

11.1 Introduction

BDPA area is endowed with varied historical and cultural resources from different historical periods. The region has an archeologically proven antiquity of 2,500 years and the historic significance of this area goes beyond mere dates. During its long history stretching between 3rd century BC to 15th century AD, Bhubaneswar region has seen successive emergence of Buddhism, Jainism and Shaivism. Old Bhubaneswar town or Ekamra Kshetra - a major Shaivite centre of India - with more than 300 temple structures, sacred water bodies, traditional communities of priests and craftsmen, continuing practices, skills and crafts is a place of unique 'living heritage'. BDPA area can also boast of a more recent heritage of colonial lineage in the railway township of Jatani on its southern periphery. BDPA must continue to carefully preserve its historical heritage and its cultural diversity.

11.2 Significant Heritage Areas



Fig. 11.1: Brahmeswar Temple – a protected heritage structure

Of the innumerable historical structures and precincts, mainly six areas emerge as most outstanding and deserve special attention. These arranged in a chronological order are outlined below: **(Map 11.1)**

- 1) Dhauli, commemorating the conquest of Ashoka over Kalinga which dates back to 3rd century BC.
- 2) Udayagiri and Khandagiri, the twin hill of renowned cave temples, which represent the monasteries of Jaina ascetics of 1st century BC and known for the rock inscription of Karavela.
- 3) Sisupalagarh, the ancient palace of capital of Kalinga, which has served the successor of Kalinga till 4th century AD.
- 4) Ekamra Kshetra, a living heritage city, the old town of Bhubaneswar is about 8 sq Km in area with numerous temples, sacred water bodies, processional routes and traditional communities of priests and diverse cultural activities and practices.
- 5) Khurda, the last independent fort of India and a place also known for its weaving industry, folk art and culture.
- 6) Jatani - an example of early 20th century colonial heritage of a railway township replete with churches and bungalows. Also known for its indigenous weaving industry and numerous temples, mathas and traditional institutions.

All these heritage sites have immense historical and cultural values and each one is significant in its own merit. Majority of the important monuments and structures within these areas are protected by ASI and State Archeology. Few areas, even after being declared as protected,

have been left as it is in a neglected state. Moreover, vast number of historic monuments, sites and precincts still remain unprotected and uncared for. Not only built heritage - many traditional practices and skills are also becoming extinct due to lack of a holistic approach. However, inventory prepared by State Archeology give an exhaustive list of 'unprotected monuments' and is a valuable document for formulation of any policy guideline or plan proposal.

All these heritage areas are sensitive development areas and very much a part of larger urban agglomeration. Management of such heritage resources is challenged by conflicting demands of conservation, economic development and social equity and must evolve from a systematic understanding of the present status within the proposed vision of the CDP.

11.3 Existing State of Natural, Built and Cultural Heritage in Different Zones within BDPA

11.3.1 Zone 16

Sisupalagarh and its adjoining area

Declared as a protected area by ASI, the ancient fortified site of Sisupalagarh and its environments is an important archeological site. Ruined fortification is the largest and best preserved early historic fortification in India. Sisupalagarh is absolutely visible through naked eyes as well as from the space and the researchers claim that this could be one of its kinds of cultural heritage in the whole of eastern India. The civilisation that flourished here could have lasted for more than 1,000 years between 3rd BC and 3rd AD. The historical and archaeological sources suggest that Sisupalagarh represents historical Kalinganagara. The site has derived its name from a small village called Sisupal, located in the eastern sector of the fort itself. Sisupalagarh is circumscribed by the water streamlet called the Gangua.

A recently published article (February 8, 2008 Hindu), has reported the findings of researchers, R.K. Mohanty of the Pune-based Deccan College and Monica L. Smith of the University of California, involved in the present excavation at the ancient city of Sisupalagarh. They have come across a number of artifacts and structures that throw light on the existence of a flourishing urban life during the pre-historic period. The geophysical research showed large-scale patterns of subsurface architecture such as streets, which were visible linking the gateways in the interior of the site, and a large ancient perimeter area around the pillar zone. These researchers, with the help of students from different universities and the Archaeological Survey of India (ASI), began their work in 2000, about 50 years after the first excavation by Prof B.B. Lal. After several deep trenches, they have now exposed 18 previously



Fig. 11.2: Tinimundia Temple on a street corner



Fig. 11.3: Excavation work in progress at the ancient city of Sisupalagarh



Fig. 11.4: Sisupalagarh – old entrance

unknown pillars and several associated structures on a mound within the fortification wall. The recent excavations revealed house foundations of laterite block architecture and very large quantities of household pottery such as bowls and jars along with other household artifacts such as iron nails and terracotta ornaments including bangles, finger rings, pendants and ear spoons.

It was while excavating the site of Sisupalagarh to find out the culture sequence of roulette ware that an excellently laid out fort of the pre-Christian era was unearthed by Prof. B. B. Lal in 1948. Soon after the Archaeological Survey of India (ASI) declared the site protected in February 13, 1950 with the caption: "Ancient remains inside and outside rampart mostly buried". ASI has also recommended the site be declared protected for excavation. Organisations like Indian National Trust for Art and Cultural Heritage (INTACH) and Orissa Development Studies (ODS) had come forward with similar demands.

An assemblage of 16 monolithic pillars, locally called Shola Khamba in an area of some 30 m x 30 m near the centre of the fortress is of special interest. Built up of laterite, some pillars are bearing medallions like those found in Bharhut, Sanchi, Udayagiri and Khandagiri caves. However, only few pillars are standing intact while upper portion of others are missing. The ground level inside the fort is 4.5 meter higher than outside.

Excavation has revealed that the fort was in occupation from the beginning of the third century BC till the middle of the fourth century AD. And the deterioration had started taking place around 100 AD to 200 AD. The city was systematically planned with well built houses of laterite or brick laid out in orderly streets in a grid pattern. Cart-tracks uncovered at various levels of the streets reveal a record of life of the people in the city. Originally the defenses consisted of massive mud ramparts with magnificent gateways, guard rooms, ancillary passages and corner towers. This was followed by subsequent erection of brick walls. The excavated western gateway of Sisupalagarh is worth mentioning. Built up of large slabs of dressed laterite this gateway is an imposing complex elaborate with wide passage between two flank walls, outer and inner gates and a guard room.

However, the present situation is quite alarming with large scale encroachments going on at the site since past five decades for agricultural and housing purposes. Along with Sisupalagarh, there are five other villages that have come up in and around the fort area. Major villages like Mahabhoisan and Talabania are in the hands of private owners who have divided their patch of lands into numerous plots and sold it off. Villagers have attempted digging, laying roads and constructing structures at a site which is of utmost historical importance. It was a dried up pond which was identified by experts as an amphitheatre or auditorium of the time of Kharavela. To protect the

adjoining land from misuse, unplanned development, construction of building and quarrying, the Government in 1992 issued a declaration prohibiting constructional activity and mining operation up to 100 meters as the protected limits and further beyond 200 meters as prohibited and regulated area. Ignoring these legislations private owners has started building new houses inside the fort area and for that they have used locally found laterite slabs. Walls of the fort are dug and made into roads. Even violating the Treasure Trove Act of 1972, villagers have been collecting antiquities which are found scattered in and around the fort area.

Since 1948, no attempt has been taken by the ASI (Archaeological Survey of India) for further excavation of the site. It was the State Archaeology in 1978, which excavated a gateway of the fort but soon after the stone slabs of the gateway were misused for a bridge over the moat linking the village with Bhubaneswar. However, some major international work being conducted at the site has resulted in proper and methodical documentation of the site. The project undertaken by Dr. Monica L. Smith, Department of Anthropology, and University of California, has resulted in systematic archaeological survey and mapping to evaluate ancient economic organization, trade and urban configuration in 2000. An Indo-German research project (2000-2003) consisted of mapping and measuring the fort.

However, these high profile research projects notwithstanding, a substantial part of the early historic site of Sisupalagarh still remains undiscovered. The history of Bhubaneswar following Kharavela and preceding the rise of Sailodvabas in about 7th century AD is bridged by the excavated materials from places like Sisupalagarh. Further excavation in this area could unearth some grey areas in the Orissan history. Thus Sisupalagarh's archeological importance lies not only in large amount of unearthed precious stones, the excavation reports showing a town plan of a city in early historical period and original and imitated roman coins but also due to the potential of the site to throw some light on the still obscure part of Orissa's history .

Thus Sisupalagarh with its surrounding ecologically sensitive natural environment and water bodies is an important site that needs to be protected as a special site of archeological reserve, an area of anthropological and historical interest to be discovered, experienced and cherished by the local people, researchers as well as national and international tourists.

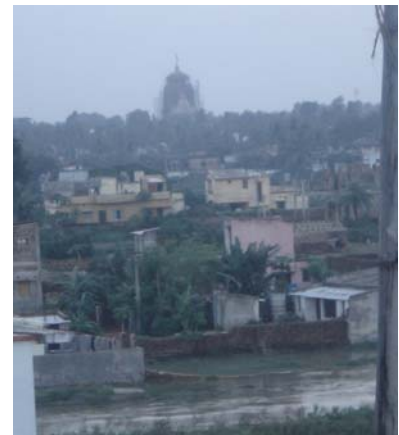


Fig. 11.5: Encroachment in the vicinity of Sisupalagarh

11.3.2 Zone 18

Old Bhubaneswar - Ekamra Kshetra



Fig. 11.6: A road in the proximity of Lingaraj Temple

The Old Bhubaneswar town is located in Zone 18. The old township is bound by the Chennai-Kolkata railway line to the North and West, agricultural fields to the south and Puri-Cuttack railway line to the North and West. Beyond this road, the old town stretches along the Tankapani road as a ribbon development with the Rajarani temple complex located along this road. The Kapileswar Temple complex is located beyond the Daya canal, on the southern side of the zone. Across the Daya canal just beyond the boundary of the zone 18, are located two other significant historical areas - Sisupal Garh on the west and Dhauli on the southeast. Lingaraj Temple is the focus of the historic town and is symbolically related with other temple complexes of the old town. As per the medieval texts, a concept of 'ashta ayatana'- eight sacred precincts (Table 11.1) each with its temples and prescribed pilgrim routes are ritualistically and symbolically connected to the Lingaraj Temple. (Map 11.2)



Fig. 11.7: Old dharmasala Near Bindusagar accommodating modern facilities

Physically the old town is in sharp contrast to the Koeingsberger's grid pattern for the capital city. From 13th century onwards, with Lingaraj Temple as its focus, local economy and life continued to pulsate around clusters of temples, priests and dominant social groups of sevayats (hereditary temple servants). Over the years, the economic and social linkages have undergone change. Growing population and immigration of other social groups and impact of tourism had an impact on the character of the old town. The old town has gradually transformed into a dormitory town for the administrative capital. Perceptibly the difference is manifest in its unorganized and haphazard character, encroachments, unregulated quarrying, polluted water bodies, congested roads and densely built derelict houses. Threat to the cultural heritage and dichotomous relation with the capital city are two major issues of the heritage city.

Table 11.1: The Asta Ayatanas of Ekamra Kshetra

| Ayatana | Monuments & Water Bodies |
|---------|---|
| First | Vindu-Sarovara Tank, Annantha Basudev Temple, Devi Padahara Temple, Tritheswar Mahadev Temple |
| Second | Kapila Kunda Tank, Papanasini Tank, Maitresvara Temple, Varunesvara Temple, Venu-Kichaka (Kainci) Temple, Isanesvara Temple, Punarisana Temple, Yameswar Temple |
| Third | Ganga Yamuna Kunda (Tank), Gangeswar Mahadev Temple, Yamuneswar Temple, Devipada Temple, Laksmisvara Temple, Kotitirtha Sarovara (Tank), Kotititheswar Temple, Svarnajalesvara Temple, Sampurnajalesvara Temple, Sureswar Temple, Siddheswar Temple, Mukuteswar Temple, Siddha Kunda (Tank) |
| Fourth | Kedareswar Temple, Gouri Kunda (Tank), Gouri Devi Temple, Kedara Kunda (Tank), Shanta Siva Temple, Lalityasvara Temple, Disisvari Devi Temple, Indresvara Temple (Raja Rani) |
| Fifth | Bramha Kunda (Tank), Brahmesvara Temple, Gokarnesvara Temple, Utpalekesvara Temple |
| Sixth | Megha Tirtha, Meghasvara Temple, Bakreswara Temple, Kapalamochanesvara Temple |
| Seventh | Atavu Tirtha, Atavukesvara Temple, Utreswar Temple, Bhimesvara Temple |
| Eighth | Ramkunda (Tank), Ramesvara Temple, Laxmaneswar Temple, Bharatesvara Temple, Shatrughnesvara Temple, Gosagareswara Temple, Paradaresvara Temple, Gohrada |

Ekamra Kshetra Heritage Project, 1988, INTACH

In 1988, a project to conserve and upgrade the old town of Bhubaneswar was initiated by the Bhubaneswar Development Authority. Ekamra Kshetra heritage project was prepared by the Indian National Trust for Art and Cultural Heritage (INTACH) and presented to the State level Task Force in 1989 for successful implementation of the recommendations.

The study looked into all related aspects like symbolic geography, imageability, ecological determinants as well as the human factor. It was aptly realized that the process of cultural degradation needed to be addressed if the products of cultural heritage are to be preserved. The proposal was a sincere effort integrating open space structure, traffic network, scope for implementation and heritage tourism. Development guidelines was based on the systematic understanding of all relevant issues and focused on:

1. Facilitating heritage tourism.
2. Integrating temples in the daily life of local residents as recreational and public places.
3. Upgrading urban amenities.
4. Enhancing the quality of life and environment.

Delineation of heritage zone was proposed as an essential tool for administrative purpose. To ensure a gradual transition of old city to the new town, different degrees of intervention were proposed for the innermost, intermediate and peripheral areas of the Heritage Zone.

In spite of all its merits and sensitive approach, Ekamra Kshetra Heritage Project was never followed up. Of the twenty-eight projects identified in the INTACH report, Bindusagar Tank redevelopment is the only one which has been taken up recently and is under completion at present. Most of the issues identified in the report still exist and in some cases situation has become worse.

Reasons may be manifold:

- Lack of an appropriate organization framework and necessary byelaws.
- Lack of fund allocation and lack of coordination amongst various implementing agencies
- Utilization of local resources and involvement of all the stakeholders especially the temple trustees have not been attempted.
- Most probably, the implementing Agency, BDPA was not in a position at that time to legally implement the recommendations due to the absence of a CDP for Bhubaneswar city as a whole.



Fig. 11.8: Initiative by INTACH for public awareness



Fig. 11.9: Bindusagar Redevelopment by INTACH

Zonal Development Plan , 1998 - Operations Research Group

As a follow up of Comprehensive Development Plan (CDP) for Bhubaneswar 1994, BDPA initiated a Zonal Development Plan for Zone 1 (Heritage Zone) and entrusted the job to Operations Research Group (ORG). Main task of ORG was to translate the Master Plan directions and policies at Zonal level.

Based on a detailed situational analysis of various sectors like demographic, socio economic and physical characteristics, infrastructure, housing scenario, open space structure, traffic system, environmental qualities, organizational setup, the study divided the zone into five sub zones to evolve a detail framework for analysis and recommend specific guidelines.

The zones are: 1) New residential areas including institutional areas towards the North; 2) Central Area; 3) Low lying environmentally sensitive areas; 4) Residential areas towards the east of Lewis road including Rajarani temple complex; 5) South west residential zone.

Based on an understanding of special characteristics of the sub zones, critical problems and development issues of the zone were summarized as follows:



Fig. 11.10: Congested roads and unregulated built area

- 1) Unauthorised/unregulated constructions in the form of multistoried buildings endangering the visual character.
- 2) Unauthorized encroachments and constructions of slums in the environmentally sensitive ground water recharge areas.
- 3) Lack of facilities and infrastructure especially neighbourhood facilities.
- 4) Conflict between pilgrimage-tourist routes and vehicular movement.
- 5) Lack of parking area and unauthorized parking on narrow roads.
- 6) Lack of tourist infrastructure.
- 7) Abuse and misuse of public spaces.
- 8) Blocking of drainage channels and pollution of water bodies.
- 9) Depletion of ground water level.
- 10) Absence of a centralized sewerage system.
- 11) Disruption of natural drainage channel.
- 12) Lack of maintenance of water bodies and ground water recharge areas.
- 13) Lack of enforcement of development controls.
- 14) Overlapping of functions and lack of coordination between different department and agencies.



Fig. 11.11: A neglected tank

The proposals and recommendations looked into all the major aspects: including land use distribution, physical infrastructure, movement pattern, development controls and organisational setup. Guidelines recommended and solutions prescribed were appropriate and practical. Yet even after a lapse of ten years, the situation has not improved much. Only positive aspect may be some degree of restraint in the construction of unsympathetic modern structures within the central core of the heritage zone. But most of the problems still persist and an overall picture of degradation and decay prevails. Lack of enforcement of the prescribed recommendations is quite evident. Only exceptions are recent projects to restore the water bodies and Bindusagar Development.

Both the Project Reports mentioned above have their own merits. Both projects have been made by competent organizations (INTACH and ORG) that have studied the area in proper perspective and suggested appropriate recommendations. There are some differences in basic approach:

- While INTACH' suggestions dealt more with identification of projects, ORG's report was mainly sector specific.
- Land use specification and development controls are necessary and essential tools of implementation and were dealt in quite detail in the report prepared by ORG.
- Delineation of various sub-zones is not exactly the same in two reports. While INTACH's sub-zoning was based more on a concentric approach (core, intermediate and outer zones), ORG divided the entire area in sectors/sub-zones based on specific issues and characteristics. There are some overlaps in delineation and sub-zoning which might have led to confusion in implementation of the control guidelines.

The major reason for continued decadence of the Ekamra Kshetra heritage zone may be due to:

1. An absence of an 'enabling' approach to integrate the conservation of the old city with the development of the new capital complex.
2. In the changing development scenario, other models of management and implementation (say public private partnership) have not been explored.
3. A distinct and well defined role of old city in the greater context of the capital complex has not been clearly established.

These are necessary tasks and the present CDP for BDPA area provides an opportunity towards this direction. Moreover there is a need to relate Ekamra Kshetra Heritage Zone with other heritage zones of BDPA and integrate all the heritage areas in a wider heritage trail/framework.



Fig. 11.12: encroachments and haphazard character

11.3.3 Zone 19

Dhauri and its adjoining area



Fig. 11.13: Peace pagoda - Shanti Stupa at Dhauri

Situated by the river Daya, Dhauri hill is an important Buddhist tourist destination as well as for the ancient sculptures and the extraordinary art forms that have been found here. The hills are also famous for the Kalinga war that is famous for the transformation of Ashoka, into Buddhism. The edicts at Dhauri are a living testimony to King Ashoka's adoption of the doctrine of Dharma Vijay, or conquest through love, over Dig Vijaya, or conquest by the sword.

The Rock Edicts found here include Nos. I-X, XIV and two separate Kalinga Edicts. The rock-cut elephant above the Edicts is the earliest Buddhist sculpture of Orissa. On the top of the hill a white peace pagoda - Shanti Stupa has been built by the Japan Buddha Sangha and the Kalinga Nippon Buddha Sangha in the 1970s. The place has beautiful landscapes. The Dhavaleswar temple is one of the larger temples in Dhauri, and attributed to the same period as the Lingaraj Temple in Bhubaneswar.

The place is significant for its historical and religious importance as well as scenic value that need to be preserved. Due to its easy accessibility from Bhubaneswar and also due to its proximity from Puri Road, Dhauri Hills are frequented by tourists and Buddhist pilgrims. Till now the place has retained its serenity. However lack of organized facilities for visitors is evident.

There are opportunities to develop harmonious activities in the surrounding that will reinforce the value of this historic and spiritual centre.

11.3.4 Zone 20

Udayagiri and Khandagiri

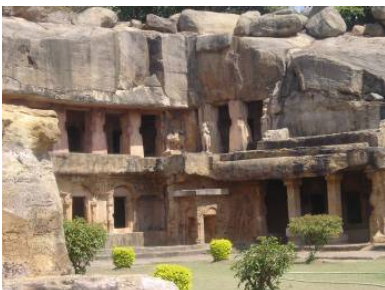


Fig. 11.14: Excavated rock-cut caves

Located at 6 km from Bhubaneswar, these two hills represent one of the earliest groups of Jaina rock-cut architecture in eastern India in the field of architecture, art and religion. These caves were first brought to the notice by A. Stirling in 1825 A.D. 113 caves in Udayagiri and Khandagiri were built around 2nd century B.C. Archaeologically significant, because of the Pali records engraved in the Hathi Gumpha, these caves display the 13 year megalithic record of king Kharavela of Chedi dynasty. On the basis of inscriptional evidences, these caves were first excavated by king Kharavela of Chedi dynasty and his successors who were devout Jains during the first century B.C.

These hills are honeycombed with excavated rock-cut caves, essentially meant for the dwelling retreats of the Jaina recluses. The Jaina occupation was continued here with occasional breaks down to the

present day. The Jain temple on the top of the Khandagiri hill was constructed in late 19th century is under worship even at present, preserving the continuity and tradition of the glorious past of the hill. Besides, remains of an apsidal structure were unearthed in 1958 atop the Udayagiri, is the first earliest structure of its kind in eastern India. Structures are declared as protected monuments and sites and maintained by ASI.

Some of the major issues are:

- A major thoroughfare passing between these two hills
- Lack of organized parking and other facilities for tourists and pilgrims
- Encroachments of protected monuments
- Modern unsympathetic construction by Jain religious groups in close proximity of the protected monument.
- Absence of parking place.
- Unsympathetic growth in close proximity of protected monuments.

BDA has proposed to close the road and prevent through movement of vehicles. This is a positive step. However, the area is located in close proximity to a fast developing urban corridor. There are possible threats of unsympathetic development in the surrounding, pollution due to heavy vehicular movement, encroachments etc.

Surrounding area needs to be properly planned and activities well thought out to preserve the historic value of these sites.

11.3.5 Zone 24

Khurda Fort and Barunei Temple

Khurda played a significant role in the history of Orissa. Its contribution is remarkable especially in the field of military activities during Mughal, Maratha and British.

Khurda was the capital of Orissa Kingdom from 1568. British government took Orissa under its rule in 1803. But it could not include Khurda in its territory till 1827. The Paikas of Khurda sacrificed their lives for the sake of motherland. All Paikas strongly protested to Britishers in their areas. They participated in a great movement against Britishers known as Paika rebellion of 1817.

Khurdagada or Khurda fort is known as known as the 'Last Independent Fort' of India. Remains of this historic fort are protected by ASI. Temples, mathas and structures of significant historical and architectural values are



Fig. 11.15: Lack of organized parking



Fig. 11.16: Unsympathetic construction in close proximity



Fig. 11.17: Entry to Khurda Fort



Fig. 11.18: Homage to local Heroes



Fig. 11.19: Barunei Temple on Barunei hills, Khurda



Fig. 11.20: Lack of Proper Infrastructure and Services forces picnickers to squat every where



Fig. 11.21: Church interior – well preserved through local initiative

located in close proximity of Khurda Fort. However, very few tourists and visitors are aware of their existence and hardly visit these areas.

Khurda is known for its brass utensils, cottage industries, railway coach manufacturing, and cable manufacture. Nearby hill is famous for Barunei temple. Karunei and Barunei are two deities of Khurda Bhoi dynasty. The place is a famous picnic spot. Even people from Bhubaneswar visit the area for its scenic beauty.

The combined historical importance of Khurda Fort, the religious importance of the Barunei temple as well as the surrounding areas of hills and scenic beauty attribute the area with special significance. The history and contribution of Paika tribe, their martial art as well as local craft further add to the significance of this area which still has remained unexplored. An integrated plan and policy framework for this is necessary to revive this area and its cultural resources.

11.3.6 Zone 25

Colonial and Cultural Heritage in Jatani

Jatani has been a very important railway station since the British rule. A variety of communities live here. It is also the home of highest number of Anglo-Indian people in Orissa. The population of Jatani consists mostly of Oriya & Telugu speaking peoples. Others like Muslim, Marwari, Gujrati, and Bengali are also present in good numbers. Cosmopolitan lineage of Jatani is reflected in significant number of Temples, Masjid & Churches. Quite a few churches, bungalows, schools reflect rich colonial heritage of this area. However, no concerted effort is present to preserve or highlight this special feature of this area. Many architecturally and historically structures are in dilapidated condition.

Individually most of the structures may be of a modest heritage value but as a whole the township deserve special attention for its colonial heritage as a Company town. Quite a few of existing buildings and bungalows can be adapted to more contemporary use whereas public buildings, churches, temples, mathas and mosques can be preserved as important landmarks to reflect the rich cultural heritage of this area. Moreover , local craft , performing art and cultural traditions need to be revived and promoted .

11.4 Issues

Heritage areas described above, show that these areas have intrinsic opportunities to become a vehicle of positive change and to restore a sense of cultural identity of the residents of BDPA. State Archeology and ASI are performing their role quite effectively. But it is necessary to integrate all these special heritage areas and resources in a larger format

of emerging development of the Bhubaneswar urban agglomeration. What is needed is a value based heritage management through a unifying process that focuses on various activities like conservation interventions, visitor management, infrastructure development and interpretations. Essentially , to find out the future role of these diverse cultural and heritage resources in the emerging and envisaged development scenario of BDPA.

11.5 Goals and policies

The unique combination of built, natural and cultural heritage resources of BDPA have tremendous potential. With an aim of 'living with heritage', conservation policies must address dynamic interaction between cultural heritage, society and the natural environment. BDPA is emerging as a major capital complex with a global vision. However, the growth and development must not choke the great cultural heritage of this area or bypass its rich cultural legacy. Unscrupulous developments in the vicinity of some of the heritage precincts indicate such a possibility. On the other hand, protection of heritage should not end up in converting a living heritage in a 'museum city'. Preservation of cultural heritage cannot be dealt in isolation. All the major cultural and heritage sites need to be integrated with the overall growth of BDPA.

Preservation of built, natural and cultural heritage and environments as an integral to the overall process of development must be able to:

1. Preserve cultural and ecological diversity as far as possible.
2. Give priority to local value system.
3. Explore the new opportunities arising out of heritage resources.
4. Consider archeological and environmental conservation as tools to stimulate economic development.
5. Promote economic development in a healthy and sustainable manner by appropriately using and preserving the heritage resources.
6. Enforce a proper scrutiny so that short term benefits should not take precedence over long term costs.
7. To use zoning and special area rules and regulations as tools to establish an enabling environment and ensure resource compatibility.

With appropriate policy guidelines and heritage management, the cultural resources of BDPA can promote tourism and boost local economy and also be able to play crucial and meaningful role in projecting Bhubaneswar's cultural identity. This will contribute a great sense of pride



Fig. 11.22: Entrance gate of Brundaban Chandra Oriya Matha, Garha Khurda



Fig. 11.23: Water bodies and ghats are an integral part of heritage precinct.



Fig. 11.24: Somanath Temple, Bodapada, Jatani

amongst the residents of BDPA and become a touchstone for future development.

11.6 Proposal for Heritage and Conservation

11.6.1 Heritage and Tourism and - an integrated approach

A comprehensive heritage and tourism development plan is a prerequisite for developing potential of heritage resources. Some of the fundamental principles of such a development plan are:

1. Benefits to both conservation and tourism.
2. Long term interests of the local people - living and working in heritage areas should be the determining factor in selecting options.
3. A significant proportion of revenue earned from tourism be applied for the benefit of conservation.
4. Educational programmes and awareness campaigns to assist and invite tourists and visitors to respect and understand the local way of life, culture, history and religion.



Fig. 11.25: Udayagiri Khandagiri to be designated as special

With these guiding principles and within the framework proposed for tourism, recreation and culture, this section deals with specific proposals for major heritage zones in BDPA.

11.6.2 Special Heritage Zones

The major heritage sites of BDPA need to be managed as Special Areas. For each of the identified Heritage Zones, Special Area Action plan be initiated that will maximize the maintenance of significance through 'management of change'. This is contrary to the purist approach of 'conservation without compromise'. Change has to be permitted but that must be decided by a systematic analysis of significance, and formulation of policy and plans. Systems of classification of heritage zones/cultural sites have also been proposed.

It is suggested that following areas are declared as Special Heritage Zones: (**Map 11.3**)

- Zone 18 **Ekamra Kshetra**
The old city of Bhubaneswar
- Zone 16 **Aitihāsik Kshetra**
Sisupalagarh and its surroundings



Fig. 11.26: Khurda Garh –to be promoted as a special area

- Zone 19 **Sanskritik Kshetra**
Dhauri and its surroundings
- Zone 20 **Udayagiri and Khandagiri**
- Zone 24 **Khurda Fort and Barunei**
- Zone 25 **Cultural and Colonial Heritage at
Jatani**

It is recommended that:

1. Identified Heritage zones are to be declared as important cultural sites of BDPA and protected and preserved as Special Areas.
2. In addition to enforcement of relevant acts whichever is applicable to the monuments /precincts/sites, Special Area Rules and Byelaws are to be prescribed for the identified special areas.
3. To ensure proper accessibility and connectivity to the heritage areas, Heritage Trails have been proposed.
4. A detail inventory of all the resources, built, natural and cultural for the Heritage sites as well as other heritage resources for the entire BDPA has to be prepared by proposed Heritage Committee for BCUC Metro Area. Enlisting and grading of all heritage resources are to be taken up on a priority basis for any further detail recommendation.

To ensure proper accessibility and connectivity to the heritage areas, Heritage Trails have been proposed. Development of necessary facilities for tourists and visitors along these routes at appropriate locations need to be encouraged. Various modes of operations (BOT, BOOT etc.) can facilitate resource generation and quality improvement.

Table 11.2 shows proposed activities and land use classification of various Heritage Zones in BDPA.

11.6.3 Proposed Cultural Hub (Map 11.4)

The major cluster of proposed Special Heritage Areas - Ekamra Kshetra, Aitihasic Kshetra (Sisupalagarh and its surroundings), Sanskritik Kshetra (Dhauri) along with the ecologically sensitive zone (along Daya canal) is located on the eastern periphery of the BDPA area. This region is in close proximity to Puri Road – the major movement spine for visitors and tourists. The entire cluster, with Ekamra Kshetra heritage zone as its nucleus, is proposed to be developed as the ‘Cultural Hub’ for the entire BCUC area. With proper connectivity, new developments that complement and support the heritage sites and proper development controls, the proposed ‘Cultural Hub ’ is envisaged to act as the major cultural centre for BDPA and to complement the High Tech modern



Fig. 11.27: Under utilized colonial bungalow in need of rehabilitation



Fig. 11.28: Mukteswar complex in Ekamra Kshetra

developments that are proposed on the western and southern stretches of BDPA.

11.6.4 Gateway to Cultural Hub

Lands in Kukudakhai and Nuagaon, have been specifically earmarked for new developments for tourists and pilgrims in close proximity to the proposed Cultural Hub. This zone will not only facilitate provision of tourism and pilgrimage facilities of different categories for local, national as well as international visitors, this zone is also proposed to act as an intermediate transition point (visually and physically) between Cultural Hub and the Capital complex. The activities proposed are fair ground lodges, guest houses, hotel, youth hostels, dharmasalas, camping sites for pilgrims on special festive occasions, pilgrim and tourist interpretation centres, tourist offices and information centres, museums, archives, Tourist promotion and Training centres (art and craft village) for traditional and local skill (dance, music, manuscript, painting, art, scriptures, cuisine), souvenir shops, restaurants specially those specialized in local cuisine, parking/bus stations for pilgrims/tourists, travel agents etc. It is suggested to establish an open air living museum of art, architecture, lifestyles, crafts and performing arts of Orissa (in the line of Dakshin Chitra near Chennai) in this area as a necessary springboard.

11.6.5 Heritage Circuits and Heritage Trails

Easy connectivity to heritage sites is a prerequisite for effective heritage management. Accordingly several routes are being proposed. At a regional scale, a Heritage Circuit is proposed that will connect all the special heritage areas within BDPA with Puri and Konark (the Golden Triangle), as well as, the heritage areas proposed to be developed in other parts of BCUC e.g. in Cuttack and Choudwar. Proposed movement network and future transit nodes must be given due consideration. At local level, routes with various options are highlighted to ensure connectivity between major heritage areas within BDPA. Appropriate facilities and amenities need to be encouraged along the proposed Heritage Circuits and Heritage Trails. Existing Heritage Walks promoted by INTACH within Ekamra Kshetra heritage zone need to be revitalized and facilitated. Several heritage circuits, heritage trails and heritage walks with possible options are outlined below. Approximate number of days is also mentioned as a suggestive indicator for future planning.

Heritage Circuit

Bhubaneswar and its surrounding areas- Cuttack - Choudwar - Pipili – Konark - Puri – (5 - 6days approx).

Heritage Trails

Option 1:

Ekamra Kshetra - Dhauli and proposed Utkal Sanskriti Prangan - Sisupalagarh (proposed Aitihasic Kshetra) - Udayagiri and Khandagiri - Cuttack – Choudwar - Khurda Fort and Barunei temple – Colonial and Cultural heritage of Jatani (approx 3 -4 days).

Option 2:

Ekamra Kshetra -Udayagiri and Khandagiri - Dhauli and proposed Sanskriti Prangan - Sisupalagarh (proposed Aitihasic Kshetra) (approx. 1-2 days).

Option 3:

Heritage Walks within Ekamra Kshetra as proposed by INTACH (½ day -1 day).

The trails must be supported with necessary facilities, augmentation and improvement of road network and water ways, transit nodes, signage and trained guides.

11.6.6 Integrated movement network of heritage, tourism and recreation (Map 11.3)

To promote economic development of the special heritage areas in a healthy and sustainable manner, 'Connectivity' is an essential prerequisite. Connectivity that will be convenient cost and time effective as well a pleasurable one. For an enabling approach of heritage conservation, it is necessary to explore the new opportunities arising out the proposed movement network and to integrate that to archeological and environmental conservation as mentioned below:

- a) Road network connecting all special Heritage zones with major transport nodes (airport , rail station, bus routes and proposed MRT) ensuring a gradual transition of various modes of travel – air/ railways/MRT – luxury buses – cars - boats/battery operated para-transit - two wheelers – pedestrian.
- b) Recreational waterways connecting some of the heritage sites and proposed facilities for tourists and pilgrims. The ecologically sensitive areas along Gangua Nallah have been proposed as a tourism and recreational zone. This provides an opportunity to provide access to

various heritage sites through an alternative route which also has a historical association. It is being proposed to widen the Gangua canal to 100m. Through a system of interconnected lakes and water bodies as proposed and with proper dredging and control of water flow, this can be made navigable for recreational purpose and facilitate excursions to heritage sites through properly located entry points. This will be a new opportunity using the natural resources and a definite value addition to some of the important heritage sites.

Proper connectivity between (a) and (b) is important and must be designed in a holistic and integrated manner. All transit points need special attention with regard to provision of facilities, connectivity, awareness and publicity, signage system as well as proper restrictions to enable smooth transition from one mode to other. For convenience of visitors and local people as well as for long term benefit, all places of recreation, proposed cultural centres, museums, resorts and hotels, tourist and pilgrim facilities must form an integral part of Heritage circuits/trails/walks and be strategically located.

11.7 Zone wise Detail Recommendations

Zone wise proposal and recommendations are outlined below:

11.7.1 Zone 16

Aitihasuk Kshetra- Sisupalagarh and its adjoining area (Map 11.5)

Proposal - Aitihasuk Kshetra (Archeological Park and Protected Archeological Reserve) and sympathetic development of necessary facilities and amenities.

Land use category **Level I N 8**

Special Area **Level II 82 S2, 83 S3, 84 S4, 85 S5**

1. Upto 100 meters from the fort walls - Protected area. No constructional activity and mining operation permitted. **S- 2**
2. Upto 500 meters from the fort walls - Prohibited and regulated area. No large scale activities allowed. **S- 2**
3. The existing village within the Fort area **S-4**
4. Beyond 500 meters – **S-5**

The area within the fort along with is rich in archeological remains, both above and below ground, requires protection from damaging land use practices and intrusive development. Because of its immense historical potential, the status of the area as a protected site needs to be strictly adhered to. However, considering immense historical importance of the site as revealed by earlier and recent excavations, ASI must complete the acquisition process within a short time. Moreover, such a huge site

cannot be left totally unused. The site has potential to attract tourists and visitors. To generate public interest in the history of Orissa and also to generate revenue, it is being proposed to develop the area as Aitihāsik Kshetra (Archeological Park) with proper maintenance and landscaping, planned heritage trails and basic minimum facilities.

Following projects can be developed in consultation with ASI, State Archeology, proposed Heritage Committee and Local NGO's .e.g. Historical Theme Park ; Son-et-luminiere show (in the line of the one in Red Fort, New Delhi) to project rich cultural history of Orissa.

Special guided tours for visitors and tourists who have a special interest in archeology, architecture, art and culture of Orissa and will be willing to contribute to conservation through high entry fees.

Special tours for school children to show the excavated archeological sites.

Temporary training camps and workshops for students of archeology, art and architecture, as well as, conservation specialists.

Revival of the surrounding moat which will act as a buffer, as well as, for boating as a recreational facility.

All historical structures and tank within the Zone 16 are to be enlisted, graded and suitable recommendations be formulated by the proposed Heritage Committee.

Activities that are permitted within the zone but beyond the protected area are amphitheatre, heritage interpretation centre, five star resorts, water front development, garland lake system.

11.7.2 Zone 18

Old Bhubaneswar - Ekamra Kshetra Heritage Zone (Map 11.6)

Land use category Level I **N 8**

Special Area Level II **81 S1, 82 S2 ,83 S3, 85 S5**

Ekamra Kshetra Heritage Zone is must continue to be a living heritage with scope for accommodating new activities and development that are conducive to predominant activity of a temple town.

11.7.2.1 Delineation of heritage zones in Ekamra Kshetra

Varying degree of development controls is necessary to ensure that Delineation of Core Heritage Zone, Intermediate Heritage Zone and Outer Heritage Zone is proposed (**Map 11.7**). Delineation has been based on the basic premise to revive the asthaayatana concept as well

as the prevailing situation of the old city. Suggestions made in earlier reports (INTACH and ODP) have also be given due consideration.

Along with a Special Area Development Plan, special bye-laws and regulations are to be formulated for Ekamra Kshetra Heritage Area by the proposed BCUC Heritage Committee.

- Development Controls specifying maximum coverage, set back regulations, FAR, building height and maximum number of floors must be specified for inner, intermediate and outer cores.
- It is recommended that for inner and intermediate cores, maximum permissible height 10 M , 1.5 FAR
- Urban design guidelines like colour and finishes, material, ornamentation, openings, roofline must also be prescribed specially for some of the streets. E.g. Ritual streets (Ratha Danda), streets adjoining Lingaraj temple complex and Bindusagar.
- To enhance the streetscape quality and to accommodate tourist/pilgrim related activities in the vicinity of the Lingaraja Temple, adaptive reuse of underutilized structures is suggested . Total freezing off new development has led to a general decay. In case of totally derelict and unlisted structures, new construction / developments may be allowed especially along the roads abutting Bindusagar Lake and on the western side of the Lingaraja temple complex.. Strict urban design guidelines and regulations must govern the design to ensure a harmonious and sympathetic development. Temple/tourism related commercial activities on the ground floor and guest houses/ residential apartments on the upper floors may be encouraged. Any construction, addition/alteration must be approved by the proposed Heritage Committee.
- It is suggested to install Symbolic gates at identified four major entry points as shown in the map (**Map 11.8**).
- New construction and /or addition alteration must be approved by the Heritage Committee.
- All historical structures, tanks, precincts, as well as, significant secular structures within Zone 18 are to be enlisted, graded and suitable recommendations to be formulated by the proposed Heritage Committee. A considerable amount of work in this respect is already completed by INTACH, State Archeology and ASI. The list needs to be updated and updated with specific proposals.
- Scope for adaptive re-use of some underused precincts, mathas, premises as guest houses and, public facilities is proposed.



Fig. 11.29: Need for improvement of roads in the core heritage area

Effort to restore/augment vernacular structures for limited and restricted guest accommodation have shown positive impact in many world heritage sites and can be explored in Ekamra Kshetra.

Core Heritage Area:

- Restricted development.
- Only pilgrimage and Tourist related activities.
- New development allowed but must be carefully scrutinized by Heritage Committee.
- Pedestrian friendly environment and predominantly pedestrian circulation except emergency vehicle and special entry permit for two wheelers to permanent residents.
- Special urban design guidelines for streetscape, tourist facilities, commercial activities, signboards.
- Water bodies and tanks need to be restored for ritual purpose, as well as, public amenities.
- Asta Ayatans need to be revived through appropriate guidelines for streetscape and landscaping as well as movement network.

Intermediate Heritage Area:

- Controlled development.
- Specific regulations must be proposed for this area.
- Facilities related to religious and tourist activities
- Only light vehicles (cars, two wheelers) to be allowed.
- Amphitheatre and parking areas have been proposed.
- Need to retain and preserve the ecologically low lying area that serves as drainage canal.
- These open areas must be developed as organized green and suitably landscaped.
- Ritual routes, certain important roads like Tankapani Road, as well as, Bindusagar area need to be redeveloped with appropriate streetscape and proper activities. Traditional architecture/Vaastu astrology research centre, meditation centres,

Outer Heritage Area:

- Well developed residential area.
- Regulated Development.
- Restriction on high rise development.
- Intrinsic morphology of the area must not be disrupted.
- Improvement and augmentation of facilities and amenities for the residents.
- Centres for traditional art and craft, Promotion and Training centres for traditional and local skill (dance, music, manuscript, painting, art, scriptures).
- No heavy vehicles (trucks, big buses) allowed. Only smaller buses and cars are to be allowed.
- Identified Entry points at need to be visually strengthened by symbolic gates sympathetic to architectural character of the area.

Daya West canal along with proposed embankment and proper landscaping measures is expected to serve as a recreational zone as well as a pleasing edge to the Ekamra Kshetra Heritage Zone.

11.7.3 Zone 19 (Map 11.9)

Sanskritik Kshetra (Dhauri and its adjoining area)

Land use category Level I N 8

Special Area Level II 82 S2, 83 S3 , 85 S5

Dhauri is significant nationally as well as internationally as a part of Buddhist pilgrimage site. Preservation of cultural landscape and serenity is a prime objective. However new developments that supplement the spiritual and cultural significance will add to existing values. It is being proposed to develop Utkal Sanskriti Prangan – new development area, which will house Kala Vikas Kendra, Peace park, Buddhist interpretation centre, Buddhist monasteries, meditation centres, etc. Preservation of natural green is ensured through promotion of horticulture and pisciculture

11.7.4 Zone 20 (Map 11.10)

Udayagiri and Khandagiri and adjoining area

Land use category Level I N 8

Special Area Level II 82 S2

Activities proposed are Fair ground, cultural complex, Jain interpretation centre, and museum.

Facilities and amenities for tourists, pilgrims need proper planning and harmonious development. Large scale natural green area required for protecting structures from pollution. The issue of encroachment must be dealt effectively.

11.7.5 Zone 24 (Map 11.11)

Khurda Fort and Barunei Temple

Land use category Level I N 8

Special Area Level II 82 S2, 83 S3

- Proposed to develop the special area as a Cultural landscape site.
- The historically important Fort is well protected but needs promotion and interpretation.
- The adjoining village needs to be preserved and promoted as a living heritage. Residents, their rituals and beliefs, historical and spiritual structures, settlement pattern, water bodies all are closely linked with Khurda Fort through history and the linkages need to be highlighted through proper historic interpretation and presentation.
- Proposed activities are Centre for Martial art, Folk art and craft museum and Picnic spots at Barunei.
- It is being suggested to revive the traditional route connecting Khurda Fort and Barunei Temple for pedestrian movement and nature trails.



Fig. 11.30: Traditional Settlement - Temple Well, Mangala Mandir, Garh Khurda,



Fig. 11.31: An ancient road from Garha Khurda to Barunei temple which is not in use at

11.7.6 Zone 25 (Map 11.12)

The Built Heritage in Jatani

Land use category Level I N 8

Special Area Level II 85 S5

- Preservation of significant structures (churches, temples, mathas mosques, schools, residential structures)
- Adaptive reuse of unused colonial structures and mathas are being proposed.
- Restoration and rehabilitation of unused or derelict heritage structures to accommodate new activities like industrial museum, conferences, guest houses, club houses, technical schools/institutes etc.
- Cosmopolitan heritage is a unique feature and need to be highlighted.



Fig. 11.32: recommendation for adaptive reuse of unused Colonial structures

- Revitalisation of Railway Township needs an integrated physical and economic planning along with proper landscape planning, well organized guided tours and promotion of conference and holiday packages and involvement of local residents.

11.8 Heritage Management & Organisational Structure

Proposed Heritage Committee fro BCUC will be working in an advisory capacity for preservation and development of all the heritage zones. The structure, role and functions of the Heritage Committee, have been discussed at length in the Perspective Plan for BCUC.



Fig. 11.33: Balamukunda Temple, Harirajpur, Jatani – unlisted heritage

Respective Development Authorities/municipalities as well as local stakeholders, NGOs have significant role to play in successful implementation of strategies proposed for Special Heritage Zones.

Formulations of special regulations to control or mediate development within the heritage Zones are a prerequisite for effective implementation of the proposed recommendations. Special regulations for all development within heritage zones, including new construction, demolition or modification to existing buildings around historic structures or within historic precincts must be formulated by the BCUC Metro Authority with the advise of Heritage Committee as per the provision mentioned in ‘Conservation of Heritage Buildings, Heritage Precincts and Natural Features’ (section 54) of the Bhubaneswar Development Authority (Planning & Building Standards) Regulations, 2008. Detail plans must be prepared by respective development Authorities and Municipalities. It is necessary to prepare an inventory of built, cultural and natural heritage resources of the special zones. The inventory must include both protected and unprotected resources. **Table 11.3** shows cost estimate for promotion and preservation of heritage resources and development of special heritage areas in BDPA. Cost for most of the new developments in special heritage areas is already covered in budget allocation for ‘Tourism , Recreation and Culture’ and hence not included in this table. Estimates for projects those are specific for preservation of heritage resources are only included.



Fig. 11.34: A well preserved Church at Jatani

11.9 Conclusion

With appropriate policy guidelines and heritage management, the cultural resources of BDPA can not only promote tourism and boost local economy but also be able to play crucial and meaningful role in projecting Bhubaneswar’s cultural identity. This will also contribute a great sense of pride amongst the residents of BDPA and become a touchstone for future development.

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