

# Public-Private Interface In The Management Of Heritage City: Shahjahanabad

Prof. (Dr.) Rashmi Ashtt<sup>1</sup>, Prof. (Dr.) Mayank Mathur<sup>2</sup>, Prof. (Dr.) Ajay Monga<sup>3</sup>

<sup>1</sup>Professor, Head of the Department, Indira Gandhi Delhi Technology University for Women, New Delhi, 110006, India

<sup>2</sup>Head, Department of Physical Planning, School of Planning & Architecture, New Delhi, 110002, India

<sup>3</sup>Professor, Former Registrar, Registrar, DCRUST, Sonipat, India

---

## Abstract

Heritage is a legacy passed down from one generation to the next, encompassing the character of places, objects, knowledge, and skills valued for more than their practical use. Effective conservation strategies need to be integrated with planning and development policies, plans, and their implementation. However, gaps exist due to a lack of reliable temporal and spatial data and a robust governance system. Delhi, home to more than two hundred heritage properties in Shahjahanabad and eight other historic cities within its borders, faces numerous issues related to aging and overcrowded physical infrastructure and transportation. This area houses nationally and internationally recognized monuments and cultural sites. The current study has identified specific precincts and conducted primary surveys, including reconnaissance and governance surveys, for data collection and analysis. This research paper highlights governance challenges faced by public and private organizations and citizens, identifying areas needing attention for holistic development through effective governance. Additionally, it outlines parameters for improving governance in heritage areas.

**Key words:** Heritage, Urban Heritage, Good Governance, Planning and Development, Land use.

---

## 1 INTRODUCTION

Despite longstanding urban planning practices that have shaped our built environments and urban settings, these approaches have proven non-resilient, leading to unpredictable, unstable, and disconnected development from heritage and culture. Culture, along with the economy and governance, dictates the urban built environment and people's lives. It is widely accepted that active participation in political, social, and cultural life, coupled with good governance, enhances the quality of life (UNESCO Report, 2015).

Heritage, a legacy passed down from one generation to the next, embodies the character of places, objects, knowledge, and skills, valued beyond their practical use. Conserving urban heritage is crucial due to its intrinsic value. Heritage and culture not only foster tourism and economic development but also cultivate a sense of connection and ownership among residents. Sustainable development goals emphasize sustainable cities and the preservation of heritage as contributors to sustainable development (Benedikter, R., 2004). However, to harness this potential and translate it into sustainable economies, a robust governance system is essential. The scope of work and organizational structure should be accessible, and the community should be informed.

Good governance can address many public sector issues such as corruption, inept administration, and poor public service delivery. To enhance governance quality, specific reforms are necessary to develop a good governance model. In the heritage sector, which underpins civilization, a good governance model must address both tangible and intangible heritage for holistic development. This area, however, has been under-researched. This study aims to develop a good governance model for heritage areas, addressing key indicators: accountability, transparency, participation/legitimacy and voice, direction, responsiveness, and fairness (Dubini, P., Leone, L., and Forti, L., 2012).

Effective conservation strategies must be integrated with planning and development policies and their practical implementation. Significant gaps exist due to a lack of reliable temporal and spatial data and a strong

governance system. Delhi, for instance, has over four hundred heritage properties in Shahjahanabad, Old Delhi, and many more within its eight other historic cities (Macdonald, S., 2011). This study examines areas and precincts identified based on the jurisdiction of the ASI, State Archaeological Departments, and local administration.

Primary surveys, including reconnaissance and secondary governance-based data collection methods, have been used for data analysis. This research paper highlights governance issues faced by organizations and citizens and identifies areas needing attention for holistic development. Additionally, it pinpoints parameters necessary for improving governance (Macdonald, S., and Chaong, C., 2014; Interreg, Central Europe, 2016).

## 2 SHAHJAHANABAD - THE HERITAGE CITY

Shahjahanabad, the oldest and heart of Delhi, continues to thrive despite the challenges posed by time and urban development. This historic walled city still houses a diverse population and a vibrant economy. Established in 1639 by the Mughal Emperor Shah Jahan, it is renowned as Delhi's seventh city. Shahjahanabad is a treasure trove of forts, mansions, markets, religious buildings, and magnificent gardens, originally serving as a self-sufficient fortified sanctuary for royalty, nobility, and commoners alike (UNESCO, 2015). However, over time, overcrowding and fragmented ownership have degraded its quality of life, leading to various physical and social urban problems. During British rule, Shahjahanabad became known as the "Old City" of Delhi, while new development focused on the southwest. The land use shifted from residential to trade and commerce, transforming Old Delhi into one of Asia's largest wholesale markets. Uncontrolled population growth and strained infrastructure have created slum-like conditions in the city.

### 2.1 NEED OF GOOD GOVERNANCE IN HERITAGE AREAS

Public administration in India faces significant challenges in planning and implementing policies as intended at their inception. These challenges include maintaining peace and harmony, alleviating deep poverty, sustaining healthy and inclusive economic growth, ensuring social justice, and achieving ethical, efficient, transparent, and participative governance. India is not unique in these challenges (Bull, A. and Jones, B., 2006). Many other countries have also struggled to establish effective democratic governance, with some managing to provide welfare facilities, design justice delivery systems, and address corruption, pollution, and other negative externalities more successfully than India. Heritage governance faces numerous issues concerning social and cultural interests, preservation of heritage, and improving the quality of life for residents while aligning with modern and developed areas (Johnston, M.; Stuart Corbridge, G. W., 2005).

This research aims to analyze the governance-related issues faced by the city of Shahjahanabad that hinder its transformation into a vibrant public space. It seeks to identify the issues and propose a good governance system to enhance the experience of tourists and visitors to Shahjahanabad, while leveraging its heritage tourism potential to rejuvenate the city for its residents. The recommendations aim to foster a sense of ownership and pride among all stakeholders and resolve conflicts among various organizations.

### 2.2 THE GAP

When researching the governance of heritage-built spaces, several key issues need to be addressed: governance, heritage preservation, urban governance, public sector interventions and performance, and private sector involvement. The city faces numerous challenges in developing social and physical infrastructure due to the involvement of various agencies, from the national level ASI to state and local levels such as the MCD (Wagener, H-G., 2011). Heritage structures in these areas are often in a deplorable state. This overlap of



*Figure 1*  
Source: UNESCO Report on Good Governance  
2015

responsibilities and duties has led to the deterioration of heritage structures, resulting in vulnerable and poor living conditions in Shahjahanabad.

### **2.3 CHALLENGES AND ISSUES OF GOOD GOVERNANCE IN HERITAGE AREAS**

Residents lack awareness about whom to approach for building-related issues and are also unaware of any online systems that clearly indicate when and where to seek help (Ledivina V. Carino, 2011). A good governance system, which should exhibit accountability, transparency, participation/legitimacy and voice, direction, responsiveness, and fairness, is almost entirely absent. There is a severe lack of citizen-centric mechanisms to help residents participate and understand their role as stakeholders in the socio-economic development of heritage areas.

### **2.4 NEED OF AREA BASED GOVERNANCE OF HERITAGE**

Even if there exist some systems to approach bodies for a particular problem, it is very structure specific. The demand is for holistic development and the area to be treated as whole so that the economic and social potential is shared and a sustainable development happens. In the current scenario the existing policies and governance addresses the monument-based approach. This neglects the tangible and intangible attributes of a heritage area, its culture and impact on economy and development which impacts whole area and vice a versa.

## **3 REVIEW OF GOVERNANCE SYSTEM PERTAINING TO HERITAGE AREAS IN THE WORLD**

There are many definitions for the term governance and good governance elaborated by various renowned researchers and philosophers like Stoker (1998, 17) argues: "Governance refers to the development of government styles in which boundaries between and within public and private sectors have become blurred, Colin Mercer (2003) describes governance as "our joint and uneven terms of engagement with the complex fields of economic, human, social and cultural power relations in which we are all 'stakeholders'" (p. 5). The essence of governance is its focus on governing mechanism which do not rest on the recourse to the authority and sanctions of government." (Rhodes, 1997). These are some glimpses from the literature.

This could be further summed up as the way 'how public institutions conduct public affairs and arrange public resources. Governance is a process of decision making and its implementation and monitoring. It is a decision which has rippling effect on various conjunctive policies and bodies of govt. and the result is collaborative and usually gradual. But due to its multiplier effect it can have a dangerous irreversible outcome and carry forward a loss to the nation or vice versa.

World Banks recommends as per the study conducted by Daniel Kaufmann and his colleagues at the World Bank (Kaufmann, Kraay, and Zoido-Lobaton, 1999; Kaufmann and Kraay, 2002; Kaufmann, Kraay, and Mastruzzi, 2005) the six perceived governance quality measures, each an aggregate of several sub-measures, are:

1. Voice and accountability;
2. Absence of political instability and violence;
3. Government effectiveness;
4. Reasonableness of regulatory burden;
5. Rule of law; and
6. Absence of graft

The Worldwide Governance Indicators (WGI) are a longstanding research project to develop cross country indicators of governance. The WGI consist of six composite indicators of broad dimensions of governance covering over 200 countries since 1996: Voice and Accountability, Political Stability and Absence of Violence/Terrorism, Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption [Soininen, T. L. (2017)].

#### 4 HERITAGE GOVERNANCE SCENARIO WORLDWIDE

'Roland Benedikter', 2004 observed, Italy owns a rich cultural heritage including artistic, archaeological, architectural, and environmental heritage. Articles 7 and 22 (now 33), introduced in the Financial Act 2002 (now Law 112/2002) by the current Italian government, are privatizing part of it. They have sold objects from the mediaeval period to the 20th century which have been sold to international investment firms and private investors for amounts that many Italian experts rate very low and others waiting to be sold. It is a base of division of Italian politics and heated debate. It brings out the socio-cultural problems arising due to privatization on global level and community will have to see in coming years if an intact governance system is not installed.

Anna Cento Bull and Bryn Jones, 2006 highlighted Article reports on comparative research aimed at assessing whether the new approaches significantly influence democracy and transparency and, correspondingly, responsiveness to power relations and conflicts, and the needs and interests of the previously excluded and often disadvantaged groups. The analysis derives from a contrast between Bristol, a propitious case for the new governance in the UK, and the Italian city of Naples. Similar and problematic developments are identified in both cases despite the pursuit of a radically different 'dirigiste' strategy by the Naples council. The findings suggest that more autonomous local government and greater civil society participation may still be needed to meet local expectations.

Joan Henderson, 2010 supported the issues of heritage administration in the city state of Singapore that are examined in the paper with specific reference to decisions about the designation of national monuments and conservation areas. The analysis reveals growing official interest in built heritage conservation for a combination of economic, socio-cultural, and political motives. However, commitment is constrained by the importance attached to economic development objectives and there is an emphasis on maximizing the commercial potential of old buildings through adaptive reuse. Questions are also raised about the meanings of national identity and nationhood and the challenges of selecting and preserving structures which embody these concepts in relatively young and rapidly modernizing countries

#### 5 HISTORICAL PROFILE OF SHAHJAHANABAD

The heritage city of Shahjahanabad was built in accordance with the traditional theories of Islamic architecture. As Muhammad Saleh cites that the four walls of Shahjahanabad "enclosed the center of the earth." Not to ignore the fact but construction was not in any chance contained to Islamic ideas rather Hindu architects shared their beliefs as well that is "the capital city was located at the center of the kingdom and the throne of the king at the center of the universe." Hence showing the influence of both the majority religious groups of this region. It was founded as a walled city named **Shahjahanabad** in 1648, when Shahjahan (the Mughal emperor at the time) decided to shift the Mughal capital from Agra. The construction of the city was completed in 1648, and it remained the capital of Mughal India until its fall in 1857, when the British Raj took over as paramount power in the Indian subcontinent. The most peculiar



Figure 3  
Source: Duac Report 2017



Figure 2 Historical Buildings of Shahjahanabad through GIS  
Source: Author

architecture in the Shahjahanabad is the Qila-i-Mubarak (popularly known as Lal Qila) <sup>[Ministry of Tourism (2017)]</sup>. Its grandeur structure itself is the reason behind it. French traveler Francois Bernier denotes this palace as “the most magnificent palace in the east-perhaps in the world.” It served as the residence of the emperor and the place were all governmental affairs take place. The city was fortified and walled on all four sides. The wall was as high as 8 meters and 3.5 meters wide. The total length of the wall approximately exceeded 9 kilometers with twenty-seven towers. There were entry gates that opened in regular intervals. The major gateways among them were Lahori Gate, Kashmiri Gate, Ajmeri Gate, Akbarabadi Gate, etc. Since there was Hindu population smaller gates were provided to them to visit their place of worship and perform ritual near the river. Security personnel were ever alert in all the quarters of gates to avoid infiltration from enemy camps. One of the interesting things to be noted over here is that we are often fond of western infrastructure well there’s concept of boulevards that was first implanted under the reign of Shahjahan in the Chandni Chowk of Delhi and later went to Paris. This tells us Mughal were masters in town planning specially during the reign of Emperor Shahjahan. Looking at the cityscape we see how willfully Emperor Shahjahan imposed his vision on the new capital. Two renowned architects Ustad Ahmad and Ustad Hamid supervised the project. The scale of construction tells us about how grandeur structure Shahjahan had envisioned. When finally, the work was completed the city was glorious <sup>[Second Administrative Reforms Commission, (2009)]</sup>. It was regarded as one of the largest and most populous cities in the world. Muhammad Saleh (Shahjahan’s biographer) is in all praise for the city and opines, “Neither Constantinople nor Baghdad could compare with Shahjahanabad which lacked none of the amenities of life.” Besides the walled city the urban territory extended several miles into the courtyards. Bernier in his travel account tell us about the suburbs with extensive gardens and open spaces. Among which Shalimar Bagh, Mubarak Bagh, Roshanara Begum’s Bagh, Talkatora Bagh, and Kudsia Bagh are to be mentioned. As mentioned in the initial segment of the report the connecting roads were the next important highlight of the city. Each of these roads was connected to the palace-fortress and was straight laid through market area. The interesting part is that either Princess Jahan Ara or Nawab Fatehpuri Begum owned most of the shops. Market place could be seen as the hub of city life of Shahjahanabad <sup>[Sikkim University, Dissertation Report (2016)]</sup>. While there are multiple facets for the decline of the city of Shahjahanabad which is debated by the historians but the thought that I had to forward was that there was not any sort of decline for the city of Shahjahanabad instead there was a shift in epicenter as an administrative city or imperial capital to the city of trade and commerce. Probably this is the reason why Stephen Blake called “Shahjahanabad as the exemplar city model.”

### 5.1 AREA PROFILE

Old Delhi (called **Purani Dilli** in Hindustani) is an area in the Central Delhi district of Delhi, India. It was once filled with mansions of nobles and members of the royal court, along with elegant mosques and gardens. It serves as the symbolic heart of metropolitan Delhi and is known for its bazaars, street food, shopping locations and its Islamic architecture; Jama Masjid being the most notable example, standing tall during the old city. Only a few havelis are left and maintained. The surrounding walls, 12 feet (3.7 m) wide and 26 feet (7.9 m) tall, originally of mud, were replaced by red stone in 1657. In the Mughal period, the gates were kept locked at night. The walls have now largely disappeared, but most of the gates are still present. The township of old Delhi is still identifiable in a satellite image because of the density of houses.

The city of Shahjahanabad as such had eight gates which were locked during night time (in the 17th, 18th and the 19th century). The city had many bazaars, some of which exist even now, for example Khari Baoli (which is today Asia's largest wholesale spice market). The area of Chandni Chowk (Moonlit Square) (which was also the main street of Shahjahanabad) had many bazaars as well. Some shops in this area are several centuries old! Other important monuments in Shahjahanabad are Ghalib ki Haveli (the house of famous poet Mirza Ghalib), Jama Masjid (Friday Mosque) (an imposing mosque made of Red Sandstone), St James Church (First Church of Delhi), Sunehri Masjid, Gurdwara Sis Ganj etc.

Upon the 2012 trifurcation of the Municipal Corporation of Delhi, Old Delhi became administered by the North Delhi Municipal Corporation.

It is approximately shaped like a quarter circle, with the Red Fort as the focal point. The old city was surrounded by a wall enclosing about 1,500 acres (6.1 km<sup>2</sup>), with 14 gates:

1. Nigambodh Gate: northeast, leading to historic Nigambodh Ghat on the Yamuna River
2. Kashmiri Gate: north
3. Mori Gate: north
4. Kabuli gate: west
5. Lahori gate: west close to the Sadar Railway station, Railway Colony, including the tomb of Syed Abdul Rehman Jilani Dehlvi.
6. Ajmeri Gate: southwest, leading to Ghaziuddin Khan's Madrassa and Connaught Place, a focal point in New Delhi
7. Turkman Gate: southwest, close to some pre-Shahjahan remains which got enclosed within the walls, including the tomb of Shah Turkman Bayabani.
8. Delhi Gate: south leading to Feroz Shah Kotla and what was then older habitation of Delhi.

## 5.2 TYPOLOGY OF HERITAGE STRUCTURES AND ZONES

The first Master Plan of Delhi, 1962, identified that Shahjahanabad needed a major thrust in urban renewal and redevelopment. It proposed decongesting the area by shifting 45% of the population out. In MPD 2001, it was identified as a "Special Area" and the need was felt to formulate appropriate planning standards for the area. In MPD 2021, Shahjahanabad was identified as a "Conservation Zone". The most important part of the Special Area is the traditional City of Shahjahanabad, part of which is a core business district. A Zonal Development Plan for the Walled City was prepared in 1999 by the Delhi Development Authority. The plan considered the "Walled City" to comprise 15 sub-zones of Zone A and one sub-zone of Zone C. The area under consideration was of 569.0 ha with a population of 2,35,160 persons (2001, projected as per MPD 2001). Surprisingly, the population has been reducing over the years due to growing wholesale trade in this area. Even though the average gross density in this area is 596 PPHA, the net residential density in some areas is as high as 4400 PPHA.

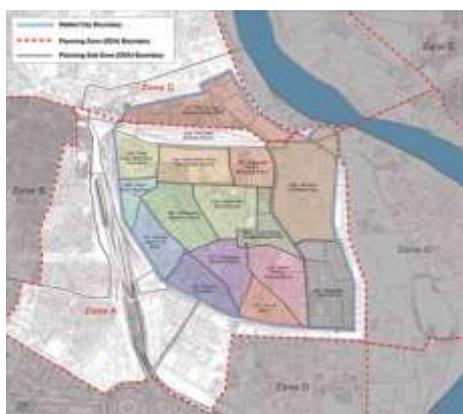


Figure 4 Zones in Shahjhanabad  
Source: DUAC Report 2015

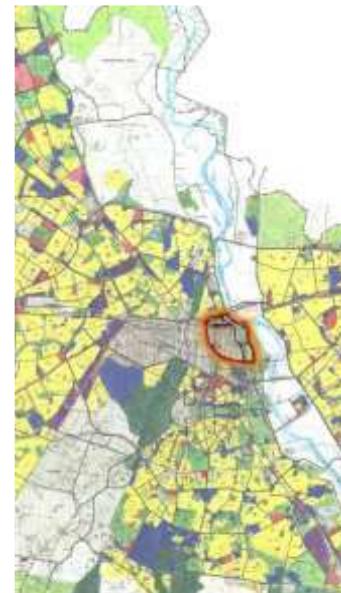
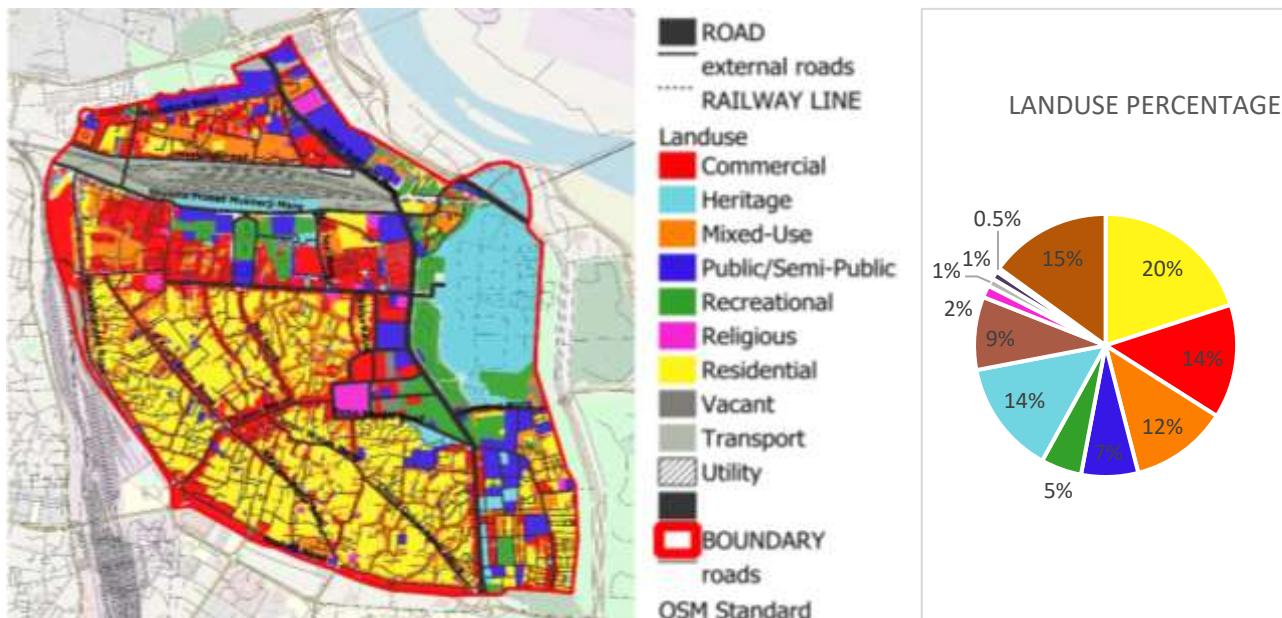


Figure 5 Shahjahanabad Boundary in Master Plan of Delhi 2021  
Source: MPD

There are more than 400 properties of historical significance in the walled city. These properties include various typologies of buildings like, mosques, temples, gurudwaras, gates, havelis, shops etc. These buildings come under three categories; protected, notified, and unprotected.



Governance bodies and its overlap

### 5.2.1 Planning Zones

For planning purposes DDA has divided Delhi into 15 'Planning Zones'. Shahjahanabad falls under two zones – Zone A and C. As per the Zonal Development Plan (1999) also prepared by the DDA, the Walled City has been divided into:

- 15 sub-zones of Zone A
- One sub-zone of Zone C

The Walled City has been taken up separately because of its special character.

### 5.2.2 MCD Zones

For the purpose of execution and maintenance the MCD has divided areas of Delhi under its jurisdiction into 12 zones which are further divided into wards. Shahjahanabad falls under three zones as shown below:

- Civil Lines Zone – Kashmere Gate Area: 1 Ward (77)
- Sadar Paharganj Zone – Farsh Khana Area and G.B. Road: 2 wards (76 and 85)
- City Zone – Rest of the Walled City including Daryaganj and Red Fort: 8 wards (79, 80, 81, 82, 83, 84, 86, 153)

### 5.2.3 Governing Agencies in Core Area for non-Identified Heritage Monuments and Buildings:

- **Nodal agency for implementation:** Master Plan, 2021 identifies the Municipal Corporation of Delhi, North, as the nodal agency for planning, implementation and execution of any renewal or redevelopment schemes within Shahjahanabad.

- **Agencies involved in planning for heritage conservation and management:** The Delhi Development Authority monitors and administers development within Shahjahanabad. It is authorized to provide guidelines and regulations for Shahjahanabad's redevelopment through notified documents such as Master Plans, Zonal Plans, Local Area Plans, Redevelopment Schemes or Action Plans and Building Bye-laws. The

Shahjahanabad Redevelopment Corporation founded by the Government to promote heritage conservation in the area through capacity building camps, awareness drives, organizing heritage walks and similar events, building a data center and advising and planning for redevelopment programs. Identified Documentation Resource Centre for National Mission for Monuments and Antiquities under ASI.

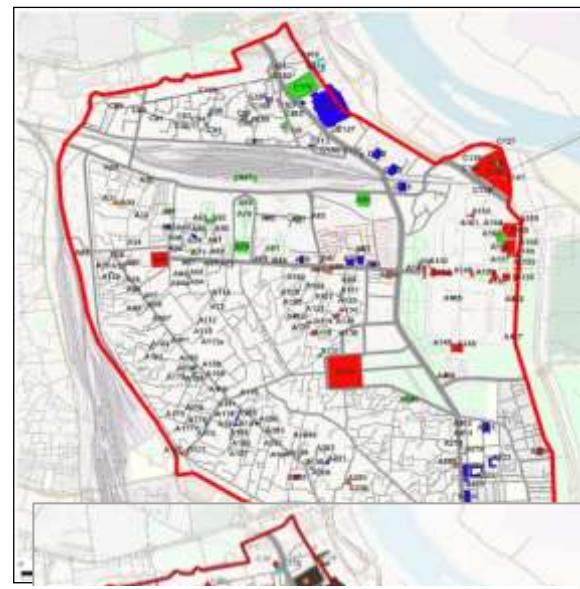
- **Other bodies involved in clearances and advisory:** DUAC, HCC, DMRC, Other trusts related to eminent religious buildings within the core and NGOs.

#### 5.2.4 Governing Agencies in Core Area for Identified Heritage Monuments and Buildings:

1. **Archeological Survey of India (ASI):** responsible under the Ancient Monuments and Archeological Sites and Remains Act, 1956 for notifying and protecting buildings or sites of national importance.
2. **National Monuments Authority (NMA):** responsible for controlling development in the buffer zones around identified monuments.
3. **Department of Archeology, Delhi (since 1978):** responsible under the Delhi Ancient Monuments and Archeological Sites and Remains Act, 2004 for notifying and protecting buildings or sites of heritage value other than those of national importance.
4. Documents which govern the legislative provisions for Heritage Management of Shahjahanabad are:
5. Master Plan 2021, Zonal Development Plan, 1999 and Building Bye-laws amended in 2007 to incorporate heritage regulations.



*Figure 7 Heritage Buildings Mapped by ASI*  
Source: Author



*Figure 9 Heritage Buildings Mapped by INTACH*  
Source: Author



*Figure 10 Heritage Buildings Mapped by Wakf Board*  
Source: Author



Figure 11 Heritage Buildings Mapped by MCD  
Source: Author

Shahjahanabad had been the capital of Delhi, CBD and hosts residential, public, semi-public and many other activities pertaining to functioning of the city over the years. The administration in the city has also changed hands over the years and the same is reflected in the organizational setup of the governance structure. The time has witnessed the evolution and changed in the city character and administration. Currently there are many public private NGOs working on International, National, State and Local Levels who are governing various activities in Shahjahanabad. The roles and responsibilities of these organizations are listed below-

## 6 PARAMETERS OF GOOD GOVERNANCE IN HERITAGE AREAS

To research heritage governance in Shahjahanabad, six parameters were shortlisted: Accountability, Transparency, Participation/Legitimacy & Voice, Effectiveness & Efficiency/Direction, Performance/Responsiveness, and Equity & Inclusiveness/Fairness. These parameters were identified through a literature survey and analysis and then discussed with various stakeholders to authenticate the indicators. To further refine these parameters, key indicators were provided, and final indicators were chosen based on expert opinion.

A diverse group of stakeholders was consulted to ensure a fair opinion, including international organizations (UNESCO, ICCROM, ICOMOS, World Bank, ADB), national bodies (ASI, NMA, NIUA, ITPI, IHD), regional and state departments (Dept. of Archaeology, DDA, INTACH, AKTC), and local entities (SRDC, HCC, MCD, DUAC). NGOs, academicians from institutions like SPAs and IP University, and private agencies were also included.

Primary data was collected using a 2 percent sample size from ward no. 84 of Shahjahanabad, with a total of 210 surveys conducted. Of these, 150 responses were from local citizens, and 60 were from organizations involved in the governance (policy, planning, and management) of Shahjahanabad.

Following parameters and indicators were taken for the study:

Table 1: Survey Analysis by Author

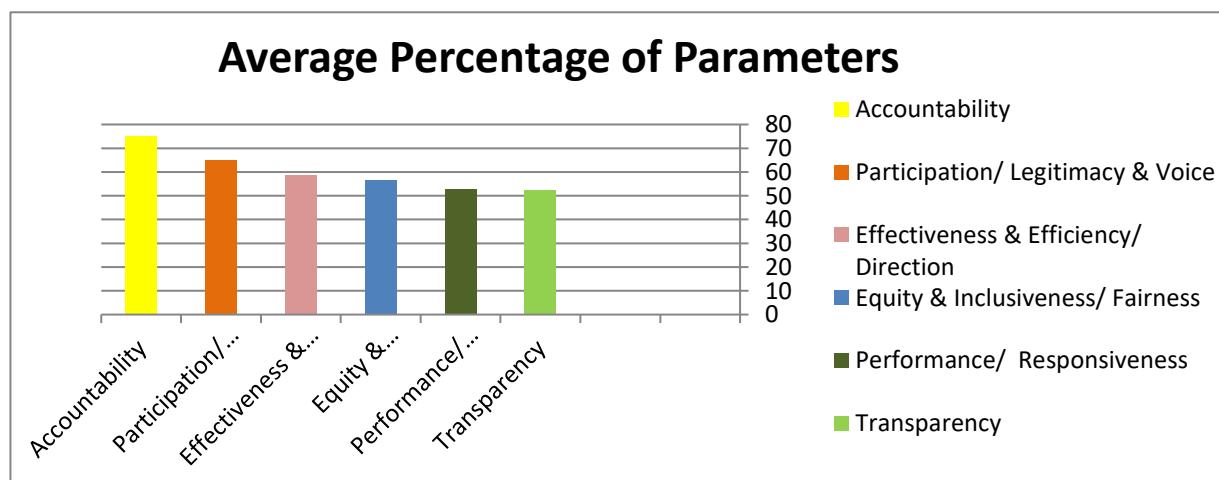
Sr. No.	Parameter	Indicators
1	Accountability	Clarity
		Coherence and Breadth
		Role of Political leaders
		Public Institutions of Accountability
		Civil Society and the Media
2	Transparency	Transparency in access to information
		Publication of contracts/tenders, budgets, and accounts
		Display of common municipal procedures
		Anti-corruption legislation/Commission
3	Participation/ Legitimacy & Voice	Existence of a supportive democratic and human rights context
		Appropriate degree of decentralization in decision-making for heritage areas
		Collaborative management in decision-making for heritage areas
		Citizen participation occurring at all levels of decision-making
		Existence of civil society groups and an independent media
		High levels of trust
4	Effectiveness Efficiency/ Direction	Consistency with international direction relevant to heritage areas(as appropriate)
		Existence of legislative direction (formal or traditional law)
		Existence of system-wide plans

		Existence of management plans for individual heritage areas
		Demonstration of effective leadership – including political leaders and managers responsible for systems as well as individual heritage areas
5	Performance/Responsiveness	Cost Effectiveness
		Capacity
		Co-ordination
		Performance Information to the Public
		Responsiveness
		Monitoring and Evaluation
		Adaptive Management
		Risk Management
6	Equity Inclusiveness/ Fairness &	Existence of a supportive judicial context characterized by respect for the rule of law
		Fair, impartial, and effective enforcement of any rules for heritage areas
		Fairness in the process for establishing new heritage areas
		Fairness in the management of heritage areas

### 6.1 STAKEHOLDER RESPONSES

To measure the authentication of shortlisted final indicators, all stakeholder gave their response through google form. For their authentication each indicator measured in three categories which are Most Important, Important and Not Important through Google form questionnaire. Using Delphi Technique, the following were the findings -

- After analyzing the collected data following challenges and issues were identified related to heritage governance in Shahjahanabad area:
- Accountability is a big issue in ward no. 84 as 40 percent of the respondents believe that clarity on defined roles and responsibilities is missing.
- As per 100 percent respondents Roles and responsibilities overlap.
- As per 100 percent respondents' details of funds and expenditure on heritage development works is not available in public domain in an understandable format.



*Figure 8 Average Percentage Parameter*  
Source: Analysis by Author based on primary data collection

- About 60 percent of the respondents believe that involvement of private bodies in heritage development works do not make any improvement.
- About 100 percent believe that Participation is missing in the heritage development works.
- As per 80 percent respondents' involvement of private bodies improve participation of the stakeholders.
- About 100 percent believe that adequate training of staffs is not done for heritage development works

After analyzing the collected data, several challenges and issues related to heritage governance in Shahjahanabad were identified. In ward no. 84, 40 percent of respondents believe that there is a lack of clarity on defined roles and responsibilities, while 100 percent noted overlapping roles and responsibilities. All respondents indicated that details of funds and expenditure on heritage development are not publicly available in an understandable format. Additionally, 60 percent believe that the involvement of private bodies in heritage development has not led to any improvements, and 100 percent stated that participation is missing in these works. However, 80 percent of respondents think that private sector involvement could improve stakeholder participation, and 100 percent agree that staff are not adequately trained for heritage development. Furthermore, all respondents believe that private bodies' involvement could enhance effectiveness and efficiency. Despite this, 60 percent of respondents are unaware of how they can participate in heritage development, and 90 percent feel that heritage regulations are not fairly enforced among all stakeholders in ward no. 84.

## 7 CONCLUSION

Shahjahanabad, the capital of Delhi and its Central Business District (CBD), accommodates residential, public, and semi-public buildings, along with various city functions. Over the years, the city's administration has evolved, reflecting changes in its governance structure and character. Numerous public and private bodies, as well as NGOs, operate at international, national, state, and local levels, governing various activities in Shahjahanabad. The study indicates that heritage governance in Shahjahanabad is a critical issue, as both local stakeholders and organizations face their own set of challenges. The current governance model has been inadequate in addressing the ongoing problems faced by these groups, highlighting the need for a better governance model for Shahjahanabad.

Surveys conducted among local citizens, officials from various national and international bodies, NGOs, and other stakeholders revealed that key governance parameters needing attention include Accountability, Transparency, Participation/Legitimacy & Voice, Effectiveness & Efficiency/Direction, Performance/Responsiveness, and Equity & Inclusiveness/Fairness. Accountability emerged as the primary issue requiring attention to ensure a good governance system in heritage areas. Other essential parameters to support the system include local citizen participation at planning, implementation, and policy levels (Participation/Legitimacy & Voice), and ensuring Effectiveness & Efficiency/Direction. Increased Transparency will enhance the likelihood of positive, timely, and responsible actions. These factors collectively contribute to equity and inclusiveness in the development of heritage areas. Consequently, further studies are necessary to develop a better governance model for this historic area in Delhi.

## 8 REFERENCES

1. DUAC report 2015
2. Unesco Report, Good Governance, 2015
3. Benedikter, R. (2004), Privatisation of Italian Cultural Heritage, International Journal of Heritage Studies Vol. 10, No. 4, pp. 369-389
4. Dubini, P., Leone, L. And Forti, L. (2012) Role Distribution in Public-Private Partnerships: The Case of Heritage Management in Italy, International Studies of Management and Organization
5. Macdonald, S. (2011) Leveraging Heritage: Public-Private, And Third-Sector Partnerships for The Conservation of The Historic Urban Environment, ICOMOS Paris

6. Macdonald, S. and Chaong, C. (2014), The Role of Public-Private Partnerships and the Third Sector in Conserving Heritage Buildings, Sites, and Historic Urban Areas, The Getty Conservation Institute
7. Interreg, Central Europe (2016), the legal framework on Public-Private Partnership (PPP): CROATIA
8. UNESCO, (2015) Private Sector Partners for World Heritage Meet in Bonn,
9. Bull, A. and Jones, B. (2006)" Governance and Social Capital in Urban Regeneration: A Comparison between Bristol and Naples", *Urban Studies*, Vol. 43, No. 4, 767-786.
10. Johnston, M. (n.d.). "Good Governance: Rule of Law, Transparency, and Accountability. Research Gate.
11. Stuart Corbridge, G. W. (2005). "Seeing the State: Governance and Governmentality in India". Cambridge University Press
12. Wagener, H-G. (2011) "How Does good Governance come about? On evolution of Institutions, Erasmus Law Review, Volume 4, Issue 4
13. Ledivina V. Carino, "The concept of Governance", Chapter 1
14. Soininen, T. L. (2017) Adopt a monument: Preserving archaeological heritage for the people, with the people
15. Ministry of Tourism (2017) "Adopt a Heritage" 'Apni Dharohar, Apni Pehchaan,
16. John Pierre and B. Guy Peters, Urban governance
17. Second Administrative Reforms Commission, (2009) Thirteenth Report, Organizational Structure of Government of India
18. Sikkim University, Dissertation Report (2016) Global and Local Context of Good Governance: A Study of Sikkim,
19. Sustainable Effective Governance, UNESCO World Heritage
20. Johnston, M. (n.d.). "Good Governance: Rule of Law, Transparency, and Accountability. Research Gate.
21. Hans-Jurgen Wagener, "How Does good Governance come about? On evolution of Institutions, Erasmus Law Review, Volume 4, Issue 4 (2011)
22. Kevin Matz, Culture and Local Governance /Culture et governance locale, vol. 2, no. 1, 2009. ISSN 1911-7469
23. Yap Kioe Sheng (2004). What Is Good Governance? United Nations, Economic & Social Commission for Asia and The Pacific. Available: [www.unescap.org](http://www.unescap.org).