
Jaipur City (India) No 1605

Official name as proposed by the State Party

Jaipur City, Rajasthan

Location

Rajasthan
India

Brief description

The historic walled city of Jaipur, located in northwestern India's Rajasthan State, was founded in 1727 CE under the patronage of Sawai Jai Singh II. Unlike other medieval cities in the region, which were typically located on hilly terrain and evolved organically, Jaipur was situated on a flat plain and deliberately planned. A walled city, it was developed in a single phase with a grid-iron plan inspired by the Prastara plan of the Vastu Shastra, but reflecting an interchange of ancient Hindu, Mughal and contemporary Western ideas. Its ordered, grid-like structure features broad streets crossing at right angles. The main markets, shops, residences and temples on the main streets were constructed by the state, thus ensuring uniform facades.

Envisaged as a trade capital, local traditions of trade, craftsmanship and guilds have continued. The nominated property also includes the Jantar Mantar astronomical observatory (1724-1730), inscribed on the World Heritage List in 2010.

Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*.

1 Basic data

Included in the Tentative List

15 April 2015

Background

This is a new nomination.

Consultations and Technical Evaluation Mission

Desk reviews have been provided by ICOMOS International Scientific Committees, members and independent experts.

An ICOMOS technical evaluation mission visited the property on 21-26 September 2018.

Additional information received by ICOMOS

A letter was sent to the State Party on 9 October 2018 requesting further information about maps, inventories, integrity, authenticity, protection and management.

Additional information was received from the State Party on 6 November 2018 and has been incorporated into the relevant sections of this evaluation report.

An Interim Report was provided to the State Party on 18 January 2019 summarizing the issues identified by the ICOMOS World Heritage Panel.

Further information was requested in the Interim Report including detailed mapping, clarification about the proposed attributes, details about the crafts and architectural inventory, an augmented comparative analysis, and further details about the legal protection, management, conservation, forward planning for the city, monitoring, heritage impact assessment and interpretation.

Date of ICOMOS approval of this report

13 March 2019

2 Description of the property

Note: The nomination dossier and additional information contain detailed descriptions of this property, its history and its state of conservation. Due to limitations on the length of evaluation reports, this report only provides a short summary of the most relevant aspects.

Description and history

Jaipur City is built on a plain in east-central Rajasthan. The nominated portion of the city has an 18th century grid plan divided into nine sectors (*chowkris*) 800 x 800m, defined by straight main streets intersecting at right angles. It was originally enclosed within a massive protective wall, remnants of which survive. The wall encircled the city, and gates – seven of which survive – were built to provide access. Many monuments and temples were constructed within the city.

Interpreted in the light of the shastras, the nominated property's grid plan is a mandala which has been adapted to the local topography. Lord Krishna, as Govind Dev, resides in the centre of the mandala, the centre of power, along with the City Palace as the home of the Maharaja. These foci are surrounded by their devotees and subjects arranged according to their rank or position.

The main streets are defined by a continuous line of shops with colonnades creating various markets. The streets form three intersections in the centre creating the important public squares called *chaupars*. The main temples, academic institutions, library and other important buildings are located along the main streets and *chaupars*.

A typical urban block traditionally consisted of number of neighbourhoods (*mohallas*) according to the caste, economic status and trade of its occupants. The block was

defined by series of shops with colonnades towards the edge; inside were clusters of houses organized along a small street or around a common space.

The basic residential unit is that of the *haveli*, a multi-storied building with rooms facing an inner courtyard or system of courtyards. These form densely built complexes – a *mohalla*, or neighbourhood – which may also contain artisans' workshops, temples and mosques. A *mohalla* typically accommodates about 40 to 50 residences.

ICOMOS requested clarification about the attributes of the nominated property in its interim report. The State Party clarified that the attributes are related to the town planning (grid iron plan of roads), three *chaupars* (public squares), nine *chowkris* (sectors – although generally not the buildings within the sectors), the alignment of the city wall and its remnants, and nine surviving city gates, urban form (eleven bazaar facades, shop typologies along bazaars, certain *havelis* and *havelis* temples along bazaars and at *chaupars*, thirteen iconic buildings, and gates leading to inner streets), and craft streets and bazaars and the associated arts and crafts.

The nominated property also includes the Jantar Mantar, an astronomical observatory from 1724-1730 established by the Maharaja, which was inscribed on the World Heritage List in 2010.

Jaipur City is associated with the Rajput kingdom of the Kachhawas clan, which conquered Amber in what is today Rajasthan in northwestern India around 1037 CE. Amber became the capital of the Kachchwahas, and is 9 km northeast of what became Jaipur.

Jaipur was founded as the new capital of the Kachchwahas in 1727 by Sawai Jai Singh II, who ruled from 1699 to 1744. Increasing population, a lack of water and security had to be addressed in the new capital. Jaipur was to be the first planned city in India, and the Maharaja took a close interest in the design of the city. He consulted architectural books and architects about the planning.

Advice was sought from Vidyadhar Bhattacharya, a Brahmin scholar from Bengal, to help with the design. Vidyadhar referred to ancient Indian texts on astronomy as well as books by Ptolemy and Euclid. The city followed the principles of Vastu Shastra – a traditional Hindu system of architecture.

The city was planned with reference to the installation of an image of Govind Dev on the plain which is now the location of Jaipur, in 1715, and the axes of the city were established with reference to other sacred, secular and topographic features in the wider locality.

The new capital was intended to be a strong political statement to rival cities of the Mughal Empire elsewhere on what is now the Indian subcontinent, and to be a thriving centre for trade and commerce in the region.

Construction of the city started in 1727, and it took about four years to complete the major palaces, roads and square. The city was divided into nine sectors; two comprised state buildings and palaces, and the remaining seven were for public use. The city was surrounded by a large fortified wall with gates.

At the time Jaipur was founded, three main structures had already been completed. These were Chandra Mahal as the political centre, Govind Mahal or Surya Mahal as the religious centre and Badal Mahal, which became part of the City Palace.

Jaipur's city plan was developed with specific dimensional standards for measurements such as building heights and road widths.

The main markets, shops, *havelis* (residences) and temples on the main streets were constructed by the state, ensuring uniformity of street facades. Approximately 400 temples were built in the city.

The land for the houses of important nobles was marked on the main streets and allocated according to caste, rank and financial status.

A water supply system of underground canals and tanks was developed for the city.

The facades of Jaipur's bazaars reveal distinct stylistic layers from the 18th century to the 21st century. In the 18th century the city was realized as an integration of ancient Hindu and contemporary Western ideas with contemporary Mughal architecture, reflecting a political intention to define new concepts for a trade-oriented city.

In the 19th century the city grew rapidly and became prosperous. Its wide boulevards were paved, and lit with gas. The city had hospitals, metal and marble industries, a school of art and colleges.

This period saw a definite colonial influence in architectural styles. This included the introduction of classical elements such as semi-circular arches, small pediments, pilasters and stone railings adapted in a localized Rajput-British style that is also categorized as Indo-Saracenic. It was also the time when the colour of Jaipur's bazaars was changed from the earlier lemon-coloured lime wash to a wash the colour of red sandstone, which gave Jaipur its title of 'Pink City'.

At this time the city was extended beyond the old city walls, adopted new modes of transport such as railways, and adopted modern drainage and a piped water supply system.

The last distinct phase was during the early 20th century, when the city expanded in all directions. This period saw the introduction of the Art Deco style, which was adapted to the building typologies. The continuous verandah in front of the shops in Chandpol, Kishanpol and Tripoliya bazaars was a major contribution of this phase.

It was also during this phase that much renovation work was undertaken, including the city walls and gates.

After India became independent in 1947, Jaipur became the capital of Rajasthan State, which further strengthened its potential for trade and tourism. The modern city of Jaipur has today grown well beyond the original boundaries established in 1727.

Boundaries

The nominated property has an area of 710 ha, and a buffer zone of 2,205 ha.

The original city wall line has been adopted as the boundary of the nominated property.

ICOMOS requested good quality and detailed mapping of the boundaries and buffer zone in its interim report. The State Party provided additional mapping of a better scale and quality.

The rationale for the boundary is satisfactory and the additional mapping provides a clearer understanding of the boundary. However, the definition of this boundary on the ground is not clear in those locations where the wall no longer exists. In other locations, access to the boundary is too difficult to enable its verification because later structures obscure it.

It also appears that the boundary follows the outer surface of the wall line rather than the 5 metre setback specified in the building bylaws.

The buffer zone provides adequate protection for the property. However, it has the same problems regarding its definition on the ground. This is especially the case with the southern part of the property along the MI Road and in the area surrounding the Raghunathgarh Fort to the east.

Otherwise, the buffer zone includes the immediate setting of the property and important views, as well as important associated features such as Nahargarh Hill, Galtaji Temple, and the Moti Dungri and Hathroi forts.

State of conservation

There has been a range of conservation and urban renewal projects undertaken in the nominated property since 1971. This has included the conservation and restoration of heritage structures undertaken by the Department of Tourism in 1995, removal of encroachments in the main commercial streets in 2001, and an infrastructure project which included the re-use of wells and repair work in the city in 2001. Since 2005, the Government of Rajasthan has undertaken projects for the conservation of city gates, Jaleb Chowk in the City Palace and the Ghat Ki Ghuni heritage zones. A conservation project for the Hawa Mahal was undertaken in 2006-2007, for Jaleb Chowk, Jantar Mantar and Ghat Ki Ghuni in 2007-2008, and bazaars, Ghat Ki Ghuni and Jantar Mantar buffer zone in 2011-2013. Conservation of bazaars has been undertaken since 2014 as part of the Jaipur Smart City Plan.

Based on the information provided by the State Party, on the nominated attributes and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the state of conservation appears partly satisfactory but with substantial exceptions.

The city gates seem to have enjoyed the focus of conservation efforts in the city. The pink-coloured facades of buildings on the market streets also appear to be in good condition. However, signs of dilapidation are noticeable in many older buildings. It seems that most maintenance/facelift projects are aimed at improving only the appearance of the main market streets. Large sections of the city wall no longer exist, and in other cases, the wall has been encroached by development. Most craft streets are still to be conserved.

ICOMOS requested in its interim report information about the state of health of the crafts which are attributes of the property. The State Party advised that four of the twelve crafts are declining or dying, with the remainder thriving.

While not attributes identified by the State Party, it is noted many of the inner areas of the *chowkris* and the old *havelis* are in poor condition, and important open spaces are being encroached.

Factors affecting the property

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the main factors affecting the nominated property are development pressures and unauthorized constructions. These factors affect many parts of the nominated property.

Population pressure is leading to the expansion/extension of existing buildings or the redevelopment of existing buildings, sometimes in violation of the law. Any changes to the facades of buildings that face towards or are visible from any of the bazaars are not permissible unless they conform to the design features of the locality. Violations of this law appear to be widespread.

The most significant development pressure arises from two public sector initiatives – those by Jaipur Smart City Limited, and the underground metro line.

Projects such as the multi-level carpark at Chaugan Stadium (currently under construction), the proposed multi-level carpark at the Atish Market area, the multi-storey Integrated Development of Janta Market and the Jaleb Chowk redevelopment are likely to have a negative impact on the proposed Outstanding Universal Value of the nominated property, and worsen the traffic conditions within the city.

Each ongoing and proposed project by Jaipur Smart City Limited within the nominated property and beyond should be subjected to a Heritage Impact Assessment (HIA) to ensure it does not have a negative impact on the proposed Outstanding Universal Value, integrity or authenticity of the nominated property.

With regard to the underground metro line project, potential direct and cumulative impacts on the nominated property due to its operation have not been assessed. In addition, despite previous indications, many mature trees in Badi Chaupar and Choti Chaupar areas have been lost during construction.

Encroachments on the remnants of the city wall are a severe problem. According to the building bylaws, no permanent or temporary structures can be erected within 5 m of the city wall. Violations of this bylaw can be seen throughout the nominated property. While some of the structures may have been constructed before this bylaw was enacted, many unauthorized and illegal structures have been constructed in recent years. No signs of active removal of illegal structures are evident.

The development pressure on the immediate surroundings of the nominated property is also very high. Large-scale and unauthorized development in the buffer zone to the north of Brahmapuri seems to be increasing.

3 Proposed justification for inscription

Proposed justification

The nominated property is considered by the State Party to be of Outstanding Universal Value as a cultural property for the following reasons:

- Jaipur is an exemplary development in town planning and architecture that demonstrates an amalgamation and important interchange of ideas in the late medieval period. In town planning, it shows an interchange of ancient Hindu, Mughal and contemporary Western ideas that resulted in the form of the city. The plan displays a grid-iron layout which was prevalent in the West but with zoning derived from traditional Hindu concepts. In addition, the city defined new concepts for a thriving trade and commercial hub that became a standard for later towns in an adjoining region and other parts of what is now western India.
- Jaipur is an outstanding example of a late medieval trade town in South Asia which was emulated elsewhere and made into a tradition. The city planning is an outstanding response to the topography of the site that amalgamates ideas from an ancient Hindu treatise, contemporary global town plans and imperial Mughal architecture, to produce a monumental urban form unparalleled in scale and magnificence in the period. The continuity of trades and craftsmanship in the city is an intangible heritage quality of Jaipur.
- Jaipur is associated with living traditions in the form of crafts that have national and international recognition, and with a range of industries including lac jewellery, stone idols and miniature paintings, as well as building crafts.

Comparative analysis

The comparative analysis is presented in three parts: regional towns which have been influenced by the nominated property's planning; cities in India that had an influence on its planning, and cities on India's Tentative List; and cities on the World Heritage List.

The analysis considers other cities in Rajasthan, including the capitals of other principalities. These are not thought to be similar to the nominated property's careful overall planning, commercial orientation and location on the plains.

Nonetheless, there are a number of cities which followed the town planning model established by Jaipur. These include Sawai and Madhopur, dating from the 19th and early 20th centuries. None are of the scale, magnitude or complexity of Jaipur. Other comparable capitals in Rajasthan, such as Jodhpur and Udaipur, were built in earlier periods and followed the medieval practice of locating the city on hilly terrain, and had a more organic pattern of growth.

With regard to the second part of the comparative analysis, Indian cities that influenced Jaipur, the medieval period saw the development of what became known as Indo-Islamic cities. These combined the principles of traditional Hindu and Islamic town planning. Shajahanabad remains a prominent inspiration. Jaipur departed from this practice to evolve a plan with a more modern vision of a trading and commercial city of the 18th century.

In the case of examples of princely state capitals, such as Lucknow, they primarily follow Indo-Islamic architecture and planning, while Jaipur was driven by Hindu town planning principles and its more universal grid-iron plan.

The analysis also considers the World Heritage property Group of Monuments at Hampi (India, 1986, criteria (i), (iii) and (iv), which was the 16th century capital of the Vijayanagara Empire. The structure of Hampi is completely different from the walled city form of Jaipur, with its grid-iron street pattern. South Indian temple towns are also considered. However, their form is not a grid-iron pattern, nor were they developed as commercial cities.

The analysis considers cities in India on the Tentative List. Some with similarities to Jaipur are noted, such as Ekamra Shetra, which includes Hindu city planning based on the application of the mandala concept, and Chandigarh, which has a grid-iron plan.

Finally, the analysis considers cities in other parts of the world which have been influenced by Hinduism. While Hindu-influenced cities exist in a number of other countries, the analysis notes that each country had its own practice of town planning that was different from Jaipur.

The analysis notes that while grid-iron planning has been practiced since ancient times, its application has been sporadic. In the Asian context, Chinese city planning included the grid-iron layout, with a good example being the old city centre of Beijing. Seventeenth century examples prior to Jaipur are few, and include Mannheim (Germany), Historic Centre of Saint Petersburg and Related Groups of Monuments (Russian Federation, 1990, criteria (i), (ii), (iv) and (vi)) and Philadelphia (United States of America). Post-Renaissance examples include the New Town of Edinburgh (United Kingdom, 1995, criteria (ii) and (iv), Glasgow and other planned cities in Europe, the United States, Australia and elsewhere, all post-dating Jaipur.

The analysis concludes that Jaipur is a rare example of city planning based on a grid-iron model in medieval South Asia. No other earlier or contemporary city followed the model at this scale. Other examples of grid-iron plans around the world emerge from different political and socio-cultural contexts. The analysis argues that, compared to European examples, Jaipur was a trendsetter in establishing city planning principles.

The analysis considers 21 of the 192 cities inscribed on the World Heritage List at the time of the nomination. This is to juxtapose the nominated property's city plan with the town planning theories reflecting new urban forms that were emerging around the world during the Enlightenment period.

The analysis proposes that Jaipur stands as an important city for the culmination of various architectural styles and amalgamation of various cultures in an 18th century town plan form. This reflects tangible and intangible elements resulting in an exceptional architectural form, city morphology and cultural traditions.

It is also proposed that the nominated property stands out as an example of an important town plan that emerged from the amalgamation of ancient and contemporary planning principles ranging from traditional Hindu treatises to Western town planning.

ICOMOS requested in its interim report that the analysis be further augmented to consider similar arts and crafts zoning in other cities, related to criterion (vi). The State Party provided considerable additional information regarding both cities in India as well as in other countries. However, the additional information is generally descriptive and lacks any substantive analysis to support the assertions made about the values of Jaipur.

ICOMOS considers the comparative analysis justifies consideration of the nominated property for the World Heritage List with regard to an important interchange of ancient Hindu, Mughal and contemporary Western ideas related to town planning and architecture and as an outstanding architectural ensemble.

However, with regard to other values, ICOMOS considers that the comparative analysis is not adequate. It provides no meaningful supporting analysis regarding the values of arts and crafts which are central to the claims made under criterion (vi).

ICOMOS considers that the comparative analysis justifies consideration of the nominated property for the World Heritage List with regard to an important interchange of ancient Hindu, Mughal and contemporary Western ideas related to town planning and architecture and as an outstanding architectural ensemble. However, with regard to other proposed values, ICOMOS considers that the comparative analysis is not adequate.

Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (ii), (v) and (vi).

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that the nominated property is an exemplary development in town planning and architecture that demonstrates an amalgamation and important interchange of ideas in the late medieval period. In town planning, it shows an interchange of ancient Hindu, Mughal and contemporary Western ideas that resulted in the form of the city. The plan displays a grid-iron layout which was prevalent in the West, but with zoning derived from traditional Hindu concepts. In addition, the State Party contends that the city defined new concepts for a thriving trading and commercial hub that became a standard for later towns in an adjoining region and other parts of what is now western India.

ICOMOS considers that the nominated property has the potential to represent an important interchange of human values within a cultural area of the world on developments in town planning and architecture. In particular, it has the potential to manifest an interchange of ancient Hindu, Mughal and contemporary Western ideas in the urban form and architecture of Jaipur.

ICOMOS considers that the property has the potential to justify criterion (ii).

Criterion (iv): *be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;*

While criterion (iv) has not been put forward by the State Party, ICOMOS considers that the nominated property has the potential to meet this criterion as an outstanding example of an architectural ensemble with city planning and an urban form reflecting ancient and modern influences to produce a commercial city unparalleled in scale and magnificence in the period.

ICOMOS considers that the property has the potential to justify criterion (iv).

Criterion (v): *be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the grounds that the nominated property is an outstanding example of a late medieval trade town in South Asia which was emulated elsewhere and subsequently became a tradition. The city planning is an outstanding response to the topography of the site that amalgamates ideas from an ancient Hindu treatise, contemporary global town plans and imperial Mughal architecture, to produce a monumental urban form unparalleled in scale and magnificence in the period, according to the State Party. The continuity of trades and craftsmanship in the nominated property is proposed as an intangible heritage.

ICOMOS considers that the nominated property does not meet this criterion. It is not a traditional human settlement, but is rather an innovative planned city for its time. The nomination argues that Jaipur created a tradition, rather than being based on an existing tradition. This approach is not based on the usual interpretation of the criterion which has been adopted in the past. However, the nominated property is not particularly representative of a culture or human interaction with the environment. While its development responded to its terrain, this is also true of most towns and cities, and it is not clear why Jaipur should be regarded as more significant in this regard than other cities. Nor is the nominated property shown to be any more vulnerable to change than most other cities in the sub-continent and Asia.

Criterion (vi): *be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance;*

This criterion is justified by the State Party on the grounds that the nominated property is associated with living traditions in the form of arts and crafts that have national and international recognition. The city is associated with a range of industries, including jewellery made of lac (a resinous substance), stone idols and miniature paintings, as well as building crafts.

ICOMOS considers that this criterion is not justified because of the weakness noted in the comparative analysis.

ICOMOS agrees that the nominated property is directly associated with longstanding arts and crafts traditions that characterize the city as a centre of artistic excellence throughout its history. Nevertheless, the comparative analysis does not position the nominated property adequately among other properties that exhibit the same or similar attributes and values related to this criterion.

ICOMOS considers that the nominated property has the potential to meet criteria (ii) and (iv), but that criteria (v) and (vi) have not been demonstrated.

Integrity and authenticity

Integrity

The integrity of the nominated property is based on the town planning and architecture that demonstrates an amalgamation and important interchange of ideas in the late medieval period, the monumental urban form of the city and the living craft traditions, and the need for the property to contain all the attributes necessary to convey the proposed Outstanding Universal Value. Integrity is also measure of the intactness of the property, and the way major pressures are managed.

ICOMOS considers that the boundary of the city wall should be sufficient to ensure that the nominated property retains all attributes reflecting any potential Outstanding Universal Value.

However, the attributes identified by the State Party reflect only part of the urban form of the city, in particular excluding the inner areas of the *chowkris* and the old *havelis*. These large exclusions undermine the nomination of the property as a historic city. The attributes reflecting the full historic urban form, including these additional features, should be considered for nomination.

Overall, the condition of the physical fabric of the nominated attributes appears partly satisfactory. However, with regard to other features which should be considered, the inner areas of the *chowkris* and the old *havelis*, the condition of these varies considerably, from good to poor. The grid pattern street layout, surviving city gates and functional zoning are mostly intact. However, unauthorized new constructions and additions to existing structures within the nominated property are widespread. Many of the new authorized and unauthorized constructions and numerous communication towers are not sensitive to the nominated property's traditional designs and materials, and therefore have a negative visual impact on the proposed Outstanding Universal Value of the nominated property. Large open areas are being developed into multi-level carparks with footprints many times larger than traditional buildings.

The city wall exists only in fragments, and long stretches no longer exist. In some places, wall segments have either been built over or made part of new constructions. While most of the visible wall segments are in an acceptable or stable physical condition, signs of neglect can be seen in many locations. Walls attached to the city gates are in good condition. The city gates and palace gates are well maintained. Most of the other gates' wooden doors show signs of neglect, and many have been damaged. While the bazaars continue in their traditional function, the design harmony of the facades above street level is severely affected in some by new construction.

Open spaces are an essential part of the city plan but are gradually disappearing. In some cases these are being built upon, as noted above.

The general condition of the protected monuments is acceptable.

Authenticity

The authenticity of the nominated property is based on the attributes that convey its potential Outstanding Universal Value, which include the overall form and design, use and function, location and setting, intangible heritage, and spirit and feeling.

ICOMOS considers that the nominated property meets the requirements of authenticity with regard to these qualities. The property maintains most of its area-based traditional trade practices, and its functional zoning.

With regard to the authenticity of materials, substance and techniques, ICOMOS is not able to confirm their authenticity because of lack of documentation.

ICOMOS considers that the requirements of integrity and authenticity have not been met at this stage. There are substantial integrity issues related to the impacts of development, the poor condition of many parts of the city wall, the inner areas of the *chowkris* and the old *havelis*, and encroachment of open spaces. In the case of authenticity, the materials, substance and techniques need to be confirmed through documentation.

Evaluation of the proposed justification for inscription

ICOMOS considers that the comparative analysis justifies consideration of the nominated property for the World Heritage List with regard to an important interchange of ancient Hindu, Mughal and contemporary Western ideas related to town planning and architecture evidenced by the city, and as an outstanding architectural ensemble. However, with regard to other nominated values, ICOMOS considers that the comparative analysis is not adequate.

ICOMOS considers that the nominated property has the potential to meet criteria (ii) and (iv), but that criteria (v) and (vi) have not been demonstrated.

ICOMOS considers that the requirements of integrity and authenticity have not been met at this stage. There are substantial integrity issues related to the impacts of development, the poor condition of many parts of the city wall, the inner areas of the *chowkris* and the old *havelis*, and encroachment of open spaces. In the case of authenticity, the materials, substance and techniques need to be confirmed through documentation.

Attributes/Features

The nomination dossier does not present a clear indication of the attributes relevant to the proposed Outstanding Universal Value. Lists of different attributes are presented at various points in the dossier, and other attributes are also implied elsewhere in the dossier.

ICOMOS requested clarification about the proposed attributes in its interim report. The State Party clarified that the attributes are related to the town planning (grid iron plan of roads), three *chaupars* (public squares), nine *chowkris* (sectors – although generally not the buildings within the sectors), the alignment of the city wall and its remnants, and nine surviving city gates), urban form (eleven bazaar facades, shop typologies along bazaars, certain *havelis* and *havelis* temples along bazaars and at *chaupars*, thirteen iconic buildings, and gates leading to inner streets), and craft streets and bazaars and the associated arts and crafts.

As noted above, the attributes identified by the State Party reflect only part of the urban form of the city, in particular excluding the inner areas of the *chowkris* and the old *havelis*. The attributes reflecting the full historic urban form and architecture of the city, including these additional features, should be considered for nomination.

ICOMOS considers that the attributes reflecting the full historic urban form and architecture of the city including the inner areas of the *chowkris* and the old *havelis* contribute to the justification for inscription.

4 Conservation measures and monitoring

Conservation measures

Active conservation measures have been aimed at improving the appearance of buildings on the main market streets – the bazaar facades, certain *havelis* and *havelis* temples. In addition, the surviving city gates and adjacent walls, and landmark buildings have been a focus of conservation efforts. One of the craft streets has been upgraded but other streets are yet to be addressed.

The nominated property is large and complex, with many historic structures being managed by numerous property owners. While there are indications that some buildings have benefitted from programmed conservation measures and regular maintenance, a large number of other buildings have not.

The situation with conservation measures and maintenance appears to be reflected in the funding available for the nominated property. In some cases, funding is available to undertake conservation work. The current project dealing with market buildings is an example. In many other cases, though, it would appear that sufficient conservation funding is not available, especially away from the main streets and within the residential areas.

Urgent measures are required to improve the state conservation of many older buildings within the nominated property that are showing signs of dilapidation. In particular, the inner areas of the sectors (*chowkris*) and many of the old residences (*havelis*) are in poor condition and require attention.

ICOMOS requested in its interim report further information about achieving an acceptable state of conservation across the whole of this large property with many attributes. The State Party provided a summary of the state of conservation of the property noting many of the conservation projects related to attributes. In addition, it noted a joint project between the Government of Rajasthan and the Archaeological Survey of India, where the ASI will provide support for conservation and heritage management, including with conservation policy and in drafting architectural control and material use guidelines for the bazaar area.

With regard to the full extent of the surviving city wall, the inner areas of the *chowkris* and the old *havelis*, and the encroachment of open spaces, it is apparent that adequate conservation measures do not exist to address the many problems and achieve an acceptable state of conservation.

Monitoring

The management system for the nominated property indicates that a range of agencies will be responsible for monitoring specified activities. The nomination provides a list of key indicators for measuring the state of conservation, and identifies who will undertake the monitoring and the timeframe envisioned. A Heritage Cell within the Jaipur Municipal Corporation will apparently have overall responsibility for monitoring.

ICOMOS requested in its interim report if the monitoring system could be improved by the addition of indicators to cover the state of conservation of the full range of attributes, and threatening processes. The State Party provided an outline of indicators to address all attributes, which to some extent also explicitly covered threatening processes. While a positive step, the indicators remain very broad, and another level of detailed implementation would be required.

ICOMOS considers that conservation measures are not adequate to address the whole of this large property with its many attributes. Programmed conservation measures and regular maintenance need to be provided for all attributes, supported by adequate funding. Urgent measures are also needed to improve the state of conservation. The monitoring system is broadly satisfactory but another level of detailed implementation is required.

5 Protection and management

Documentation

As a part of the Built Heritage Management Plan (2007), a survey was conducted to identify and list the heritage buildings located within the nominated property. It is a basic list of 1,575 buildings, and this was updated in 2018.

ICOMOS requested further information in its interim report about the level and nature of details to be included in a more detailed inventory to be completed by 2020. The State Party noted that because of conservation projects, the level of documentation available about most attributes actually goes beyond that which might be contemplated in an inventory. None the less, a detailed inventory of all built structures within the property is to be prepared, including attributes and structures which are not attributes. The work on the inventory has started, and a detailed inventory already exists from 2014-15 for 400 structures. This will be updated and extended. A sample proforma for the detailed inventory was provided.

Legal protection

The Jaipur Master Development Plan 2025 is the only document that refers to the nominated property in its entirety, though the boundaries described in this plan do not completely coincide with those of the nominated property. It does not provide any detailed plan for the nominated property. Instead, it declares it a Special Area and states that a Special Area Plan for it should be created. This is the only legal protection for the nominated property as a heritage city.

National and state level legal protection exist for individual buildings, including under the Rajasthan Monuments, Archaeological Sites and Antiquities Act 1961.

Several documents provide lists of heritage buildings and refer to them as 'listed', but these are inventories and do not provide legal protection.

The Jaipur Building Byelaws 1970 apply to the entire Jaipur Municipality. These provide height controls within the nominated property and the parts of the buffer zone that are within the municipality. Some sections contain specific provisions regarding constructions affecting the city walls and facades of buildings along the main bazaar streets.

The Devasthan Department Rules guide the management of temples and religious buildings but do not offer any heritage protection.

The City Palace Complex has its own separate management regime. The Rajasthan Municipalities Act 2009 and Jaipur Building Byelaws 1970 apply to the Palace only if an existing structure within the complex is planned for redevelopment.

The buffer zone can be divided into two categories: forested areas and urban areas. The forested areas are governed under the Rajasthan Forest Act 1953, and the Rajasthan State Forest Policy 2010 is used as a guiding document.

The urban areas fall within Jaipur Municipality and their management is governed by the Rajasthan Municipalities Act 2009 and the Jaipur Building Byelaws 1970. There is no separate or added layer of legal protection for the buffer zone to ensure that its management contributes to the protection of the nominated property, nor do the laws mentioned above make any reference to the heritage values of the nominated property.

ICOMOS requested in its interim report further information about the future of existing unauthorised and illegal constructions, and about the level of commitment that could be given about the future effectiveness of legal protection. The State Party noted there had been encroachments near the city wall and that the consensus process to resolve the encroachments is taking time. The encroachments are being documented, and monitoring is to be undertaken to detect possible future encroachments. In terms of stakeholder commitment to future protection, a consensus approach over time is proposed.

While legal protection appears adequate for some attributes, protection measures are not considered adequate and effective for all attributes, in particular the full extent of the city wall, the inner areas of the *chowkris* and the old *havelis*, and the open spaces. In addition, it is understood protection of buildings in bazaar streets only extends to one surface of the buildings. In the case of reliance for protection on the Jaipur Building Byelaws 1970, widespread and unabated violations of the bylaws calls into question the effectiveness of the bylaws overall. Accordingly, ICOMOS considers the property is facing significant threats.

Management system

The Jaipur Municipal Corporation (JMC) is the main body responsible for the general management and development control within the nominated property. Within the JMC, a Heritage Cell, reinstated in September 2018, will be responsible for monitoring all buildings, areas, city walls and gates within the property and buffer zone to ensure compliance with the bylaws – though it lacks enforcement powers. It is also responsible for providing guidelines and policy for conservation works in the nominated property. The Heritage Cell will be formed from existing JMC staff, and there is a provision for inclusion of other heritage professionals. There are no active heritage conservation training programs at the JMC.

While the nomination dossier states that the Department of Archaeology and Museums of the Government of Rajasthan has conservation expertise and that several non-governmental heritage organizations can extend their support to conservation efforts, these services can be accessed only on an individual project basis.

The Jaipur Master Development Plan 2025 is considered to be the primary heritage management plan for the property. The plan includes background to the plan itself, information on the district and region, and guidance regarding a range of issues including the conservation of built heritage. The plan is a high-level document; there are

other plans for specific monuments such as Jantar Mantar, and it proposes additional plans.

The implementation of various plans, including the Jaipur Master Development Plan 2025, within the city is dependent on the establishment of a proper management system. The establishment of the Heritage Cell is an important step towards that system.

Risk management has been a feature of previous heritage plans for Jaipur, and development of a plan for disaster risk management preparedness and its implementation are identified tasks in the nomination dossier.

ICOMOS requested in its interim report additional information on improved coordination of the management system, and how adequate tools and authority can be provided to ensure satisfactory management. The State Party provided details about the overarching State Level Heritage Committee, the municipal Technical Heritage Conservation Committee and the municipal Heritage Cell.

While these new enhanced management arrangements may prove successful, they need to be extended to cover all attributes in the property, and there is overall a lingering and serious concern given the management system for the nominated property and the buffer zone is uncoordinated and lacked adequate supportive legal and administrative tools and power. This situation also contributes to the conclusion that the property is facing significant threats.

Visitor management

Jaipur City has been a destination for domestic and international tourists for many years. Although the number of visitors is growing gradually, there is no immediate strain from tourism. The proposed Shri Krishna Smart Circuit and the redevelopment of Jaleb Chowk projects may ease visitor movements in the central areas of the city. However, these projects have no provisions to reduce the number of large tour buses or the many private automobiles, which cause severe traffic congestion.

There is no established overall interpretation and presentation policy for the nominated property. Non-governmental organizations and volunteers conduct walking tours as needed. Several proposed projects, such as the Shri Krishna Smart Circuit and redevelopment of Jaleb Chowk, may improve presentation of the nominated property. It is not clear if these projects are aimed at improving site presentation or simply improving tourism facilities.

Separate interpretation for the Jantar Mantar World Heritage property already exists.

Community involvement

Representatives of various trade and commerce, community, social and professional bodies all seem to support the nomination. The trade and commerce bodies have been the most vocal supporters, as they consider the potential inscription would benefit business.

Evaluation of the effectiveness of the protection and management of the nominated property

With regard to documentation, a basic database exists and this is being updated and extended into a more detailed form, to be completed in 2020.

While legal protection appears adequate for some attributes, protection measures are not considered adequate and effective for all attributes, in particular the full extent of the city wall, the inner areas of the *chowkris* and the old *havelis*, the open spaces, and buildings in bazaar streets. In the case of reliance for protection on the Jaipur Building Byelaws 1970, there are serious concerns about their effectiveness.

While a management system exists for the property, and this is to be enhanced regarding coordination, this needs to be extended to cover all attributes in the property, and there is overall a lingering concern given the management system for the nominated property and the buffer zone is uncoordinated and lacked adequate supportive legal and administrative tools and power.

Given this situation, ICOMOS considers the property is facing significant threats.

There is no established overall interpretation and presentation policy or program for the nominated property.

There is community support for the nomination.

ICOMOS considers that the protection and management are not adequate, and that the property is threatened. There are serious weaknesses in the protection of attributes, the previous management system had significant problems and the new enhanced management system does not extend to all attributes and is untested, and there is no established overall interpretation and presentation policy or program for the nominated property.

6 Conclusion

ICOMOS considers the comparative analysis justifies consideration of the nominated property for the World Heritage List with regard to an important interchange of ancient Hindu, Mughal and contemporary Western ideas related to town planning and architecture evidenced by the city, and as an outstanding architectural ensemble. However, with regard to other proposed values, ICOMOS considers that the comparative analysis is not adequate.

ICOMOS considers that the nominated property has the potential to meet criteria (ii) and (iv), but that criteria (v) and (vi) have not been demonstrated.

ICOMOS considers that the requirements of integrity and authenticity have not been met at this stage. There are substantial integrity issues related to the impacts of development, the poor condition of many parts of the city wall, the inner areas of the *chowkris* and the old *havelis*,

and encroachment of open spaces. In the case of authenticity, the materials, substance and techniques need to be confirmed through documentation.

The attributes identified by the State Party reflect only part of the urban form of the city, in particular excluding the inner areas of the *chowkris* and the old *havelis*. ICOMOS considers that the attributes reflecting the full historic urban form and architecture of the city, including these additional features, should be considered for nomination.

ICOMOS considers that the protection, conservation and management are not adequate, and that the property is threatened. Conservation measures are not adequate to address the whole of this large property with its many attributes. The monitoring system is broadly satisfactory but another level of detailed implementation is required. There are serious weaknesses in the protection of attributes, the previous management system had significant problems and the new enhanced management system does not extend to all attributes, is untested, and there is no established overall interpretation and presentation policy or program for the nominated property.

7 Recommendations

Recommendations with respect to inscription

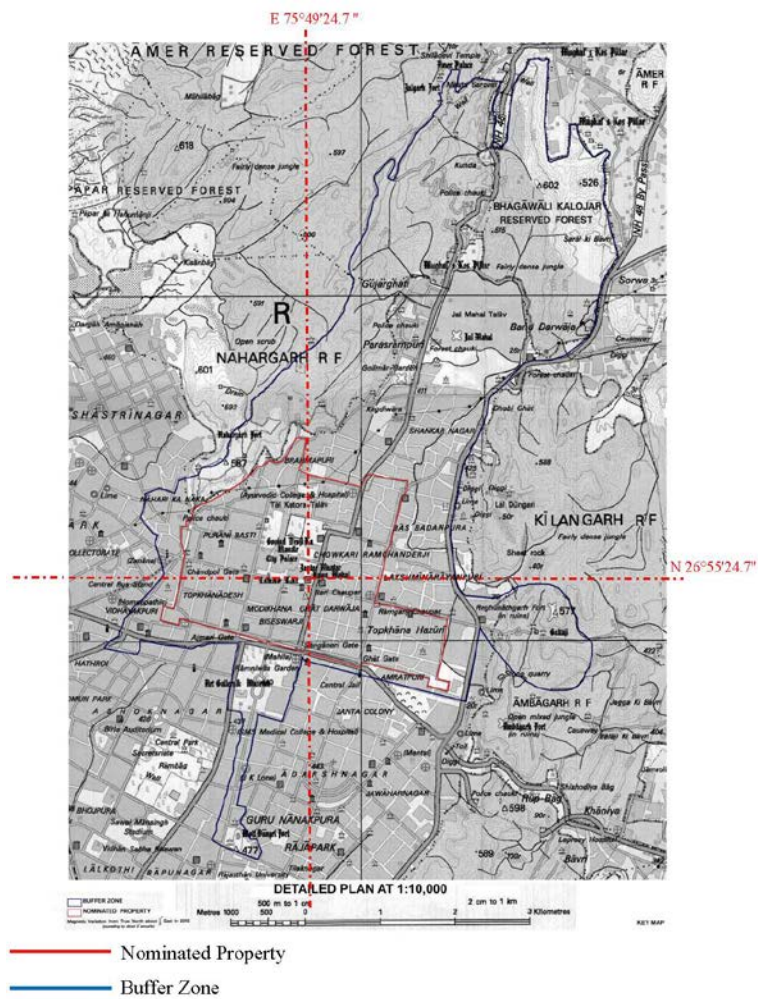
ICOMOS recommends that the examination of the nomination of Jaipur City, India, to the World Heritage List be **deferred** in order to allow the State Party, with the advice of ICOMOS and the World Heritage Centre, if requested, to:

- a) Develop a clear plan to enhance the state of conservation of the property with regard to development impacts, including those affecting the city wall, and otherwise including conservation measures for the city wall and craft streets, and commence implementation of the plan,
- b) Complete the detailed heritage inventory for the nominated property covering all attributes at a suitable level of detail,
- c) Improve the legal protection to overcome the danger to the property and ensure it is adequate and effective for all attributes, including ensuring coordination between the various protective measures,
- d) Extend the management system to cover all attributes in the property, and demonstrate the enhanced management system is effective, well-coordinated and has adequate supporting administrative tools and power,
- e) Undertake Heritage Impact Assessments for any current or planned projects which may affect the proposed Outstanding Universal Value of the nominated property, in alignment with paragraph 172 of the *Operational Guidelines*,

- f) Develop a detailed monitoring program, including more detailed indicators,
- g) Establish an overall interpretation and presentation policy and program for the nominated property;

If requested, ICOMOS is available to offer advice to the State Party on the above mentioned conservation and management processes.

Any revised nomination should be evaluated by a site mission.



Map showing the boundaries of the nominated property



View of the City Palace Complex



City Palace Complex



View of the Main Bazaar



Jarawar Singh Gate