

Role of Public Sector and Public Private Partnership in Heritage Management: A Comparative Study of Safdarjung Tomb and Humayun Tomb

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Abstract *Heritage cultural tourism is a large and fast-growing tourism product. United Nations World Tourism Organisation (UNWTO) has calculated that it represents 35%-40% of all tourism activities worldwide and is growing at a rate of 15% per annum. Globally more than half of all journeys have some or the other connection to living and built heritage. Therefore, it is of utmost importance for the industry players to save these sites from deterioration and the negative impacts, resulting specially from frequent tourist visits. This paper is a comparative study of the role of Public Sector and Public Private Partnership in India for heritage management. For the purpose of this study, researchers have concentrated on two popular Heritage sites of Delhi- Humayun Tomb and Safdarjung Tomb. Four parameters were identified - Heritage conservation, Tourist Arrival, Visitor Interpretation, and Funding that is received through various government organizations and private players. This paper is descriptive, and qualitative research based on case studies involving comparisons. The qualitative data is further supported by information collected through in depth interviews with various stake holders viz. ASI Delhi Circle, Aga Khan Trust for Culture, Travel agents/operators, tourist guides along with the feedback of Tour & Travel Agents/Escorts. Primary data was also collected from tourists visiting these two sites. This paper proposes to understand which of the two models works best for promoting Heritage Tourism in India.*

Keywords: *Heritage Sites, Conservation, Public Sector, Public Private Partnerships, Heritage Tourism*

INTRODUCTION

Heritage is continuously recapitulated and reformulated story that people tell about their ancestors and bygone eras which holds a memory of their culture and traditions. (Shackley, 2006), defines Heritage and Culture to be the manifestations of the bygone eras associating us with our rich, unique, diverse culture of our past. This past is an inherent attribute of a society or even an individual and as termed by (ICOMOS, 1999), is a dynamic and positive instrument for growth and change. This change has formed a way of life in the present times and has laid the foundation for future growth of mankind. Every human has an urge to find their roots and as a result exploring heritage and culture is fast becoming the realms of today's traveller incentive.

Among all attractions the most admired are the heritage destinations as heritage associates people with their past and helps draw meaning to their present and future lives. This fact also highlighted by (Dallen.J.Timothy, 2011) that globally more than half of all journeys have some or the other connection to living and built heritage. As a result, there is likely to be some element of heritage and culture to almost every journey taken these days.

In present age tourism industry is undergoing radical change as a result of the dynamism influencing the industry, primarily due to the role of IT and access to information. Boniface, 2009 observes that tourism today covers the entire globe where every location has the potential for recognition and every aspect is moving towards fresh and vibrant

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approach to satisfy the people related to the industry- be it the government or the private players or the host population or the visitors. The change is intended for better amenities and enhanced attractions as a result of growing awareness and competition at the global level. Many of these sites have withstood the onslaught of time, natural hazards, different forms of vandalism, and increased pressure of fulfilling public and nation demands of visitation. As quoted in (NICMAR Journal, 2014), there is an urgent need, attention and effort required to restore these sites to their former glory. Hence, it is of utmost importance for the industry players to save these sites from deterioration and the negative impacts resulting from frequent visits. Government and many other international forums like UNESCO, ICOMOS and UNWTO are seen as the primary guardian of world's heritage. However, most governments face significant challenges in their efforts to conserve and manage their cultural heritage assets and only few have the necessary resources especially money and skills, a fact also highlighted by (Fox, Brakarz, Cruz 2005) in his study. To achieve the required conservation goals, at present the private sectors are increasingly getting involved by assisting the public sector for preservation of heritage which was sometime back, totally the responsibility of the government institutions. (Amita Baig, 2011), the India representative to the World Monuments Fund Private parties, also believes that an enormous amount is required to save heritage and these restorations can turn out to be huge economic drivers. (Dallen.J.Timothy, 2011), also emphasis the acceptance of involvement of multiple players across the public, private and nongovernment sectors to initiate and carry out conservation and sustainability of the place. To retain these assets for future generations, the combined efforts of entire industry private and nongovernment sectors are required, and Public Private Partnerships is the recent trend introduced in tourism arena.

PUBLIC PRIVATE PARTNERSHIPS (PPPs)

Public private partnerships began to be used for heritage conservation in the late 1960s globally as a means for governments to manage the rising costs and errands of services to preserve the heritage sites specifically in most of the European countries. In UK, projects involving PPP in heritage components remained profitable even during periods of economic downturn spurring more interest in the historic building development market. (NCPMP, 2010), defines Public-private partnerships as contractual agreements between a public agency (federal, state or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service

and/or facility. These partnerships are context-specific and are tailored to meet the needs of the specific partners and produce the desired outcomes for example to cope with post-earthquake disasters in Yogyakarta (May 2006), in Indonesia and at Christchurch (June 2010& February 2011), the governments in both instances adopted PPP projects for the post-disaster management of heritage cities. Also Pingyao a UNESCO World Heritage Site in Shanxi Province, China underwent development and economic pressure brought about by the rapid growth of tourism and hence resulted in a PPP (Ridizain, 2014) between Pingyao country Government and Global Heritage Fund, (a private US based charity organization)for comprehensive and systematic conservation and protection of the site.

In Indian context Public-Private Partnership is a recent phenomenon and relatively new method of investing in built heritage preservation, fulfilling the broader criteria of preservation of attraction. For Example the project of an eighteenth century, 325 metre-long tunnel connecting Amber Palace and Jaigarh Fort, two major attractions in Rajasthan's capital city, has been undertaken in the public-private partnership (PPP) mode (IANS, 2012). The path along the tunnel has been made motorable and battery operated golf carts will be operated to facilitate the tourists to reach Jaigarh and eventually will enhance the tourist footfall. Also at Hampi in Karnataka the PPP concept has been introduced in 2002 to undertake conservation of monuments at the investment ratio of 40:40:20 (Government: Private: Public) and the venture has been a great success. The private sector usually provides capital or fundraising skills, technical expertise and efficient delivery. PPP projects are based on long term concession agreements which specify outputs such as quality of service and performance standards that have a direct bearing on users of such projects as stated by (www.infrastructure.gov.in). Though these private players are sometimes viewed with skepticism as their main motive surrounds around profit making but government to achieve quality conservation outcomes has to involve them for their expertise, skills and funding. As conservation architect Divya Gupta, (INTACH, 2014), contends that PPPs can be successful only if they are based on forging a partnership and not just generating funds. The private sector's motivation for engaging in public private partnerships may be primarily profit, but may also include the potential to meet socially responsible corporate business. Hence, government has set up organizations like the National Culture Fund (NCF) in 1996 to facilitate more PPP in conservation of monuments.

The popular workable models applied globally: Various models and agreements of ownership between the public, private or third sectors falls under different arrangements which includes the ownership, financing and operation of the site are listed as follows:

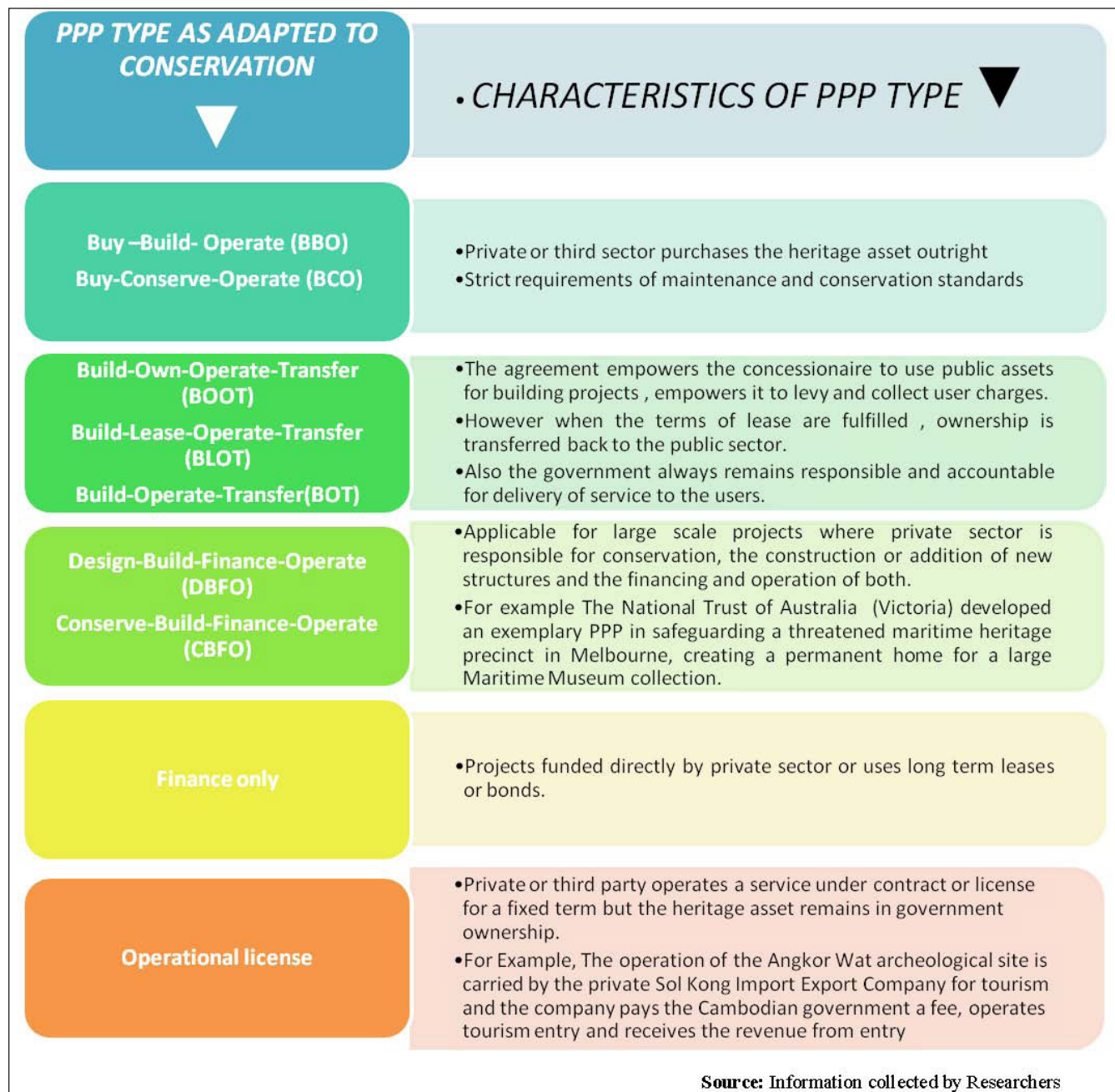


Illustration 1: Defining Popular PPP Models

It is, therefore, necessary to create a well-defined institutional structure that oversees contract performance effectively. For this purpose, the requirements of monitoring and enforcement of the contract terms need to be fully understood and addressed in respect of each concession agreement. Evolving a comprehensive model with private partner-led management of an entire heritage property has not been easy, as observed by (Sandeep Verma, UIAI, 2007) as according to him most proposals have not been able to address the concerns regarding site-capture and commercialization of the sites. Therefore a better understanding of private public

partnership globally and in India is required to reap maximum benefits from the associations. It is recognized by (Yeoman, 2007) that conservation actions through such associations need to be embedded within social, environmental and economic development strategies to bring out the positive outcomes.

OBJECTIVES OF STUDY

For the present paper two popular Mughal Tombs in the City of Delhi were selected - Safdarjung tomb (Included

as protected monument under “Ancient & Historical & Archeological sites & remains act, 1951) and Humayun tomb (declared UN World Heritage Site in 1993). These two sites were chosen since they are both in the city of Delhi and have similar inflow of tourists visiting the city and therefore the parameter of visitors’ accessibility based on the destination could be fulfilled. At the same time both are tombs from Mughal period wherein one i.e. Safdarjung Tomb is being managed by Public Sector (ASI) while the other, Humayun Tomb, is being managed by Public Private Partnership (Aga Khan Trust along with ASI). A comparative study of these two heritage sites was therefore found to be appropriate.

Keeping in view the literature review on various projects and case studies where Public Private Partnership has been implemented, the objectives of the paper were to:

- Study and compare the heritage site performance on four parameters - Heritage conservation, Tourist Arrival, Visitor Interpretation, Funds received through various government and private organizations.
- Examine which model works better for Heritage sites for the purpose of promoting conservation and Heritage Tourism.

RESEARCH METHODOLOGY

The Research Methodology is descriptive and qualitative research based involving comparisons to understand relationship between conservation and preservation of the historic sites. The primary data has been collected from visitors visiting the respective sites through a questionnaire to find out the satisfaction level of tourists regarding the amenities at the sites both infrastructural and basic. Also the visitors were questioned on the visitor’s interpretation availability at the sites. The primary data were also collected through in-depth interviews with various stakeholders – like ASI, AKTC, Travel Agents, Tour Operators and Tourist Escorts / Guides. Secondary data was collected from Ministry of tourism to find the visitor footfall at both the sites over the years.

Research Analysis

Research Analysis was undertaken on both the primary as well as secondary data. The Analysis done on the basis of four parameters for both the Sites –

Heritage Conservation:

Heritage conservation is the primary aim of any agency looking after the heritage sites. Preservation, Conservation and at times Restoration becomes necessary to maintain the Heritage sites. The steps taken for Heritage conservation play the most important role in Heritage tourism promotion.

(a) Heritage face - lift at Safdarjung tomb -

The Safdarjung tomb was built in about 1754 by Shuja’u’d-Daula, Safdar Jang’s son. The Tomb, is a spectacular example of the Charbagh pattern of Mughal gardens and is the last example of the pattern which began with Humayun’s tomb, and hence has been described as ‘the last flicker in the lamp’ of Mughal architecture at Delhi. The site was included as protected monument under the “Ancient & historical monuments & Archeological sites & Remains act” of 1951.

Steps have been taken by Archaeological Survey of India (ASI) and other civic agencies to restore the beauty and facelift of around 46 monuments which include the main tomb, entrance gateway, enclosure wall, Moti Mahal and Jangli Mahal in the complex as follows:

- The restoration work is being carried out by using traditional methods where a mixture of lime and several indigenous ingredients like urad dal, the juice of bel and tobacco, jaggery and gum from the acacia tree is being used for coating and plastering.
- Surkhi, made by the powdering bricks, badarpur sand and stones like Delhi Quartz are being used for reinforcing and restoring the walls.
- The surroundings have been beautified. Revitalisation of the garden and environmental development area in front of the tomb has been done.
- Archaeological Survey of India has bared the buried drainage system next to the southern fountain that will help them restart these. New pathways are also being laid around the fountains in lime concrete.
- Missing railings have been replaced on the main plinth and plaster work in the mausoleum facade and jaali windows have been installed as to prevent birds from going inside the tomb and polluting the area.
- ASI in collaboration with India Tourism Development Corporation (ITDC) has illuminated the heritage building with special energy-efficient lighting technique and plans are also on the anvil to promote musical nights at Safdarjung tomb.

(b) Heritage Conservation at Humayun Tomb

Humayun’s widow Hamida Banu Begam, commenced the construction of his tomb in 1569, fourteen years after his death. It is the first distinct example of proper Mughal style, which was inspired by Persian architecture. The site was declared World Heritage Site in 1993.

Before the restoration work, vandalism and illegal encroachments were rampant at the site of the tomb, Dingy stalls had been put up known as the bazari, and heavy vehicles were allowed to be parked illegally in these open spaces. On the Nila Gumbad thousands of ‘slum dwellers’ were kept to serve as ‘bonded voters’ during elections. The

environment of the Dargah of Hazrat Nizamuddin Auliya had also been ruthlessly degraded and the holy tank had become a messy cesspool.

Restoration work by the Aga Khan Trust for Culture (AKTC), in collaboration with Archaeological Survey of India (ASI), began around 1999 after research work, which started in 1997, and was completed in March 2003. The major developments included:-

- Around 12 hectares of lawns were replanted, and over 2500 trees and plants, including mango, lemon, neem, hibiscus and jasmine cuttings, were planted in the gardens.
- Installation of a new water circulation system for the walkway channels was also undertaken. This enabled water to flow through the watercourses in the gardens, and dormant fountains to start functioning once again.
- Rain water harvesting system was set up and desalting and revitalizing old wells that were discovered during the restoration work was carried out.
- The stalls and other intrusions were removed and the monuments and green spaces restored. Elegant gardens now surround the monuments, adding to their dignity and grace. When illuminated at night, the monument looks truly magnificent.
- The manual work used hand-tools, removed from the roof a thick layer of cement concrete that had been exerting pressure of about 1,102 tons on the structure and accumulated thickness of about 40 cm. This has now been replaced with a traditional lime-based roof layer.
- The initiative broadened the scope of the conservation project significantly, incorporating Humayun's Tomb, the Nizamuddin Dargah, the Sundar Nursery, some 30

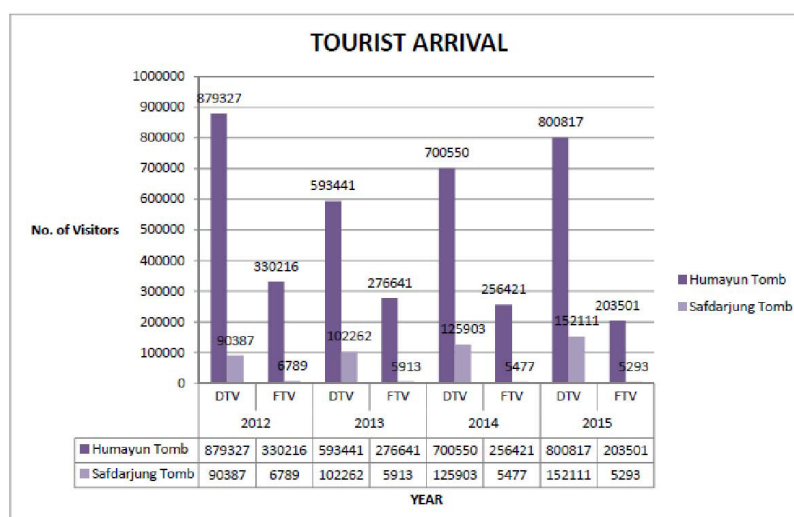
monuments and an extensive landscaping programme that resulted in the creation of a city park.

- The project also incorporated significant quality of life improvements for the residents of the surrounding Hazrat Nizamuddin Basti. Master craftsmen spent some 200,000 work days on the project. Restoring Humayun's Tomb to the original design of its Mughal builders required removing a million kilograms of concrete and thousands of square metres of cement. The project's craft-based approach to conservation. . The resident communities of Hazrat Nizamuddin Basti are now benefiting from improved urban infrastructure in health, education, water and sanitation.
- Musical nights are organized in the open air amphitheatres on regular basis.
- The Delhi Government's construction plans in 2006/2007 to build a new tunnel to connect East Delhi to Jawaharlal Nehru Stadium, to widen the roads near the tomb for the 2010 Commonwealth Games to connect National Highway-24 with Lodhi Road, posed a serious threat to the monument which was eventually halted by Archaeological Survey of India.
- Installation of a visitor interpretation centre-cum-museum at the complex is also in the making.

TOURIST ARRIVAL

The number of visitor to a heritage site is a good parameter of understanding its popularity among the tourists. We can infer that tourists prefer visiting a heritage site that is well preserved, accessible, well promoted and provide necessary amenities. Therefore, the figures related to tourist visits to a site are important as it adds both to the visibility of the site as well as helps in revenue generation. The following table 1.1 gives the visitor arrival at the two sites:

Table 1.1: The Visitor Arrival at Humayun Tomb & Safdarjung Tomb



Source: Ministry of Tourism, GOI

The data collected from ASI, Delhi circle for four financial years from 2012 – 2015 revealed that the inclination of tourists is more towards Humayun Tomb than Safdarjung Tomb.

The fact acknowledged by His Highness the Aga Khan states *“I would like to thank the Prime Minister for recommending a public-private partnership to conserve heritage like the Humayun’s Tomb which has seen a ten-fold increase in the number of visitors since we began the conservation project nearly a decade ago”*.

Visitor Interpretation

Visitor interpretation in the form of sign boards, interpretation centre, Audio guides, tourist licensed guides, availability of books & brochures are very important for successful heritage tourism activity and satisfied tourists. The visitor interpretation tools and facilities at both the tomb were studied through primary data collection and personal visits.

(a) At Safdarjung Tomb

For interpreting the site, the ASI efforts were mostly limited to providing signage and notice boards and do not have any mechanism for proper distribution of publication material. However, to understand the significant features and importance of the site, services of the site interpreter (guide) are required

The three types of sign ages and notice boards on the monument are:

- Name of the monument
- Protection notice board: Declaring the site as “protected monument” and the rules regarding the prohibited and regulated area.
- Cultural notice board: Describing the history of the monument in Hindi and English.

(b) At Humayun Tomb

An interpretation centre is present at entrance and the publishing material is available on sale in different languages. Also Audio guides are available in popular languages. The sign boards helping tourists in self-guided tours are available and so are the facilities of licensed tourist guides. There is also a proposal to construct interpretation centre-cum-museum for which the construction is already at its full swing.

FUNDING RECEIVED

Heritage preservation and conservation is an expensive affair as it requires specially trained staff in the maintenance of monuments and sites. At the same time, material required for the preservation and conservation work are elusive and

difficult to procure, at times not even available. Therefore, funding is of utmost importance as it provides the much needed financial support for heritage conservation as well as for the infrastructural development needed for tourism activities.

(a) Safdarjung Tomb

Special budget for conservation & preservation is provided by the Ministry of Tourism under the Destination Development Scheme. Under the scheme the illumination plan for the site has been initiated for the monument and edifices that have been illuminated are Bara Khamba, LalDarwaaza, ChhotiGumti, SikriGumti, Feroze Shah Kotla, Khan-e-Khana tomb, Biran-ka-Gumbad, DadiPotikaGumbad and Najaf Khans tomb.

Financial Year	Budget with Ministry of Culture (In Crores)	Budget allocated to ASI (In Crores)
2012-13	1447.00 Cr	493.26 Cr
2013- 14	2062.00 Cr	555.00 Cr
2014- 15	2511.00 Cr	514.79 Cr
2015- 16	2169.00 Cr	657.08 Cr

Source: Press Information Bureau

- The ASI protects roughly 3,500 nationally-significant monuments and state archaeology departments look after another 3,000 (174 present in Delhi alone). The budget allocation considering the number of monuments at hand is very low and due justice cannot be given to carry conservation at all monuments.

(b) HumayunTomb’s funding other than AKTC is co-funded by-

- Sir Dorabji Tata Trust , Ford Foundation ,World Monuments Fund ,The United States Ambassador’s Fund for Cultural Preservation ,Sir Rattan Tata Trust ,The Delhi Urban Heritage Foundation ,Municipal Corporation of Delhi ,Oberoi Hotels Group .
- This was first privately funded collaborative effort under the aegis of the National Cultural Fund (NCF) by the ASI. Funding included a sum of \$650,000 (0.65 million dollars) from the Aga Khan Trust for Culture of His Highness the Aga Khan, with help from the Oberoi Hotels Group. However the total cost spent on the monument is not revealed but more amount of investments are very clear and conspicuous on the site.

RESEARCH FINDINGS

The declining and waning conditions of Heritage sites imposes a challenging task for the authorities to manage these sites. To achieve the desired results, it is important

to incorporate both Heritage Management (Maintenance, preservation, conservation of the monumental building) along with Visitor Management (Satisfactory visit for visitor). (Sites, 1999), focuses that the primary objective of heritage and visitor management is to communicate its significance and develop environmental awareness among host community and the visitors as it would bring with it the duty of respect for heritage value.

The following are the conservation, preservation work carried, the status of visitor arrival, the satisfaction of visitors towards the facility of visitor interpretation and status of funds received at both sites:

Positive aspects of Public Private Partnerships (at Humayun Tomb)

The study reveals the fact that results are tremendous and prominent in case of Humayun Tomb as major developmental participation has been carried both by public and private organizations, resulting in a better managed site through public private partnership approach. The developmental plans has brought in latest technologies at the site which includes -

- Installation of a new water circulation system for the walkway channels.
- Rain harvesting systems.
- Functioning of the dormant fountains.
- The conservation and restoration work has been carried under strict regulations with minimum interventions to retain original character of the site.
- It has resulted in optimization of the comparative advantage of each partner, resulting in faster execution of plans e.g. during 2010 Commonwealth Games the plans to build roads near the tomb were halted by the efforts made by the Archaeological Survey of India.
- Heritage conservation has also resulted in economic development of the locals around the site e.g. jobs for tile makers at Nizamuddin Basti.
- The footfall of visitors (both for DTV & FTV), is significant in number
- Satisfaction level for the interpretation facilities- interpretation center, audio guides, and tourist licensed guides, signages, availability of books & brochures is higher for domestic & foreign visitors.
- As the focus is on single project and the results are promising and long term, the site has been able to attract more funds from more private organisations.

Positive aspects of Public Sector (at Safdarjung Tomb)

- The conservation and preservation work carried at the site is ethical and environmentally more responsible.

- The conservation and restoration work at the gardens, drainage systems and overall surroundings have been carried out using traditional methods. ASI says “we want restoration and not renovation” and hence the sanctity of the site should be maintained.
- There is availability of skilled staff as these organizations have large workforce of trained archaeologists, conservators, epigraphists, architects and scientists for maintenance.
- Also site is in a better position to provide administrative support and infrastructural developments as it comes under the purview of only one organization- ASI.

Negative aspects of Public sector (Safdarjung):

However due to lack of funds availability with ASI, there are some aspects at Safdarjung Tomb which has to be looked after like

- Understaffing,
- Simultaneous focus on many projects under one jurisdiction,
- Delays in approvals linked with developmental plans resulting in vandalism, encroachments and deteriorating condition of the monument.
- Low visitor footfall at the site both for domestic & foreign tourists.
- Non availability of interpretation material other than signage, resulting in dissatisfaction among visitors (both DTV & FTV).

Hence the limited fund allocation is an area of prime concern for such monuments. In fact, 100 sites which ASI has recognized in New Delhi have no takers among public sector, among individuals and private organisations to come forward and take initiatives for restoration and preservation for the site.

The ASI has limited funds and resources and this limits their scope of functioning at archaeological researches and protection of cultural heritage.

CONCLUSION

Public Private Partnerships are the need of the hour. Sites have better chance of survival by adopting the PPP model which brings in the benefits of superior restorations and preservations; higher satisfaction level for visitors and increased footfall of visitors to such sites as the management and provision of funds becomes wider. The study has given an insight into finding solutions that can help save a site through restorations by applying model which has given significant results in the sites in comparison. This will help and safeguard the sites made in the regimes of different kingdoms for the millions of tourist visiting world-wide.

Interviews with different stakeholders (ASI and AKTC) of the site in the framework of the analysis gave precise and detailed answers about qualitative work done at a particular site. However, not all potential interviewees wanted to be interviewed as a result it can be assumed that some important information has been lost. Restoration of Humayun tomb in New Delhi by Aga Khan Foundation shows India has had modest success, when it comes to a public-private partnership to conserve monuments, though future management plans about the foundation and details on funds received and their allocation were unobtainable.

These public private partnerships can be evolved at new heritage projects which are appropriate for redevelopment as they introduce new and innovative approaches and help access the business and management expertise. These sites depicting the authentic architectural features and religious, aesthetic, traditional, ritual significance helps tourist to discover and enjoy the true nature of the original artefact and further helps bring more tourist arrival. These heritage conservation equals economic development as these projects results in job avenues for the locals too. Also it helps enlighten the locals to prevent objects from disintegrating and impart a sense of nationality among its citizens.

The success of the Humayun Tomb restoration demonstrated that heritage projects could be sustainable and could also serve as catalysts for the revitalisation of historic cities resulting in better image and easing the financial burdens. Such long duration partnerships can be harnessed to develop sustainable models of public-private partnerships at other potential heritage sites reaping in the benefits of shared rewards and shared liabilities and risks for both by maintaining an oversight on the quality assessment of the project.

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INTERVIEWS:

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Interview with Dr. T.J Alone, Superintending Archaeologist-
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India