



Inclusive heritage-based city development of Varanasi.

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ABSTRACT

India is well known for its rich and unique heritage cities, towns, and settlements with millennium-old crafts, rituals, and festivals. Indian cities are growing to accommodate urban migrants, and infrastructure investments and development strategies often rely on "modernization" visions and plans that are imported and unrelated to local conditions. This leads to missed possibilities for heritage-based growth and/or haphazard, insensitive construction in and around historic areas and their surrounding landscapes Urban renewal has recently been focused on the city planning domain but as observed in India the inclusive heritage development or management is missing in city development and much heritage-related work is project-based, which promotes localized interventions with a short-term focus. In the context to Varanasi the study will narrate how urban authorities, the planning framework, Government of Indian mission & scheme for heritage, urban governance perceives their role in heritage planning. The main objective of the study will be to study and understand the concept of inclusiveness and various efforts towards heritage management through qualitative and exploratory research process. The chapter will provide the Heritage-inclusive development (HID) framework with the guidelines, institutional arrangements, and incentives for more inclusive and heritage-based city development.

Keywords: Heritage management, heritage inclusive development, Institutional framework, inclusiveness

1.Introduction:

India is graced with varied and unique natural, historic, and cultural resources, which are yet to be reconnoiter at their full potential. Efforts at conserving heritage precincts of cities in India have often focused on conservation of heritage precincts in isolation and ignored the city-wide linkages with city development goals such as local community needs, economic development, urban poverty, and basic services delivery. Thus, the core focus of the research is to understand the key conflicts between the heritage conservation approaches and city development objectives in the empirical context of Varanasi with an aim of identifying strategies towards Inclusive, heritage-based city development of Varanasi. To understand the concept of inclusiveness various concept and efforts towards heritage management has been studied in literature review like SDGs, HUL, Urban Renewal and others along with the case studies of cities like Ahmedabad, Kyoto, Jaipur, Suzhou, Seville etc The literature review developed an understanding of global level shift that has been addressed from object-based approach i.e. monumental conservation towards the more sustainable and heritage urban landscape approach like protecting Built heritage, intangible heritage, natural heritage etc. SDGs addressing of strengthening and safeguarding the natural and cultural heritage is one more milestone achieved. HUL approach is the evolution of all the discussion in the past and it critically address the inclusive approach for the heritage. Some of the measures mentioned for safeguarding the heritage is heritage-sensitive zoning and building regulations for urban renewal and adaptive reuse of built heritage to promote tourism which can act as economy generators for municipal bodies and locals. "Urban renewal" has lately shifted focus on the city planning domain, and with the launch of several schemes and missions by Government of India, which is putting in place more probable funding for revitalization of historic areas and cities (i.e., Jawaharlal Nehru National Urban Renew Mission, (JNNURM), HRIDAY and Smart cities. Government is putting efforts for the historic cities which give opportunity for the heritage conservation and urban revitalization of built heritage.

2. Why integrated approach for heritage?

As mentioned in (Bank, IHCDP, 2014) cities develop to cater migrants through development policies and infrastructure upgradation often rely on introduced “modernization” ideas and plans which does not imply to local context. To accommodate urban migrants, the pressure comes on the master plan hence the emphasis is towards the new development and providing critical infrastructure facilities delivery for the increasing population and development of city and in this process historic core cities areas are ignored from integrated citywide development and infrastructure service delivery. For the all-inclusive development of entire city, heritage areas should be encompassed in city wide plans and policies. The problem of core cities requires a comprehensive approach to avoid the loss of original character of place and leaving room for development in future. For the successful inclusive approach, the Integrated Cultural Heritage Management Plan should be prepared which will help to shape a balance between demands of heritage preservation and needs for elevation and new development in the historic areas”. As mentioned in (NIUA, 2015) ,the development models are followed in India from the time of independence which are rising urban problems and further leading to loss of heritage. The Archaeological Survey of India (ASI) and the several State Archaeological departments guard only 10,000 monumental structures that is a very small portion of India’s rich heritage which evidently shows the ignorance of heritage in the spatial planning. Through JNNURM scheme 2005, India has made an effort to improve structure of planning and governance through urban renewal and infrastructure upgradation of Heritage as one of its segments.

3. Global efforts for heritage inclusive development:

From the year 2005 apart from tangible heritage, the intangible heritage also started seeking attentions of heritage advocacy, UNESCO Convention 2005 address the needs of safeguarding and promotion of Cultural diversity (Historic urban landscapes, 2005). In the conference on Human Settlement (HABITAT II) has supported preservation and restoration of historic and cultural heritage, since historic religious value are significant indicators of the culture, uniqueness, and religious principles of specific societies, spaces and items of cultural, scientific, symbolic, spiritual, and (Cities, 2010). In Vienna Memorandum, the HUL was adopted in the November 2011 of the UNESCO 36th conference. The HUL is a heritage management toolkit which provides guidelines for the development of cities which has heritage, not basically to those cities which has World Heritage properties (UNESCO, 2016). It is built on the appreciation and recognition on an overlaps and correlation of natural and cultural, tangible, and intangible heritage with the associated local and international values. As per the HUL approach, such values should be taken as a point of departure in the overall management and development of the city (UNESCO, 2016).

HUL tool kit discussed the four major sections –

Knowledge and planning tool- GIS, Big data, Morphology, planning, Impact/ vulnerability assessment.

Community Engagement Tool- Cultural mapping, Community empowerment, Dialogue and consultation, publicity.

Regulatory System- Laws and regulations, Traditional custom, Policies, and plans Financial Tools- Economics, Grants, Public private cooperation.

The Sustainable Development Goals (SDGs) were accepted by the United Nations General Assembly with the 2030 Agenda for Sustainable Development in September 2015. In the 20th General Assembly, which was conducted on 19 November 2015, the States Parties adopts a policy for the sustainable development with the interrelation of environment, cultural and social issues along with economies attached in the World Heritage Convention. UNESCO defines culture as the fourth pillar of sustainable development.

The United Nations Sustainable Development Goals (SDGs) have 17 Goals, 169 Targets and 232 Indicators. Out of 17 goal, goal 11 is on cities ,which is known as the ‘urban SDG, – make cities and human settlements inclusive, safe, resilient and sustainable – the international community perceive urbanization and city evolution as a transformative force for development (Framework, 2016). There is specific target specified under these targets with sets of multiple indicators. The target of SDG11 (Target 11.4) is " Strengthen efforts to protect and safeguard the world’s cultural and natural heritage". Target 11.4 relates the critical role of preservation, conservation, and protection of natural and cultural heritage. The goal can stimulate the awareness about built heritage and its risk of deterioration associated with environment, urbanization and strategies developed under this target can diffuse community wellbeing and social inclusion along with protecting the distinctive character of cities.

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169 Targets and 232 Indicators. The fourth specific target of SDG11 (Target 11.4) is "

Strengthen efforts to protect and safeguard the world’s cultural and natural heritage".

Target 11.4 identifies the important role of conservation and preservation of natural and cultural heritage for sustainable development.

4. Challenges and Opportunities of Heritage management in Indian Context:

As per report (UNESCO, 2016) has recently identified the existing heritage conservation challenges in India are lack of urban policies on heritage conservation, lack of awareness about cultural urban heritage and limited citizens' participation in local governance, unplanned and mismanaged tourism, lack of skills on cultural urban heritage.

Some of the changes which can be clearly observed in historic cities are excessive building density, no upgradation of infrastructure services, social isolation, and urban poverty. Due to intense globalization and a growing demand for modernization, culture and historic development are side lined in the government proposals, visual integrity and local identity of cities are straight away impacted. Rapid unchecked urbanization is leading to the loss of the sense of the place, identity and local culture and deterioration and destruction of urban heritage and now which creates a demand of urban renewal. there is no investment by government in the old housing complexes and construction those are erected in the traditional style and often result into little value of an area. Heritage areas area threatened by upgradation but a striking chances for regeneration created on cautious gentrification (*Historic Districts for All - India, 2010*). By understanding the new threats of heritage there is an apprehension that heritage cannot be part of passive conservation, but needs a tools and framework to profile, define the development of heritage. By understanding the new threats of heritage there is a realization that heritage cannot be part of passive conservation, but needs a tools and framework to profile, define the development of heritage. All the global debates have addressed the tendency to not consider only monument as heritage but also a 'living' sites as heritage. To maintain the old culture into present scenario and for future generation the living and built heritage must be protected and preserved for the sustainable development through inclusive development frameworks. The city planning schemes, and planning efforts lacks adequate planning efforts, incentives, and tools with on ground coordination mechanisms and capacities for urban revitalization. And the approaches towards urban renewal are sectoral both in terms of city development planning and investments. For the successful capacity building of heritage, the coordination is required from the very ground level to every stage of planning. Some of the issues which can be identified are as follows:

- Inadequacy of urban policies on heritage conservation and management.
- No or minimal people participation in local governance.
- Lack of efforts for skill development on urban heritage.
- Lack of inter sectoral planning efforts towards heritage management.

5. The Area and Its Representation: About Varanasi

5.1 Varanasi as a Heritage City:

Varanasi, as known to all is one of the oldest living cities in the world, even regarded as older than history known to us. Varanasi is situated in the eastern Uttar Pradesh along the ganga river in a unique crescent-shape. The city signifies an inimitable situation of synchronization with the river ganga. Appearance of this manifests in its rich heritage, together tangible and intangible. Varanasi's "Old City," has packed narrow lanes that are opening into one and lined by edge shops and of Hindu temples. Varanasi is well known for its Ghats all over the world. The steps on the ghats lead down to the holy river Ganga. Numerous rituals and sacred ceremonies are performed on these ghats, and pilgrims travel from almost every part of the country for devotions, holy dip in the river Ganga, cremation, panch kroshi yatra. The significant ghats of Varanasi are Dasashwamedh, Panchaganga, Harish Chandra, Manikarnika, and Assi ghat.

Varanasi Regional Profile: Varanasi Development Authority (VDA) planned a Master Plan 2031 and the areas delineated under jurisdiction of authorities are as follows, Varanasi City Municipal Corporation 86.45 sq. km, Varanasi Urban Agglomeration, VUA 119.52 sq km, Varanasi Master Plan - Operative Area 144.94 sq. km, Varanasi Master Plan - Projected Area 179.27 sq. km (refereed as Greater Varanasi), and the outer most Varanasi Development Region, VDR 477.34 sq. km .Analysis of Governance structure in Varanasi

Table1 Structure of Urban Governance Bodies and Their Role

INSTITUTIONS	FUNCTIONS
Archaeological Survey of India (ASI)	Protection and management of notified monuments and sites as per Ancient Monuments and Archaeological Sites and Remains Act, 1958 and Rules, 1959.
UP Pollution Control Board (UPPCB)	Pollution control and monitoring especially river water quality and regulating industries
Public Works Department (PWD)	Construction of roads main roads and transport infrastructure including construction and maintenance of Government houses and Institution
State Urban Development Authority (SUDA)	Apex policymaking and monitoring agency for the urban areas of the state

Town and Country Planning Department (TCPD)	Preparation of Master Plans including infrastructure for the state (rural and urban)
UP Jal Nigam (JN)	Water supply and sewerage including design & construction of water supply, sewerage networks and treatment plants.
Varanasi Jal Sansthan (JS)	Nodal agency for water supply in the city. Key functions include O&M of water supply and sewerage assets.
Varanasi Municipal Corporation (MCV)	Nodal agency for municipal service delivery and O&M. Its key functions include primary collection of solid waste Maintenance of internal roads, Collection of Property tax Maintenance and management of ghats
Varanasi Development Authority (VDA)	Responsible for preparing spatial Master Plans for land use and development of new areas as well as provision of housing and necessary infrastructure
District Urban Development Authority (DUDA)	Implementing agency for plans prepared by SUDA

(CRISIL, 2015)

There are functional overlaps at the departmental level Varanasi such as for spatial planning responsibility is with both VDA and TCPD and maintenance/ implementation is done by Varanasi Development Authority (VDA), Town and Country Planning Department (TCPD), Varanasi Municipal Corporation (VMC). VMC being a very large organization but still most of the work/ roles are carried out of the core place of work of the VMC which leads to the uncoordinated work. The provision, planning, implementation, and maintenance of infrastructure facilities like road and transportation, street lighting, solid waste management lies with VDA, TCPD, PWD, and MCV with no specified jurisdictions and responsibilities. There is only Archaeological Survey of India (ASI) at central and state level for the conservation of monument which are notified under ASI. The heritage management in some areas are done by VDA, and in some are by VMC and some patch works under government schemes and other infrastructure facilities might be provided by different agencies. This piecemeal approach in governance brings loss in preservation of unique and distinct character of city more than the enhancement.

5.2 Acts & Regulations

Existing Policies of Central and State Government applicable to the city.

National laws and regulations

The Ancient Monuments and Archaeological Sites and Remains Act, 1958 (AMASR Act 1958) and Rules, 1959: The act safeguards the monuments, remains of monuments and archaeological site which are of national importance and provide protection and preservation of such monuments. As per the mandates of the act ASI is the single organization which will protect, promote such monuments across whole country. Varanasi district is included in the Patna Circle of the ASI (INTACH, 2016).

Gazette Notification (under AMASR Act 1958) regulation for the Prohibited and Regulated Areas, 1992 under the act. Acts regulation protects the surroundings of the ASI listed monuments by declaration of 100 metres around monuments as 'prohibited' and additional 200 metres as 'regulated' for regulating mining actions and construction. (INTACH, 2016).

State laws and regulations

The U.P. Ancient & Historical Monuments and Archaeological Sites & Remains Preservation Act, 1956 (UPAHMASR Act 1956): Modelled along the lines of the national AMASR Act 1958, this Act administers the protection and management of antiquities, monuments, archaeological remains and sites which are subject of state importance. (INTACH, 2016).

In consonance with the constitutional provisions, the Act recognizes that excavation for archaeological and historical purposes is a Central subject, and that permission is necessary from Archaeological Survey of India before any such action is undertaken in the State.

6. Challenges of inclusive approach in Varanasi?

Under the pressure of urbanization and in search of better infrastructure facilities the people are moving out of city core, which is also leading to the demolition of buildings, changes in built heritage fabric due to absence of heritage legislations, heritage recognition and strong master plan. As master plan fails to address the importance of heritage there is loss of built fabric evolved from 800 years from self-organized systems of worship and pilgrimage. All the schemes in the Varanasi are functioning independently with no inter relation to each other. Ideally all the schemes should have worked under the master plan objective, but no heritage management plan is prepared for the city. No priority projects are set for the city. Some of major issues faced for inclusive development are lack of governance in heritage areas, absence of infrastructure, disorganized responsibilities of authorities. inactive heritage cell. the ignorance of community in the development models for cities, lack of regulations and bylaws, lack of heritage conservation & preservation, encroachments around

temples & ghats. In lack of statutory guidelines and in absence of comprehensive heritage management plan the conservation works are carried with no alignment to the other ongoing and new projects. The riverfront which is basically the 200m buffer of the river ganga in which ghats of Varanasi lies fulfils all the criteria cultural landscape, but every time misses the World Heritage tag by UNESCO. The cultural landscape of the ghats include ganga river which changes its flow from Assi, rituals, ghat specific rituals like manikarnika ghat for cremations, evening ganga aarti at dhaswamedh ghat, subah-e-banaras at assi ghat and sustained public life. There are only five heritage zones which have been identified in Varanasi namely the Riverfront Ghats Which covers the buffer of 200m along the riverbank of ganga as per the U.P government, Durgakund-Sankatmochan area, Kamachcha- Bhelupura area, Kabir Math (Lahartara) area and Sarnath. All the cultural zones are fragmented hence the built form around them are not protected which will lead to the decay of the core area of Varanasi. Varanasi being very rich on heritage is losing its character with weak master plan approach of zoning and in absence of specific planning norms and regulations for identified zones. The clear demarcation of old city is missing and the regulation specific to zone. For the inclusive development of city, the integrated approach is needed rather than sectoral approach for provision of critical infrastructure and services in historic cores and integration of these areas and the heritage in the broader city-wide socioeconomic and physical development (Bank, IHCDP, 2014)

7. Case Studies:

Planning and heritage practices of Kyoto in its development plan clearly defines the three zones namely- Regeneration zone for the historic city core with old temples and shrines, Preservation zone for the surrounding mountainous areas in the north, Creation for urban growth and brownfield redevelopment in the south. Kyoto City has an inclusive approach system developed (including an urban planning, legal and policy framework, and financial systems) instead of the conventional urban project-led approach for the regeneration. This approach encourages the city to safeguard its cultural heritage legacy, or “Kyoto-ness,” is passed on, and which makes the Kyoto more resilient to gentrification. (Cultural Heritage, Sustainable Tourism and Urban Regeneration, 2018).

Kyoto today faces a threat of increasing tourism include Kyoto’s strategy to deal with rapidly increasing tourism and the challenge is to disperse these visitors while at the same time maintaining visitor satisfaction levels. How it will reconcile this conflict while safeguarding the livability of its citizens. For the control tourism Kyoto tourism has focused on the quality tourism instead of quantity tourism by introducing the lodging tax and short-term enhanced rental regulations. Kyoto is setting goal for other cities towards the sustainable development and tourism and planning a development with the complementing strategies for the heritage.

Suzhou case study of revitalizing textile traditions for development in rural villages. Suzhou is well-known for its silk production and industrial activities. Suzhou still holds a rural settlement mixed with a industrial atmosphere despite of the massive urbanization of the Yangtze River Delta. As silk embroidery is pillar of the city, Suzhou is awarded as the UNESCO “Creative Cities” (2014). Wujiang is a district of Suzhou, whose silk production has been effectively strengthened through online selling platform which has created new jobs opportunities which attracts migrants towards the Suzhou is a successful example of how old culture can be used for economy generation and tourism generation and protecting rural heritage as well.

Many cities have very well framed institutional structure and planning tools to protect the heritage of the city with statutory backing, incentive guideline like The City of Toronto has Heritage Conservation Districts (HCD) which allows City Council to administer guidelines designed to protect and enhance the special character of groups of properties, Chicago has Chicago Zoning Ordinance which offers floor area bonuses for “adopting” an historic landmark), Permit Fee Waive for Chicago Landmark Properties, Perth has Heritage Grants, Heritage Rate Concession, Heritage Loan Subsidies (offered by the State Government), Transfer of Density, and Bonus Density.

9. Learning from Indian Cities:

Ahmedabad-

In Ahmedabad Municipal Corporation heritage cell has been established in 1996. There is separate allocation of budget i.e., 50 lakhs for the heritage. Ahmedabad has won the title of world heritage city. The Heritage Cell succeeded in introducing a General Development Control Regulations (GDCR) in 2001 which is now followed in Ahmedabad. The concept H-TDR (Heritage Tradable Development Rights) is the incentive provided for following the Heritage Regulations which is a successful effort of municipal corporation. Ahmedabad has dedicated zone called as core walled city with a zoning code CW and the permissible 2 without any purchasable FSI for the protection of its urban heritage and the other incentive which is provided is relaxation in property tax. Ahmedabad model is a successful model which can be followed by other cities for the heritage assets.

Jaipur:

The most appreciated effort of Government is that Jaipur master plan 2025 has included Heritage management plan prepared by DRONAH in its document. The formation of Heritage Committee named **JHERICO** and the body is created by the Rajasthan government in 2007. To formulate the guidelines for heritage and for all building typologies a comprehensive and updated listing of the built heritage are notified

in the master plan. Provision of revision of master plan in every five years. To give the legal status listed buildings have been mapped in Master Plan. Jaipur heritage management has been taken up in Jaipur smart city. Jaipur sets a example how master plan can be used for the protection of heritage assets and inclusive development of city can be done. Integration of plans helped the various schemes to guide the development.

Shahjahanabad: Delhi

In MPD 2001, it was recognized as a “Special Area” with the need of framework with proper planning standards for walled city area. Shahjahanabad was recognized as a “Conservation Zone” in MPD 2021. The most significant part of the Special Area zone is the Shahjahanabad, portion of which is central business area. For planning administration DDA has divided Delhi into 15 ‘Planning Zones’. Shahjahanabad comes in two zones – Zone A and C. For the listed buildings the building byelaws has been framed defining the level of interventions with historical significance and upgradation need that can be incorporated.

10. Recommendation:

10.1 Planning and Zoning Framework:

Varanasi for the inclusive heritage development urgently needs for the incorporation of heritage into the framework of planning legislation and development guidelines. The first and foremost need is to form the heritage legislation to delineate heritage zones for the conservation and preservation of heritage assets with the provision of new and upgraded infrastructure. Some of the measures mentioned for safeguarding the heritage is heritage-sensitive zoning and building regulations for urban renewal and adaptive reuse of built heritage to promote tourism which can act as economy generators for municipal bodies and locals.

10.2 Listing and Grading

Listing of building should be done by heritage committee under the municipal corporation. The heritage list should be reviewed annually to scrutinize the condition of the building and identify the priority buildings for conservation. Guidelines should be developed to demonstrate level of intervention which can be under categories Grade I, Grade II, and Grade III as per (Conservation Of Heritage Sites Including Heritage, 2016). To preserve, conserve and restore as per grading of building and precincts it is necessary to prepare a comprehensive list of heritage assets.

As per the guidelines of (Conservation of Heritage Sites, 2016) the Grade I buildings are of national and historic significance with outstanding architecture style which requires careful preservations and interventions shall only be allowed in case of strengthening the structure. Grade II buildings are building of regional and local importance and requires intelligent conservations in this category internal changes may be allowed with scrutiny for strengthening and adaptive re-use purpose. Grade III buildings are which are important at precinct level and contributes to heritage townscape, it also requires intelligent conservation, it allows addition and extension of building in harmony with existing structure.

10.3 Institutional Framework

The only agency which has control over heritage properties is ASI which are protected under the AMASRM act. The other regulation which is applicable in Varanasi is the buffer of 200 meters from riverbank which has been declared as the riverfront zone. The roles are responsibilities of Varanasi should be clearly defined in perspective to planning, approvals, implementation, provision, and service delivery to avoid overlapping responsibilities and uncoordinated work. Varanasi Heritage Committee should be established under state government for approval of all the conservation and preservation work. Active heritage is needed under Varanasi Development Authority for all the heritage plan preparations at different hierarchy from master plan to action plan acknowledging tangible and intangible heritage for inclusive development. Government of India schemes and programs should operate under heritage cell with the approvals from heritage committee to protect unique character of city.

10.4 Incentives-

Incentives needs to be introduced in Varanasi like TDR i.e. selling of the unused FSI of the plot into to the market at the market price, relaxation in change of land use if owners accept to maintain the heritage character of precincts and tax rebates. Funding under the schemes for the like HRIDAY, PMAY, Smart city for the restoration of houses. Generally, when the property is declared as heritage property its value goes down due to the imposition of regulations on it. In such cases Heritage TDR can acts as an attractive compensatory measure. This H-TDR can be sold in an open market. The property owner should be awarded with Tradable Right Certificate (TRC) by the authority. This tradable FSI structure can be followed by the authority. Heritage Grants, Heritage Rate Concession, Heritage Loan Subsidies such incentives should also be introduced with proper guidelines.

10.5 Participatory Approach

Participatory approach is needed in Varanasi, as its diverse culture can encourage tourism and generate economic for the locals. Till now no plan has been prepared or opened to public for comments whose long-term impact is people are becoming unaware of heritage, cultures and its value. The cross-sectional interaction of authorities is important for the uncoordinated planning and implementation of project. Stakeholders’ identification for the projects. Adopt a heritage policy needs to be encouraged in Varanasi to encourage public private partnership to develop heritage buildings as tourist hotels, resorts, museums etc. Integrating of socio-

economic development into heritage protection and conservation within other urban planning policies. Organization of program for the capacity building of local craftsman. Training and up-gradation of skills in professionals for conservation and restoration. Capacity building programs for authorities as well making them aware about the global practices HUL, SDGs and others.

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