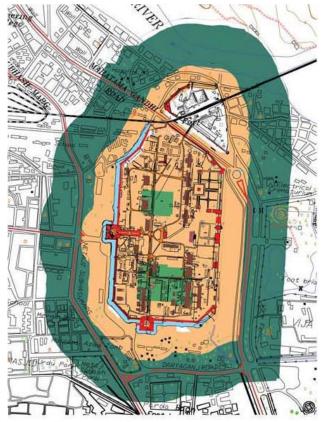
The Fort is owned by the Government of India and is in the possession of the Archaeological Survey of India. While the Mughal buildings are protected under the Ancient Monuments and Archaeological Sites and Remains Act, 1958 (AMASR Act) the colonial buildings are not. The Government of India, by Order No. S.O. 1764 dated 16 June 1992 (published in the Gazette of India, Part II, Section 3, sub-section (ii) dated 4 July 1992) declared areas up to 100 metres from the protected limits, and beyond up to 200 metres near or adjoining protected monuments to be 'prohibited' and 'regulated' areas respectively for the purpose of various operations such as mining and construction. This notification protects the Red Fort complex and its immediate surrounding areas from building activities that could be detrimental to the historic fabric. In December 2003, the Indian army handed over the areas in it possession to the Ministry of Tourism and Culture to facilitate restoration of the monument.

# ii: State of conservation

The historic buildings within the Red Fort complex are in varying states of conservation. While the Mughal buildings can be said to be in an overall fair state of conservation, the components within them including unique decorative features are in danger of being lost due to various reasons. The colonial buildings, meanwhile, are in a serious state of structural decay. Many of the buildings are suffering from disuse, inappropriate use or lack of maintenance. The historic gardens and open

spaces have been dramatically altered over the centuries and their recovery and conservation would add significant value to the site.



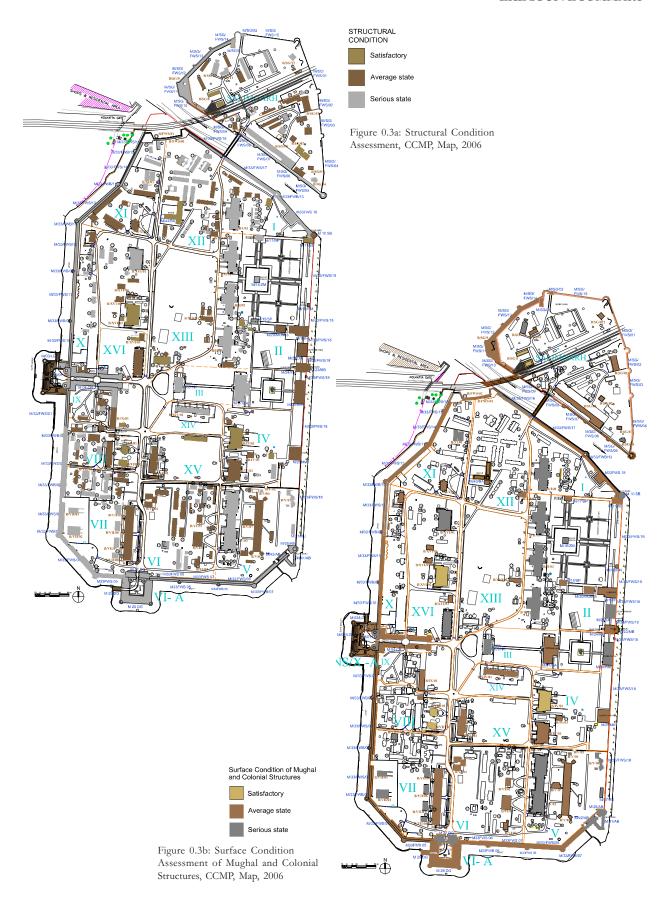


From top:

Figure 0.1: 'Archaeological Area' area that was protected by ASI till 2003; ASI

Figure 0.2: The 300 metre 'regulated' development zone of the Red Fort





Mughal Build				
BLDG NAME	PRESENT NAME	BUILT BY	PERIOD OF CONSTRUCTION	ARCHITECTURAL TYPOLOGY
M/01/LG	Lahori Gate	Shahjahan	1656 AD	Gateway
M/02/LG	Barbican of Lahore Gate	Aurangzeb	1658 – 1707A.D.	Enclosure wall with gateway
M/03/LG	Bridge in front of Lahore Gate, West Entry (Main Entry)	Akbar Shah II	1811 AD	Bridge
M/04/CB	Chhatta Bazaar / Meena Bazaar	Shahjahan	1639- 1648 A.D	Covered Market
M/05/NK	Naubat Khana	Shahjahan	1639- 1648 A.D	Gateway
M/07/DA	Diwan-i-Aam	Shahjahan	1639- 1648 A.D	Pavilion
M/09/RM	Rang Mahal	Shahjahan	1639- 1648 A.D	Pavilion
M/10/SB	Shah Burj	Shahjahan	1639- 1648 A.D	Burj ( Tower)
M/11/SB	Pavilion at Southern end of Shah Burj	Aurangzeb	1658-1707 AD	Pavilion
M/15/SP	Sawan Pavilion	Shahjahan	1639- 1648 A.D	Pavilion
M/16/ZM	Zafar Mahal	Bahadur Shah Zafar	1842 A.D	Pavilion
M/17/BP	Bhadon Pavilion	Shahjahan	1639- 1648 A.D	Pavilion
M/18/HM	Hira Mahal	Bahadur Shah Zafar	1844 A.D	Pavilion
M/19/H	Hammam	Shahjahan	1639- 1648 A.D	Bath Rooms and Pleasure Rooms
M/20/MOM	Moti Masjid	Aurangzeb	1639- 1648 A.D	Mosque (Prayer hall)
M/21/DK	Diwan-i-Khas	Shahjahan	1639- 1648 A.D	Pavilion
M/23/MB	Musamman Burj	Shahjahan	1639- 1648 A.D	Pavilion
M/24/KM	Khas Mahal	Shahjahan	1639- 1648 A.D	Pavilion
M/25/MM	Mumtaz Mahal	Shahjahan	1639- 1648 A.D	Pavilion
M/26/AB	Asad burj / Lion's tower	Shahjahan	1639- 1648 A.D	Tower / burj
M/27/DG	Delhi Gate	Shahjahan	1639- 1648 A.D	Gateway
M/28/DG	Barbican Delhi Gate	Aurangzeb	Not Available	Enclosure wall with gateway
M/29/DG	Bridge in front of Delhi Gate	No	ot Available	Bridge
M/33/FWS/01-18	Fort wall segments	Shahjahan	1639- 1648 A.D	Fortification wall
M/41/AB	Asad Burj Water Gate	Aurangzeb	Not Available	Water Gate
M/42/AB	Asad Burj Baoli	Shahjahan	1639- 1648 A.D	Stepped well/Baoli
M/43/BA	Afghani Baoli	Unknown	Pre Mughal	Stepped well/Baoli
M/SG/FWS/01-1	5 Salimgarh fort wall segments	Islam Shah Sur/ Salim Shah	A.D 1545-1554	Fortification wall

#### iii: Stakeholders

The Red Fort complex presents an amalgam of modern and traditional cultures. Thus the range of stakeholders is wide and varied. The complex houses an active market in the Mughal period bazaar building known as the Chatta Bazaar. Thousands of national and international visitors visit the site daily. The needs of the site and the visitors lead to the involvement of civic authorities, security agencies, tourism service providers, etc. This daily use and other uses due to its iconic status (such as Independence Day and Republic Day celebrations) creates great challenges for the site management including risk preparedness and service provisions.

#### 3: The CCMP

The Comprehensive Conservation Management Plan (CCMP) has been prepared under a Supreme Court directive. It is the result of a collaborative effort of the Archaeological Survey of India (ASI) and the Cultural Resource Conservation Initiative (CRCI). The process has been an extremely interactive one wherein the archival research on the archaeology of the site, total station survey of the buffer area, inventories of the vegetation within the site and archaeological and material investigations was undertaken by ASI; archival research on the history of the site and its components, survey, documentation and analysis was done by CRCI. The conservation plan and the implementation framework was prepared by CRCI.

In the absence of definitions of relevant terminologies of cultural heritage conservation in the AMSRA Act and rules made thereunder, the terms as defined in the charters of UNESCO and ICOMOS (International Council of Monuments and Sites) have been used in the CCMP.

The principal purpose of the CCMP was to develop a conservation plan and to establish the overarching strategy and long-term framework for management based on an assessment of the significance of the site. The objectives of the CCMP were to:

- 1 Develop a framework for long-term decisionmaking on the conservation and enhancement of the cultural heritage value of the site and its environs by the agencies and individuals responsible for its implementation.
- 2 Interpret the outstanding universal value of the site to increase public awareness and appreciation of the site
- 3 Outline a sustainable approach for future management of the site which balances conservation of the built fabric and the open spaces, visitor access and the needs and concerns of the stakeholders and site management.
- 4 Identify the economic and cultural benefits that the site can derive through the recognition of its significance, and work with the stakeholders and the site management to maximize these benefits, without damaging the heritage resource.
- 5 Develop a prioritized programme of action for the conservation and improvement of the site for all stakeholders and site managers.

#### i: Process

The plan is a joint effort of a multidisciplinary team comprising architects, surveyors, conservation architects, conservation landscape architects, art conservators, historians, material scientists, civil engineers, structural engineers, public health engineers, electrical engineers, urban planners, urban designers, and industrial and exhibition designers. Inputs on the consultative draft were also sought from archaeologists, site interpretations and risk management specialists.

The planning process was undertaken in close interaction with various departments and agencies which operate from within the Fort and are responsible for its management. Primary data was collected through intensive and extensive surveys and interviews.

The first step in planning process was identification of all the built and open spaces in a systematic manner. A mid-19th century map (Ehlers and Krafft, 1993) and current map of 2006 was used for this purpose. Information collected from both archival sources and through fieldwork was compiled into two inventories: one for the historic built fabric and the other for the open spaces. The database of the historic buildings is called the 'Historic Building Information System' (HBIS) while that of open spaces is called the 'Open Space Inventory' (OSI). The aim of this comprehensive survey was to ensure that the conservation plan evolved in a scientific manner.



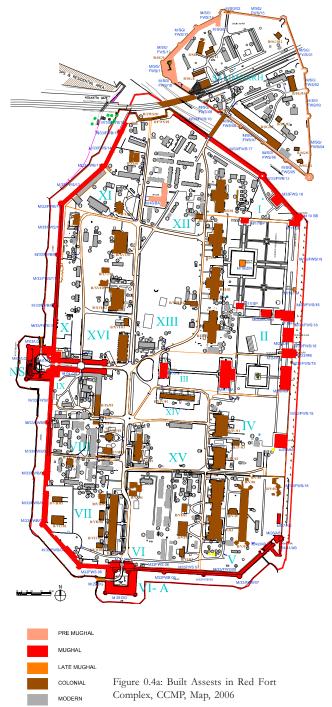
Plate 0.4: Red Fort Map 1850; source Shahjahanabad/ Old Delhi, Tradition and colonial Change; Ehlers, Eckart and Thomas Kraft, 1993.

The conservation plan is based on an evaluation of the significance of the buildings and open spaces, their condition and several other factors which are incorporated in the inventory form. Based on this information, each component of the site was assessed for its significance (historic, associational, architectural, artistic, educational, locational) and conservation intervention determined in terms of 'retain', 'restore', 'recover' or 'reconstruct'.

For the purposes of survey, documentation and organization of information, the Red Fort has been divided into 16 precincts. The buildings and structures are approximately 500 in number and falls into three time periods: Mughal (43) (1638-1856), colonial (64) (1857-1947) and modern (360) (1948-2004). There are 27 open spaces and gardens of the Mughal period which were completely transformed during the colonial period.

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Comprehensive Conservation Management Plan, RED FORT, DELHI
A collaborative project of ASI and CRCI

# ii. Conservation and management plan

The plan details the conservation of historic buildings, decorative features and landscapes in accordance with the best conservation practices. In addition to conservation work, this holistic plan focuses on site revitalization, site interpretation and educational outreach, upgradation of engineering services, and the development of the buffer zone and the historic precinct.

It is proposed that the CCMP be implemented in three phases, short term (0-2 years), medium term (3-7 years), and long term (8-10 years).

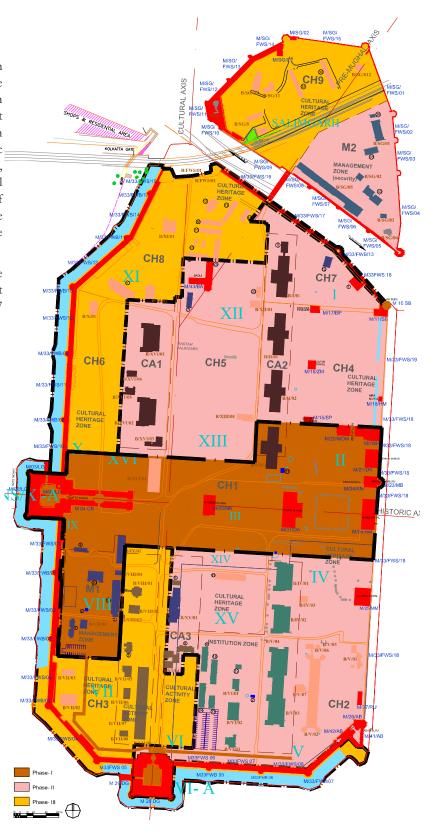


Figure 0.4c: Proposed Phasing Plan CCMP, 2006

The proposed conservation and revitalization plan focuses on both the macro (large-scale buildings and landscapes) and micro built environment (decorative features).

Many Mughal structures were destroyed during the colonial period and new structures were constructed. The conservation plan proposes retrieval of the footprint and spatial boundaries of the historic 1850 plan. This requires excavations in selective areas that are thought to contain the remains of foundations and plinths of the arcades and walls from Mughal period structures. The undisturbed areas have been classified as 'high potential' archaeological areas, while built-over areas have been classified as 'disturbed' archaeological areas.



Lahori Darwazah II. Chhatta Chowk III. Bagichah IV. V. Zinat mahal area Boli VI. Rstah Salimgarh VII. Bagichah VIII. Makn Bdshah area IX. Bgichah Jahngir X. Hayt Baksh bagh XI. Mahtb bagh XII. Chhobi masjid area XIII. Naqqr Khana forecourt XIV. Chowk Diwn e m XV. Diwn e Khs forecourt XVI. Rang Mahal forecourt XVII. Chhota Rang Mahal XVIII. Seraglio area XIX. Masjid bagichah XX. Baradari area XXI. Nazrat bagichah XXII. Courtyard garden XXIII. Chndni Mahal bagh XXIV. Jahn Khru bagh XXV. Bagichah XXVI. Bazaar Dilli Darwazah

Dihli Darwazah

Figure 0.4d: Open Spaces in the Red Fort, CCMP Map 2006 overlaid on 1850 Map

XXVII.

The revitalization plan for the Fort complex has been conceptualized on the basis of four zones:

- 1. Cultural heritage zone
- 2. Cultural activity zone
- 3. Institutional zone
- 4. Site management zone

The zones are not delineated by boundaries or edges. The use and activity for each zone has been determined after considering the value, condition, levels of acceptable change and the potential for reuse. Issues of accessibility and proximity of parking facilities have been the other criteria.

An assessment of engineering services, both historic and contemporary, of public health and sanitation, irrigation, drainage and electrical systems were made. Recommendations for their improvement or augmentation, as the case may be, are based on projected needs (technical and cultural) and uses of the site. Special care has been taken to provide for discreet vehicular movement through out the site for the purpose of universal accessibility, emergency and site maintenance.

The Comprehensive Conservation Management Plan (CCMP) is not an end in itself. Its effective and meaningful implementation is contingent on the ongoing support and participation of many organizations and individuals, and commitment of resources. The Archaeological Survey of India (ASI) is the nodal agency responsible for taking the plan to its fruition. The successful implementation of the CCMP requires ASI to play the key role in the process

#### 4: Implementation of the CCMP

The CCMP recognizes the importance of the wide range of mechanisms, both statutory and non-statutory, which already exist to protect and manage the site and its immediate environs. The plan emphasizes the need for an integrated statutory conservation and development framework at the national, regional and local levels to protect the outstanding universal value of the site and guide development in the setting.

It is recommended that a two tier system be setup for the implementation of the CCMP; 'CCMP Consultative Committee' (chaired by the Director General of the ASI and comprising members of the relevant organizations) and a 'World Heritage Site Office/ Cell' (to be located within the Delhi Circle of the ASI in the Red Fort). The CCMP Consultative Committee should advice on the implementation of the plan, monitor its progress and establish systems for coordinated management and action. The World Heritage Site Office should ensure interdepartmental coordination and implementation of the action plans in the manner prescribed in the CCMP.

A Technical Unit is recommended to be constituted, that shall comprise of a multidisciplinary team of experts from various fields responsible for conservation of cultural resources in India including conservation specialists, historians, educators, designers, community representatives and others. This unit shall play the role of an advisory body to the CCMP Consultative Committee. Any proposal in the buffer zone of Red Fort World Heritage Site, must be first examined by the Technical Unit and based on their feedback/ comments, the required directions shall be given by the CCMP Consultative Committee. Additionally the Technical Unit shall advice the implementation unit, of the ASI, for the CCMP, on various matters related to the conservation, revitalization and aspects related to site interpretation and educational outreach.

The CCMP Consultative Committee will play a major role in generating among stakeholders a sense of ownership of, and support for, the objectives of the CCMP. These stakeholders include, amongst others the ASI, PWD, MCD, DDA, Indian Railways, elected leaders from the area at the national, state and local levels, visitors and the local community living and working in the environs of the Fort complex.

The objectives of the plan can be realized through a wide range of projects. The plan suggests programmes of action and priorities. Target dates for implementation of each are set over three phases; short term (0-2 years), medium term (3-7 years) and long term (8-10 years). The process is envisaged to be a cyclical one, wherein the findings and learnings of one phase would enrich the works in other areas and phases.

The operational and management framework for the implementation of the CCMP is recommended to include:

- i Appointment of project coordinator (Site Manager)
- ii Preparation of an annual work programme
- iii Coordination of the annual work programme
- iv Establishment of monitoring procedures and guidelines
- v. Review of the annual work programme
- vi. Monitoring of the state of conservation of the historic fabric
- vii. Developing mechanisms for reviewing and updating the CCMP
- viii Explore funding options
- ix Promotion and advocacy
- x. Risk management and monitoring limits of acceptable change
- xi. Channellizing and mobilizing resources

#### 5: Approval and Endorsement of the CCMP

In May 2007, the final draft of the CCMP was presented to the ASI. The document was closely examined by the various specialists in ASI including archaeologists, material conservators, conservation architects and site managers in the Delhi circle. Suggestions made by ASI were subsequently incorporated in the CCMP. This revised CCMP document was subsequently sent in April 2008, for comments and suggestions, to all the members of the 'technical expert committee' which had been appointed under the directive of the honorable Supreme court. Comments and suggestions received from the various members in July 2008 and in the subsequent meetings have been incorporated in the present document. The suggestions received from the committee members have been annexed to this document (see Annexure 2).

It would be prudent to mention at this juncture that though the CCMP is a comprehensive document, and is based on detailed research, documentation and analysis of the findings by a multi disciplinary team leading to recommendations for conservation, revitalization, site interpretation. Many more findings would emerge in the course of the project detailing, explorations and implementation; these findings would enrich the next steps as what has been explained earlier as a cyclical process. The CCMP provides the guidelines and directions for all conservation, revitalization, site interpretation and management of the site.

The proposals in the CCMP may require revisions based on the new findings within the proposed overall framework. Hence it is recommended that the proposals highlighted in the CCMP may be appropriately revised at the time of implementation, based on the guidelines provided by the CCMP.

