

# SECTION 7

Issues

## **SECTION 7 | ISSUES**

### **7.1 Introduction**

The Federal Department of Archaeology & Museum had been doing routine annual repairs from time to time at Takht-i-Bahi alone while Seri Bahlol was not on their list at all. With the meager resources, the department had at its disposal, sums of PKR 0.600, 0.740, 0.750, 0.750 and 1.700 Million were earmarked for the fiscal years 2006-07 to 2010-11. However in the year 2002, a PC-1 was prepared by the department and approved by the Central Development Working Party of the Government of Pakistan for a cost of PKR 100 Million which was revised in the year 2005 and amended in 2008 for a cost of PKR 114.9 Million. Out of this, an amount of PKR 56 Million has been consumed till 2009. No money has been spent since then and the cost of residual works is PKR 58.9 Million which may have escalated now.

Three points emerge from the study of this PC-1: one that this PC-1 was prepared collectively for eight sites in three districts of Khyber Pakhtunkhwa Province namely Takht-i-Bahi and Jamal Garhi in Mardan, Shingarder Stupa, Butkara-I, Butkara-III, Saidu Stupa, and Panr site in Swat and Gorkhattree in Peshawar. Secondly, Seri Bahlol has been completely omitted as if this site does not belong to Khyber Pakhtunkhwa. Thirdly this proposal was only a bill of quantities without any reference to any research or any studies to be conducted, as is the case in most international practices,. The PC-1 however, indicates that a separate project proposal shall be prepared in due course of time for Takht-i-Bahi alone.

### **7.2 Site Management Issues**

#### **7.2.1 Custodianship**

Federal Department of Archeology was the custodian of this World Heritage Site until lately. The provincial Government of Khyber Pakhtunkhwa and the City District Governments were never involved in the administration/ management of this Heritage Site at any stage. This was an unsatisfactory situation because the City District Government is responsible for the immediate environment of the site including the urban sprawl and illegal encroachments around the site. This becomes all the more important in case of Seri Bahlol, all of which has been encroached.

However, with the adoption of the 18<sup>th</sup> amendment in the constitution of the Islamic Republic of Pakistan recently, the devolution process is currently under way. According to this, the ministry of culture at the Federal level has been devolved and the Department of Archaeology has been handed over to the Provinces. Accordingly, the archaeological sites/monuments in the province are being transferred to the Provincial Governments of Khyber Pakhtunkhwa, along with the relevant staff. This will result in strengthening of the Provincial Department of Archaeology which was previously extremely under staffed. Whereas, this may be a move in the right direction but may result in the entire chain of management being broken down until

such time that the devolution process is completed, which may take three to six months.

The official tourist authorities, the Pakistan Tourism Development Corporation (PTDC) or those at the provincial level have had no role to play in either managing the site or promotion of tourism on both sites. The tourism authorities do not have any programmes of promotional material, do not conduct tours neither from Peshawar nor from Islamabad, nor do they provide guides. Local tour operators are also not involved in any campaign to promote the site or arranging any special activities or event.

The absence of a coordinated strategic approach has encouraged ad hoc decision making, resource allocation and conservation practices at Takht-i-Bahi. The competence of those responsible for decision making is the main problem as their qualification and expertise do not equip them well for the roles they are required to play. Shortage of staff is also an obstacle in implementing Standard Conservation Methodology. No effective mechanism is in place in the Department of Archaeology and Museums, to oversee the management status of this World Heritage Site. A degree of international oversight is provided by UNESCO World Heritage Centre. This involvement is however, irregular and reactive.

It is therefore, necessary that a system should be in place whereby regular inspections by internal and external agencies are ensured which can monitor the site at regular intervals. To a large degree the custodians of this World Heritage Site had been working in isolation with little valuable support that can be gained from international or regional collaborative involvement. It is pointed out in the MGWCHS that “an important issue in relation to the management of world heritage sites is to establish a process that gives a solid basis for international collaboration between those responsible for the sites management and the various international bodies such as World Heritage Committee, UNESCO, ICCROM, and ICOMOS.” This should be expanded to encompass collaborative programmes, communication and exchange with academic institutions, research and non-governmental organizations.

### **7.2.2 Enforcement of Legal Protection**

As discussed in section 3.4, the Federal Antiquities Act (Act VII of 1976) provides various forms of legal protections in support of conservation/ preservation of a world heritage site, however, the Department of Archaeology and Museums has failed to take advantage of this potential and the site suffers, as a result.

- i) The act stipulates that the Federal Government shall constitute an advisory committee (article-3) but no such committee has ever been formed.
- ii) Article 7 could be a useful tool for acquiring the entire range of mountains on which the Takht-i-Bahi ruins exist. (Some progress in this direction has been made by the Provincial Government). However, the acquisition of an area in a

radius of 2 miles of Seri Bahlol for identification of the twelve mounds is still a dream.

- iii) Article 8 of the act authorizes the Director General of Archaeology to receive voluntarily contributions and donations but this power has never been exercised.
- iv) Article 18 of the act is clear regarding the use that the protected monument or site may be put to. However this option has never been considered for public awareness or fund raising.
- v) In spite of the stringent fines and punishment that are laid down in article 19, for willful damage to a monument, site or protected antiquity, it has not been possible for the department to protect various ruins and structures at Takht-i-Bahi and the wall/antiquities at Seri Bahlol from graffiti and human vandalism. Lack of sufficient staff and security guards is one reason.
- vi) Article 22 requires that “no development plan or scheme or new construction on or within a distance of two hundred feet of a protected immovable antiquity shall be undertaken or executed except with the approval of the Director General”. However the community living within Seri Bahlol continues to construct and expand their houses. The urbanization around Takht-i-Bahi is also continuing unnoticed. The DOAM has not been able to enforce this regulation for various reasons. Also a clear cut buffer zone does not exist around both sites. There is no local and provincial government legislation relating to developments that will protect these sites from encroachments, road works, garbage and resulting pollution and damage to the integrity of both sites.

### **7.2.3 Staffing**

The staff deputed by Department of Archaeology and Museums at both components of this World Heritage Site is far short of the requirements, keeping in view the vast area that these cover. No technical staff has been designated specifically for this site. There is only one archaeological conservator, one field office and one conservation foreman to look after a total of eighty eight Archaeological Sites & Monuments scattered all over the province under the care of Peshawar office of the Federal Department of Archaeology. (The two posts of assistant director are lying vacant for nearly a year) The archaeological engineer visits this site only twice in a month for which he has to come all the way from Peshawar. (a distance of about eighty kilometers).

The staff deputed on the site is non-technical and unskilled. The regular staff deputed on the site of Takht-i-Bahi is three site attendants (two for day time duty & one for night) recently two additional site attendants have been recruited on a daily basis and three police constables have been deputed for security concerns. The recently amended PC-1 (2008) had the provision of some staff to be recruited. As a result one

supervisor and three malis/site attendants have been recruited to look after an area of almost 42 hectares.

The situation at Seri Bahlol is even worse. The department has only one post of site attendant to protect an area of about 8 hectares. Obviously one site attendant, without any authority and legal protection can do nothing against hundreds of encroachers in the village. This shows the apathy of the Department of Archaeology and Museums towards this World Heritage Site.

Although, there is a serious shortage of specialist expertise in a wide range of skills, needed to carry out conservation and maintenance of all the sites and monuments in the province, the department does not have sufficient number of technical positions in its budget. An analysis of the existing staff composition at Peshawar office leads us to conclude that the conservation, management, maintenance and monitoring of this World Heritage Site is casually done. The decision making, its implementation and monitoring is done by one person. (Not even a team) The actions are taken after the monument/site has already suffered, and those too without any research, investigation, homework and are visibly under equipped. This includes equipment needed for maintenance, conservation, laboratory facilities and documentation.

With the in house shortage of specialist persons, the Federal Department of Archaeology and Museums should have engaged expert for specialist advice. (national or international) Unfortunately, this is also not done and no advice is sought /available for proper execution of works and the staff has to rely on themselves. Thus people managing the site, often find themselves in a difficult position of having to choose between what they know to be the correct conservation decision and what is demanded of them politically.

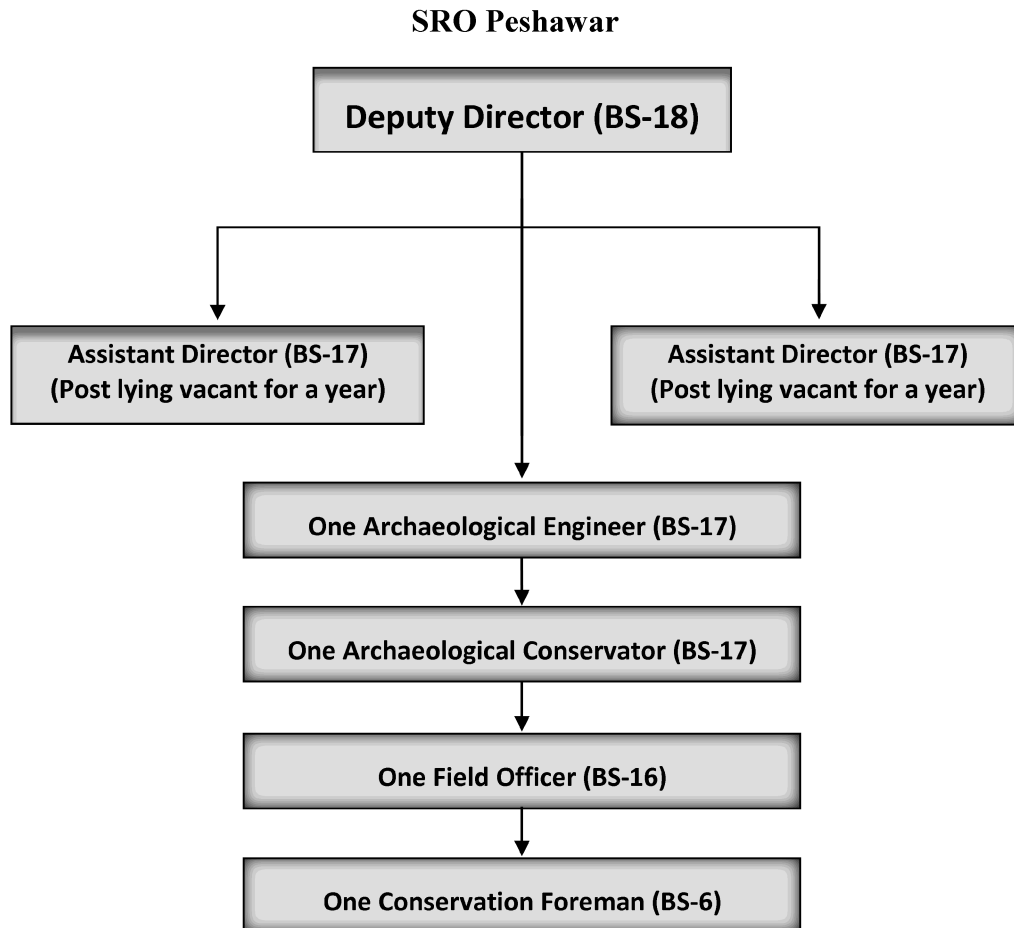
For a long time now, the Department of Archaeology & Museums has not provided its staff, with any opportunity for training or upgrading their qualification/experience in the conservation and management skills needed. The organizational chart of the Peshawar office is reproduced in Figure 7.1.

#### **7.2.4 Training**

The basic education of Architecture, Archaeology and Engineering is provided at a number of institutions/universities in the country. There are four universities offering graduate & master level courses in Archaeology, two in Khyber Pakhtunkhwa, one in Punjab and the fourth one in Sindh. Architecture is taught at a number of institutions in the country: the only one in Khyber Pakhtunkhwa is at Abbottabad, three in Rawalpindi/Islamabad, at least seven in Lahore and a similar number in Sindh Province. On the other hand engineering is a discipline in most universities in the country. Unfortunately none of these universities offer degree courses in conservation theory and principles.

It must be emphasized here that Heritage Management is different and more difficult from the discipline of Archaeology, but in Pakistan the management of

monument/site and their upkeep and archaeological research (if any) are handled by the same individual. Whereas the management of the monument and sites require a specific aptitude and qualification which most archaeologists, architects or engineers do not possess.



**Figure 7.1: Organizational chart for Peshawar Office (DOAM)**

Pakistan Institute of Archaeological Training and Research (PIATR) were established by the Federal Department of Archaeology in Lahore to train professional conservation staff at various levels including those from within the department and outside. Unfortunately for many years, it has become inactive and urgently need revamping and strengthening with more staff, facilities, equipment, a purposely designed/built building and focus on curriculum and research.

The UNESCO report on “Cultural Tourism in Lahore & Peshawar (2003) recommended that the institute be reorganized as the Pakistan Conservation Institute “PCI.” With the devolution process underway, when the Department of Archaeology and Museums will be handed over to the provinces, this facility in Lahore, how so ever meager it may be, will no longer be available to the archaeological staff at Khyber Pakhtunkhwa province.

The lack of sufficient technical expertise within the department is one of the key causes of inappropriate conservation work. The province of Khyber Pakhtunkhwa is fortunate enough, to have two universities offering courses in archaeology and some of the renowned archaeologists of the country belonged to this province. Any type of collaboration between the Provincial Department of Archaeology and the universities, to institute **targeted conservation courses**, will be helpful and beneficial for the department. The department will be able to benefit, in training its own staff and getting trained manpower to oversee the works needed to safeguard the Heritage Assets. UNESCO could also act as a key agent to provide assistance in the form of short courses and workshops for the staff. Standard Operating Procedures for each job need to be put in place and staff should be fully conversant with these procedures before undertaking any conservation assignment. Some of the site management issues identified are as under:

<b>Issue 1</b>	The lack of trained and experienced manpower in conservation and related subject.
<b>Issue 2</b>	The need for an informed management team to implement the Master Plan.
<b>Issue 3</b>	There is no structured, multi stake holder management system to guide conservation and management.
<b>Issue 4</b>	The need for training, at all levels, of staff in conservation and management.
<b>Issue 5</b>	The need for a clear cut definition of job scope in the form of SOPs
<b>Issue 6</b>	Isolation of site custodians from Regional and International Support Network.

**Table 7.1: Site Management Issues**

### **7.3 Monitoring and Maintenance Issues**

A historic building/site is the one that gives us a sense of wonder and create curiosity about the cultures and people that produced it. It is always a symbol of our cultural identity, so its first impact is emotional. They always convey a message which is revealed by the study of its history. For this reason, they are expected to last for as long as they are wanted and need to be conserved and require constant maintenance, but the Department of Archaeology and Museums do not have a system in place to carry out the monitoring and maintenance of Takht-i-Bahi and Seri Bahlol. This is largely due to non-availability of the required staff. The wide range of professional expertise required to safeguarding such a large and complex monument is not in place with inevitable results. Even the basic staff of security attendants, cleaners and sweepers is not adequate. The current situation is described separately in the Annexure.

#### **7.3.1 Routine Monitoring and Maintenance**

Routine maintenance or “annual repair” at the moment is based on verbal instructions as and when the need arises. Systematic records are kept only in exceptional

circumstances. Separate systems of maintenance and monitoring do not exist. There is only one team (in most cases a single person) doing this at his whims, with no system of monitoring, cross checking or certification. In addition, no specific research or site investigations are carried out, previous investigations not explored or taken into account before conservation interventions. This has resulted in highly substandard works with threats to the site.

Even though Takht-i-Bahi and Seri Bahlol form one Heritage Site, they do not share a linked approach to monitoring and maintenance. Whatever little resources are available with the DOAM, are all directed towards Takht-i-Bahi leaving Seri Bahlol entirely to the encroachers. There is only one site attendant/chowkidar deputed there. This also leads us to conclude that the resources and personnel are not used in an appropriate manner. The existing situation is outlined below:

- i) There is only one archaeological engineer along with a technical staff of four people to carry out maintenance/monitoring works for eighty eight (88) Archaeological Sites and Monuments in the entire province of Khyber Pakhtunkhwa.
- ii) No investigative studies are carried out prior to undertaking any maintenance work
- iii) Separate system of maintenance and monitoring do not exists. There is only one person doing all the jobs.
- iv) With the number of people so small, divisions of responsibilities i.e. maintenance and monitoring is not possible, so no check and balances.

### **7.3.2 Specific Monitoring and Maintenance Issues of Seri Bahlol**

The village of Seri Bahlol is now all occupied by modern construction with traces of the fortification wall visible at places. These traces of the wall are in a deplorable condition. The Department of Archaeology and Museum has probably left the city remains at the mercy of encroachers. There is no programme of maintenance or monitoring of this important Heritage Site. The failure to maintain this historic wall has resulted in a range of structural problems and damage. Some problems in particular, pose serious threat to preservation of this wall such as:

- i) The action of sewerage being disposed through/with the wall, keeping the wall constantly moist and ugly.
- ii) Water rising from the ground
- iii) Rain water penetrating the foundations of the wall
- iv) The threat from the lateral pressure being exerted to the perimeter wall by the structures being supported or integrated with the wall.

There have been no conservation interventions since 1947 on this site. Drastic measures are needed to revive its old glory.



### 7.3.3 Monitoring of Conservation works

As outlined earlier, the Department of Archaeology and Museums does the monitoring of conservation works by the same person and is based on approved development scheme on PC-1 & PC-II formats. These Performa are unsuitable for monitoring the conservation works, because these do not provide adequate baseline information about the structures and interventions.

This is extremely unsatisfactory state of affairs, as this allows latitude to those who are entrusted with the works of conservation without regards to the importance of following accepted conservation principles. In all international practices, the execution and monitoring are entrusted to different groups of people to enable a careful and diligent monitoring. Unfortunately this has not been possible in this country for obvious reasons.

### 7.3.4 Maintenance of Archaeological Remains

The components of this World Heritage Site comprises essentially of patches of fortification wall (Seri Bahlol) and the ruins and structural remains at Takht-i-Bahi. At present, there is no specific protection or monitoring and maintenance of these remains and they are subject to damage by natural elements and people walking and climbing on them. Fabric and built element are being dislodged and eroded. Continual damage of this kind may result in the loss of important archaeological evidence.



**Human Vandalism**

At Takht-i-Bahi, there have been some archaeological excavations after 1947 to uncover some new Archaeological Ruins on a hilltop towards the west of the main complex. Many other hilltops also have archaeological ruins of one type or the other. The monitoring of the ruins located on scattered hilltops is not carried out even close to international standards.

The presence of ruins scattered on various hilltops, ridges and valleys makes it a unique site of its kind. It is also to be expected that many more ruins might exist on other hilltops, if explored. Keeping this in mind, the provincial Government of Khyber Pakhtunkhwa has declared the entire mountain range of 1100 acres as the “**Archaeological Reserve**”. A formal decision to this effect has been taken and it will be notified in due course of time. For the time being, the sale & purchase of land in this entire area of 1100 acres is prohibited.

### **7.3.5 Cleaning the Monuments**

The general standard of cleanliness of the site and its ruins along with the perimeter wall at Seri Bahlol and other elements is very poor. Lack of cleaning of surfaces of the wall at Seri Bahlol, particularly at locations where the sewerage of houses is being disposed off through the wall has resulted in the accumulation of grime, fungi and deposits of chemicals, resulting in an extensive damage to the wall. The water traveling along the wall penetrates the foundations and causes structural damage to the wall apart from its being ugly and unsightly. At the moment, the sewerage at Seri Bahlol is through open drains which pierce through the wall and fall into another open drain running along the base of the perimeter wall causing damage to it. This is not only damaging the wall, but gives it an ugly look as well. The relevant department of the Government has completed the survey of the village for designing a sewerage system, but it is highly recommended that this exercise be carried out in the context of this Master Plan.



**Sewerage being disposed off through the wall**

The over growth of vegetation at Takht-i-Bahi and the damage caused to the ruins because of human vandalism also need to be fixed up regularly every day/week. Cleaning of the monument is important not only for appearance but also to take informed decisions about how to maintain and conserve the monument.



**Overgrowth**

### **7.3.6 Damage to the Wall from Urbanization**

Another source of damage is the lateral thrust caused by the structures supported on the city wall or built adjacent to the wall. This exerts a lot a lateral thrust/pressure on the wall. The wall needs to be released off, of this pressure and no structure within the village should be allowed to be built close to the wall. In a way a buffer zone inside the village may also be created. The water seeping into the foundation of this wall is also a major threat. The following issues are highlighted:

<b>Issue 7</b>	Lack of regular and systematic monitoring of both sites.
<b>Issue 8</b>	Maintenance works carried out are not monitored against standards.
<b>Issue 9</b>	There is no system for monitoring conditions at both components of the site. Both components are different in nature and require different system for each one, depending on their own requirements.
<b>Issue 10</b>	The need for a system to monitor conservation works carried out by the department and under department's supervision.
<b>Issue 11</b>	The need for an approach to the monitoring of ruins and ground level Archaeological Remains.
<b>Issue 12</b>	The need to clear wild growth and a review of the planting in view of damage being caused to ruins and their foundations.
<b>Issue 13</b>	General filth around the city wall at Seri Bahlol needs to be cleared up and the sewerage disposal of the village to be redesigned and implemented to avoid damage to the wall.
<b>Issue 14</b>	Lack of a proper system to control urbanization at Takht-i-Bahi and Seri Bahlol.

**Table 7.2: Monitoring and Maintenance Issues**

## 7.4 Conservation Issues

### 7.4.1 Conservation at Takht-i-Bahi

A critical review of the records collected in the dossiers of intervention show that the monastery of Takht-i-Bahi was first discovered in 1852 by European Lieutenant Lundser and Stokes, although these remains were earlier mentioned by the General Court, the French officer of Maharaja Ranjeet Singh in 1836. In 1871, Sergeant Wilcher found innumerable sculpture at Takht-i-Bahi depicting stories from the life of Buddha. The first scientific excavations on the site were carried out between 1907 and 1920, which have been reported in various Archaeological Survey of India Reports from 1907 -1920.

Since then no appreciable conservation works has been done on this site, except from routine repair and maintenance work. In 2003-05 the Department of Archaeology started excavating another hilltop situated towards the west and south western side of the main monastery complex and discovered a huge block of ruins adding new charms to the complex. Major repair works were also initiated in 2002 which are still continuing.

All conservation works at Takht-i-Bahi have been characterized by lack of comprehensive planning, not based on accurate need assessment and international standards. Most interventions were maintenance and emergency repairs. Although some repair works are underway since 2002, several parts are on the verge of collapse and are being supported by iron bars to hold them up. Many walls are bulging in/out.



**Bulging walls**

It must also be mentioned here that the custodians of this site have not even followed in letter & spirit, the outdated Conservation Manual written in 1923 by Sir John Marshall. Decisions to conserve are often made arbitrarily, without reference to need or assessment of priorities. Article 22 of this manual clearly states that “the conservation notes of Archaeological Officers should be accompanied by representative photographs showing the conditions of monument from all points of

views before its repair is undertaken in hand and they should include full particulars (illustrated as a rule by sketches or scale drawings) of all works which are to be restored or newly inserted.”

Article 86 of the manual particularly relates to temples and monasteries and spells out that “the conservation of temples and monasteries excavated from the living rock, presents difficulties of a kind different from those which ordinarily confront engineers. The notes furnished by the archaeological superintendent must, therefore be as full as possible, and must be accompanied by detailed drawings of any reconstruction that may have to be carried out” A critical review of all interventions on this monastic complex reveals that even these minimum requirements are not met by the Department of Archaeological and Museums for various reasons.

#### **7.4.2 Conservation at Seri Bahlol**

The site of Seri Bahlol was first mentioned by H.W Bellow in 1864 and Cunningham 1875 and remains one of the least well understood complexes of greater Gandhara Buddhist tradition. The main mound of Seri Bahlol as well as twelve other lesser mounds were scientifically excavated during the early part of twentieth century and are reported in Archaeological Survey of India Reports during 1907-12. Sir Alexander Cunningham had also suggested that the site had been first inhabited at the beginning of the second millennium BC, and had remained desirable for settlement and resettlement over the centuries due to inundation by flood water from the Murdara stream (now Mardan Stream) assuring agricultural fertility.

It appears likely that some installations fell into ruins more than once prior to abandonment. The area is now entirely inhabited by villagers. The main attraction left now is the old huge wall. The wall has also disappeared at many places and only the traces of the wall which exist at some places are the only remains of this important site.

Seri Bahlol now, is a large modern village perched high on an extensive mound. The Department of Archaeology and Museums has practically done nothing to clear the village of the encroachments or to maintain the wall resulting in its deplorable condition. It requires national and international attention in order to preserve these remnants at Seri Bahlol.

#### **7.4.3 Approach to Conservation**

By now it has become abundantly clear that the conservation efforts at Seri Bahlol are practically nonexistent while at Takht-i-Bahi, these are characterized by lack of comprehensive planning or system. The recent approach to conservation can therefore, be summarized as follows:

- i) The conservation efforts have lacked a comprehensive plan, based on interventional standards. The custodians do not even follow the outdated conservation manual written almost a century ago.

- ii) Decisions are too often taken arbitrarily or in a reactive manner without reference to need or assessment of priorities.
- iii) Conservation action in most cases is taken without adequate historical research, or documentation.
- iv) The custodians only deal with surface appearances, without addressing serious structural issues.
- v) Carry out interventions without proper study or preparation beforehand.

#### **7.4.4 Prioritizing Critical Conservation Issues**

As the Design & Management Consultant's team has conducted a visual survey of both components of the site and no detailed documentation is available. The archaeological excavations being more than 2000 years old, present continuous problems at the sites. However, no comprehensive exercise has been undertaken to identify all the conservation needs of the sites and prioritize these as a guide to long term planning. As both components are different in nature, these will have diverse requirements of conservation.

A number of actions are immediately required to arrest further deterioration of various components. The most critical conservation issues are to stop the deterioration of the fortification wall. The primary reasons for the deterioration are:

- i) Damage due to water penetration from sewer disposal from the houses.
- ii) Water penetration in the foundations of the wall.
- iii) Lateral thrust caused by the structures supported on the wall.

Similarly at Takht-i-Bahi, immediate measures are required for:

- i) The crumbling walls which have been supported by iron rods or those which are bulging in/out.
- ii) Immediate measures should also be taken to arrest the urbanization trend which is a great threat to the Monastic Complex.
- iii) Cleaning of the monuments and taking immediate measures to stop human vandalism.

#### **7.4.5 Procedure for Implementing Conservation Works**

No conservation works have been done in the past or are planned in future for Seri Bahlol, however works is being carried out at Takht-i-Bahi without sufficiently standardized procedures. At present there is little reference to the international procedures, guidelines and manual. Also no help is sought from some of the best international practices and case studies. Works in other parts of the subcontinent, South East Asia and elsewhere could provide useful ideas and approaches.

#### **7.4.6 Documentation**

One of the fundamental requirements of a World Heritage Site is the full documentation of all its components including maps, plans, photographs, films and text. Custodians must also record in detail every intervention into the fabric and form of the site, before, during and after the intervention.

Unfortunately the custodians have very little information about this site. No topographic survey of the site is available; therefore, a detailed topographic survey of the site (both Takht-i-Bahi & Seri Bahlol) has been undertaken as a first step to initiate the documentation process. (See figure 5.3 to 5.6) This plan has documented contours at every five feet interval, providing the footprint of all ruins, structures and spaces along with gradients, spot levels and ridges that will form the basis for surfaces drainage also. The topographic map of Seri Bahlol shows the traces of the wall around the village including its spot levels. This will form a basis for further documentation at the World Heritage Site.

#### **7.4.7 Conservation Laboratory & Skilled Artisans**

There are no laboratory facilities at both sites of Takht-i-Bahi & Seri Bahlol: any conservation material analysis or other lab requirements have to be sent elsewhere. The only facility of laboratory is available at the Central Archaeological Laboratory at Lahore Fort which until lately was a national facility of the Department of Archaeology. This facility which was set up in the 1970's, is too far away from Peshawar and outdated as it has not been upgraded in term of equipment and machinery since its inception. Secondly after the devolution process is complete, the laboratory will also be transferred the Punjab Province, and will not be available to Khyber Pakhtunkhwa. It is therefore essential that a state of the art chemical laboratory be established in the Khyber Pakhtunkhwa Province and Takht-i-Bahi can provide an ideal location for this purpose.

#### **7.4.8 Training of Craft Persons and Artisans**

The ancient remains at Takht-i-Bahi and the wall at Seri Bahlol comprise essentially of stone work laid in lime and mud mortar, worked in diaper pattern, a style characteristic of the 1<sup>st</sup> century AD. Conservation works of any sort demand a skilled work force of artisans trained in traditional building craft. As the department does not have its own trained work force, the works which are of special nature are let out to contractors who may or may not employ the best artisans. Contracting practice should therefore be discouraged in conservation works, and the department should train its own artisans. The communities living within the Seri Bahlol and those in the vicinity of Takht-i-Bahi could be given incentive to learn these crafts for income generation.

#### **7.4.9 Archaeological Excavations and Repository**

The large number of statues, antiquities and other artifacts found from both sites is so immense that no other culture in the world can match this. No systematic record of such finds was, however, kept when excavated. A large number of these were kept in

the Peshawar Museum, a few are on display at the Lahore Museum while a very large number were taken out of the country and are on display in various museums of the world.

The extent of such finds can be judged from a statement given by D.B Spooner while reporting Archaeological Survey of India Report 1906-07 where he says “**a small mound measuring 125’ diameter and nowhere rising more than 5’ or 6’ above the plains, this yield of 300 fragments may fairly be considered phenomenal in spite of the fact that the site has already been explored by the Villagers to a considerable extent.**”

The area originally protected for Takht-i-Bahi is 81.3 acres (786 Kanals). The Government of Khyber Pakhtunkhwa has recently declared the entire mountain range, of approximately 1100 acres, as the “**Archaeological Reserve.**” It is expected that many other hilltops, if excavated will reveal further evidences of the Buddhist Cultures. Similarly the main mound of Seri Bahlol and other lesser mounds around it, if scientifically excavated can yield large quantities of such relics.

#### 7.4.10 Site Museum

Moreover a small site facility existed at Takht-i-Bahi where the finds of recent excavations had been stored for some time, after the recent excavations, before being moved to Peshawar. These antiquities and those found from excavations in future, need to systematically inventoried and displayed in a facility either in the form of a Site Museum or a museum to be administered jointly with the University of Mardan. The following conservation issues are being identified:

<b>Issue 15</b>	The need for an updated, professional, overall approach to planning and implementing conservation in keeping with international standards and guidelines for both sites separately.
<b>Issue 16</b>	The need for prioritizing conservation works and dealing with emergency situations.
<b>Issue 17</b>	Lack of a comprehensive and standardized documentation system.
<b>Issue 18</b>	A state of the art conservation laboratory needs to be established.
<b>Issue 19</b>	Shortage of trained and skilled artisans in traditional crafts to carry out conservation works.
<b>Issue 20</b>	The need for a centralized system for storage of antiquities, sculptures, artifacts and material samples, with computerized inventory.
<b>Issue 21</b>	The need for a systematic and scientific archaeological research.
<b>Issue 22</b>	The importance of in house execution of conservation works rather than reliance on outside contractors.

**Table 7.3: Conservation Issues**



comprising of books journals, maps and plans of this site as well as of other sites in its vicinity, relevant manuals, charts and guidelines and unpublished materials in hard copies and in digital format to inform management and conservators on the site. This library could serve as the main library in Khyber Pakhtunkhwa province having books in Archaeology and other related disciplines, and could be located either at Takht-i-Bahi or Peshawar. Following are some of the issues:

<b>Issue 23</b>	Lack of research or a research focus to encourage scholars to embark upon studies regarding various aspect of this archaeological site.
<b>Issue 24</b>	No publication policy or program is in place to generate historically reliable data.
<b>Issue 25</b>	There is a need to establish a small reference library at the site or at Peshawar.
<b>Issue 26</b>	Lack of information about the World Heritage Site.

**Table 7.4: Research & Publication Issues**

## **7.6 Site Visitation Profile**

### **7.6.1 Background**

During our survey of the site it was noted that an average of 500 people visit the monument every day. This number increases to about a thousand or more on Sundays and other holidays while this number may go as high as 5000 peoples on festival days. A conservative estimate would be that a total of 200,000 people visit Takht-i-Bahi every year. This figure is at least forty times higher than the figures maintained by the department on the basis of gate money. This may be attributed to two reasons: one that the entrance to the monument is free for school and college children and the bulk of visitors are from nearby academic institutions. Secondly because of lack of control of the department, there may be a lot of pilferage of the gate money.

### **7.6.2 Visitor's Number and Profile at Takht-i-Bahi**

According to the statistics provided by the Peshawar office, a total of 5382 people visited Takht-i-Bahi in the year 2010, of these only 21 were foreign tourists. According to these figures an average of only 15 people visit the monument every day. Following are the visitation figures for Takht-i-Bahi since 1997. (Source: Peshawar office of the Department)

An analysis of these figures show that there has been a steady increase of the local tourists up to the year 2006 and in the year 2007, there was a sudden increase of up to 75%. This can be attributed to rapid urbanization and the internally displaced persons who settled in and around Mardan from the troubled Swat and Tribal Areas.

The number of foreign tourists also decreased suddenly after 9/11 incident but picked up again a couple of years later and the highest number of foreign tourists visited the

site in the year 2004. Unfortunately due to the terrorist's activities in the Northern Areas of the country, the number has steadily been decreasing and is at its lowest in 2010 when only 21 foreign tourists visited this site in the whole year. The above figures of tourists have been based on the records maintained by the department for those people who buy the tickets at the gate. The ticket money is only PKR 10 for adults and 5 for children, while there is no ticket at Seri Bahlol. This is so meager that only a sum of PKR 12, 90,460 was collected as ticket money over ten years from 2001-10 and this money goes directly to government's treasury instead of being spent on the monument.

<b>Year</b>	<b>National Tourists</b>	<b>Foreign Tourists</b>
1997	1305	794
1998	904	618
1999	1007	808
2000	2479	809
2001	1760	852
2002	2282	212
2003	2213	223
2004	2175	1070
2005	2275	919
2006	2216	983
2007	3899	501
2008	4047	137
2009	3837	30
2010	5382	21

**Table 7.5: Number of visitors from the year 1997-2010**

Due to lack of control of the department and the site being so large and approachable from all sides, many local visitors do not buy the entry ticket at all and are not accounted for in the statistics provided by the department. The recently acquired 56 kanals of land at the foot of the hill has been landscaped by the department and provides an attractive picnic spot without buying a ticket as this is before the check point/entrance to the monument. This additional land should form a part of the complex and the ticket booths be placed before this.

### **7.6.3 Visitors Number and Profile at Seri Bahlol**

On the other hand the statistics at Seri Bahlol are neither maintained nor available from the Department. In fact, the department has no control on the site, no attendant, no gate, no booking office, therefore no ticket and no tourists. So the data about Seri Bahlol is not available. Information, gathered from the residents of the village and their representatives in the local government, reveals that it is very rare that the visitors come to this site, neither local nor foreigners.

#### 7.6.4 Overall Situation

The number of visitors at this site is particularly low as compared to other World Heritage Sites which are either located within a large Metropolitan area or those which are well publicized/presented to the public. Unfortunately, the situation at this Heritage Site is contrary to this. Both sites are located off the main Mardan-Swat road, the approach road being busy, narrow and winding through congested urban area. The signage provided on the main road is either inconspicuous to be seen from speedy vehicles on the main road or at a location which is hardly seen from the road.



**Seri Bahlol Approach**



**Takht-i-Bahi Approach**

The main Stupa Complex at Takht-i-Bahi does not have a designated route. The entire complex which is so vast and ruins scattered on many hilltops, do not have properly planned designated routes. The visitors, therefore, follow undesigned routes sometimes walking and jumping over the ruins. The visitor's main interest

does not appear to be historical or cultural aspect of the site but in using it for recreational purposes only. There is little understanding of monument's history and accordingly, a general disregard for proper behavior and treatment of the site, as an important international monument.

The bulk of visitors are family groups or school/college children who visit the site for recreation and picnic, they sit there, take food they have brought with them, play games and enjoy the ambience of the place. Few visitors are interested in the heritage aspect of the site beyond a casual awareness.

Some fragile areas of the site at Takht-i-Bahi, such as the bulging walls (currently being supported by temporary means) are at immediate risk from inappropriate visitor use. Emergency measures are needed to curtail damage and an overall policy for visitation and visitors control is put in place on urgent basis.

#### **7.6.5 Interpretation and Education**

There is no provision on the site for the visitors to be informed of the historicity of the monument and its salient features due to lack of any literature, signage, guides and undefined routes. As such there is no comprehensive policy on interpreting and presenting the site. School and college children which form a major chunk of the visitors, however, use this premises as a picnic spot and leave behind a lot of garbage. They leave the premises without being better informed about the importance of the site. The development of a tourist information centre and a museum are urgently needed for display of antiquities artifacts retrieved from the site.

Proper signage and leaflets are required in local and national languages as well as in English for international tourists. Local guides can also provide useful information and conduct tours.

#### **7.6.6 Tourist's Facilities**

The tourist's facilities in term of toilets, drinking water and food kiosks are generally nonexistent (in case of Seri Bahlol) or insufficient (in case of Takht-i-Bahi). No supervised car parking facilities are available. The recently acquired 56 kanal of land at the foot of the hill needs to be planned for such activities.

#### **7.6.7 Community Outreach**

The city district governments of Takht-i-Bahi, Seri Bahlol and Mardan have never been involved in safeguarding this World Heritage Site. They have never played any part in planning, managing or participating in any activity at the site. No facility has ever existed, to provide liaison between the custodians of the site and the local community or to involve the public in the affairs of the site in any way.

The community at Seri Bahlol is only interested in the development of their homes and improved infra-structure. They have to be educated to own this Heritage Site. The community can only appreciate this aspect, if the site provides them the

opportunities for income generation activities. The youth can easily be involved to act as guides for the tourists. The women can be encouraged to learn certain crafts and produce souvenirs for sale to tourists. This will have a direct impact on the community to own the site.

### 7.6.8 Event Management

Many historical complexes including World Heritage Sites in the country are being used for special events usually for fund raising and awareness. The events are heavily priced and are attended by elite of the society. These are not meant for the general public, in fact, the monuments are closed to public during such events. On the other hand, the monuments should not be closed to general public and events be planned away from the main complex. Possibility to use certain areas within the premises of Takht-i-Bahi, but away from the main monument complex, for events specially planned on certain occasions could be explored for income generation. Some of the issues framed are as follows:

<b>Issue 27</b>	There is no comprehensive visitor's management plan for this World Heritage Site.
<b>Issue 28</b>	No assessment has ever been made of the degree of fragility of different elements of the site. Some elements of the site which are too fragile need to be protected or may be closed to the public.
<b>Issue 29</b>	No assessment has been made as to which parts of the site can withstand visitation and to what degree.
<b>Issue 30</b>	Absence of information about the interpretation of the site, to the visitors.
<b>Issue 31</b>	The need to provide improved visitors facilities and amenities at appropriate locations to minimize the impact on the Historic Site.
<b>Issue 32</b>	The impact of tourism on the World Heritage Site needs to be monitored over a long period; there is no mechanism in place to achieve this.
<b>Issue 33</b>	The need to address lack of understanding and a feeling of ownership and commitment within the community, particularly the youth. The community receives no financial benefits from having a World Heritage Site in the area.
<b>Issue 34</b>	The role of Takht-i-Bahi and Seri Bahlol in the rapid urban sprawl has not been explored.
<b>Issue 35</b>	The need to recreate the historic link between the two sites i.e. Takht-i-Bahi and Seri Bahlol.
<b>Issue 36</b>	Need to study the possibility of the use of site for special events.

**Table 7.6: Site Visitation Issues**

## **7.7 Environment and Physical Infrastructure Issues**

### **7.7.1 Overall Situation**

The two sites of Takht-i-Bahi and Seri Bahlol are located in the middle of the fertile land of Mardan which is so rich in Gandahara Cultural Sites, scattered here and there in the entire districts. The two sites, Takht-i-Bahi and Seri Bahlol though inscribed as one World Heritage Site, are at a distance of about five kilometers from one another. They are both located on the Mardan Swat road: Seri Bahlol on the western side of the road and Takht-i-Bahi to the east. There is no physical or visual connection between the two. Though part of the same World Heritage Site, Takht-i-Bahi is looked after by the Department of Archaeology and Museums to a certain extent but Seri Bahlol has been completely neglected and left to the mercy of the villagers. Therefore the issues at both sites are completely different from one another. Effective preservation will require successfully addressing the issues of the external/internal environment and setting of both sites separately.

### **7.7.2 Environmental Context of Takht-i-Bahi**

The main stupa complex of Takht-i-Bahi along with other smaller complexes are scattered on various hilltops and ridges on an isolated mountain range. It is located some two kilometers east of Takht-i-Bahi bazaar on the main Mardan-Swat road. This road has become so congested, over the years, that it is impossible to locate exactly where to get down from this road and take the approach road to Takht-i-Bahi. The metalled road from Takht-i-Bahi bazaar to the stupa complex is also narrow and winding through the village with no provision of widening.

The mountain range is surrounded by villages, lush green agricultural fields and a number of graveyards. As is the case with other Buddhist complexes, this complex was also built on top of the hills. Thus it suffers from all the universal negative impacts experienced by heritage properties encircled by numerous rain water stream/nullahs during the monsoon season. The issues being faced by this World Heritage Site are the erosion of soil, wild growth on the monument, fast winds, flash floods due to heavy monsoon rains etc. Some of the other aspects have been discussed below:

#### **a) Urbanization**

The uncontrolled urbanization around the site and the pollution associated with it can make the deterioration process quite rapid and needs concerted efforts to check this urbanization. Recently the provincial government of Khyber Pakhtunkhwa has declared this entire mountainous range of 1100 acres as the “**Archaeological Reserve**”. This is a move in the right direction and may check the urbanization around the complex.

From the survey of the area around the complex, it looks that the construction in the vicinity of the site including the village of Takht-i-Bahi and other surrounding villages is not controlled by any development authority or municipality. There are no zoning and land use plans so the construction

activity goes on unchecked and anywhere. The lack of integrated urban planning has led to the site being isolated from planning initiatives for its immediate environs. This has led to the continual worsening of the environment, adversely affecting the fragile structures of the complex.

**The development and upgrading of the areas around this complex for cultural tourism associated with the World Heritage Site will inevitably result in opportunities for income generation for the local communities. It will be necessary to lay down clear guidelines regarding what type of tourism and culture related development would be acceptable within the area to secure its protection & maintenance. The local government along with the custodians of the site and other related government departments should play an integrated role to resolve these issues.**

**b) Vehicular Traffic**

Though Takht-i-Bahi is on hilltops but the mountain is surrounded by roads on all sides. With rapid urbanization, the vehicular traffic has increased manifolds. The main Mardan Swat road has become so congested with all types of light and heavy traffic keep plying on the road. The peripheral roads provide access to the villages surrounding the mountains.

**c) Pollution**

The most serious form of pollution is suspended particulate matter from vehicle emission and the nearby Frontier Sugar Mill. Carbon dioxide, Nitrogen dioxide, hydrogen sulphide and other emission borne pollutants affect the materials and their color etc. at Takht-i-Bahi.

### **7.7.3 Physical Infrastructure of Takht-i-Bahi**

**a) Storm Water Drainage**

Takht-i-Bahi is located on a number of mountains having natural slopes. The natural slopes and ridges dictate the drainage pattern. The topographic map of the complex shows the bed levels of nullahs running along the ridges. The monument is under serious threat from flash flood caused due to heavy monsoon rains particularly to those walls/elements standing on the edge of these ridges. Fortunately enough, during the monsoon season of 2010, no damage was caused to the site in spite of exceptionally heavy down pour.

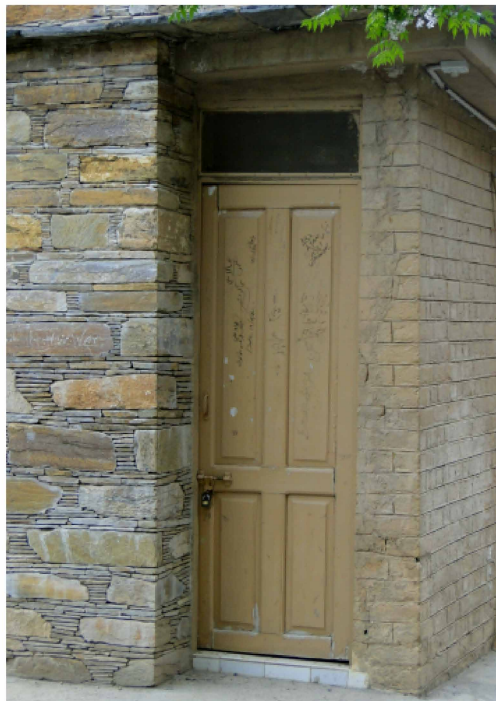
**b) Sewerage**

The toilet facilities for the public and staff both are available at the foot of the mountain next to the ticket office. Some are located within the main stupa complex. Both these are inappropriately placed and not sufficient for the visitors. More over these are kept locked most of the time.

**c) Solid Waste**

The complex produces sufficient amount of solid waste every day. As the area around is open and there are numerous storm water channels, which take away most of this solid waste as and when it rains, no attention is paid to the hygienic disposal of the solid waste. The recently acquired area of 56 kanals has been landscaped by the department and some waste baskets placed, which are insufficient.

Unfortunately there is no mechanism to encourage the visitors to desist from throwing garbage anywhere they like. It has been accepted as a norm that the public is free to throw garbage all around the place which must be picked up later. The same is true for stupa complex also, where the people are not debarred from taking eatables and they throw empty canes and food waste.



**Locked Toilet**

**d) Illumination of the Monument**

At present there is limited system for illumination at the foot of the mountain and also within the stupa complex and other elements of the World Heritage Site. This limited illumination is not sufficient for security and recreational purposes particularly if the monument is to be opened during evening hours.

**e) Security**

There is negligible security system in place and the entire complex is open to all kinds of vandalism. The complex can be approached from all sides and the limited staff of the Department of Archaeology and Museums is unable to exercise proper control in the area. Until recently, only three site attendants were deputed on the site, two for daytime duty and one during the night. Lately two additional site attendants (daily wages) have been appointed by the department. With the terrorist activities around the site, three police constables have also been deputed on the site. The eight man security staff covers the entire area of 42 hectares and this number is grossly insufficient for the site.



**f) Wild growth and plantation**

Over the years there had been no planned program for plantation or cleaning of the monument. As a result, one of the serious problems is the wild growth covering the open areas as well as the structures. There is a pressing need for cleaning of the monument and that a study on the plantation in the immediate environs of the complex is undertaken. The study should provide details of the existing plants as well as those proposed for new plantation in the entire archaeological reserve. Some of the issues are highlighted below:

<b>Issue 37</b>	The need to assess the possibility of an alternate route.
<b>Issue 38</b>	The need to check rapid urbanization around the World Heritage Site.
<b>Issue 39</b>	Steps be taken to eliminate the impact of pollution.
<b>Issue 40</b>	The need for a formal links with the local government, to ensure that the conservation and the development around Takht-i-Bahi are carried out within an integral planning context.
<b>Issue 41</b>	The need to carry out extensive plantation in the entire “Archaeological Reserve.”
<b>Issue 42</b>	Comprehensive system to study channeling the storm water drainage.
<b>Issue 43</b>	Provision of better and increased public conveniences for tourists, at appropriate locations, which do not have adverse impact on the site.
<b>Issue 44</b>	Control of garbage deposition and more efficient removal system.
<b>Issue 45</b>	Monuments not properly illuminated.
<b>Issue 46</b>	Plan for evening use of the monument will require improved lighting.
<b>Issue 47</b>	Improved system and manpower for security.

**Table 7.7: Environmental and Physical infrastructure issues of Takht-i-Bahi**

**7.7.4 Environmental Context of Seri Bahlol**

Seri Bahlol is located almost about 12 kilometers north of the city of Mardan on Mardan-Swat road only half a kilometer to its west. The village is located on a mound 30 feet high from the surrounding fertile plains, protected by an old huge stone wall rising straight from the level of the plains and built with surprising neatness and accuracy. The remains of this wall (presumably original) are still intact here and there. The approach road is narrow and winding through the fields. The mound is surrounded by lush green fields of Mardan’s fertile land.

According to Bellow (1864) “four gateways open in the wall on each of four faces.” (Disappeared now) Marshall (1951) adds “this mound oblique in shape is just traceable on the ground but the presence of round towers at each angle is at once remarkable. These towers may very well have been part of the original building, since round tower are well known in Kushan Architecture”

Alexander Cunningham (1875) precisely estimated the surface area of the town to be 1,000,000 square feet, (this means approximately 10 hectares a little more than Place de la Concorde in Paris that covers 9 hectares) and big enough to shelter a population of 3000 peoples. He also gave supplementary data about the height of the mound carrying the town above the surrounding plains. He also tried a datation and brought the foundation of the town to as early as 2000 years B.C.

Apart from the main mound of Seri Bahlol at least twelve other smaller mounds existed in a radius of one to two miles from Seri Bahlol. Stein searched about six mounds while Spooner talks about a dozen or more smaller mounds surrounding the large main mound.

The first published plan of the ruins at Seri Bahlol (after Cunningham 1875) shows at least four mounds A,B,C & D, shown in figure 7.2. Mounds A & B are located little to the east of south of Seri Bahlol. Mound B called Misri's fields when first excavated revealed at least ten statues of Buddha, seated or standing, two of the colossal and others life size or half-life size. Mound C and D are located to the North and North West of Seri Bahlol.

On the other hand Aurel Stein excavated six mounds and monasteries in an area of one mile or so around the village of Seri Bahlol and manipulated thousands of pieces of sculptures and fragments; he also had 249 photographs taken of the site, pieces and fragments, drawings and plans made. He also underlines the fact that village people build their houses on some of the mounds, due to the fact that these provide a solid stone base to their dwellings. Apparently, a number of mounds were not occupied in Stein's time, due to the protection by the powerful Khans, who wanted to keep the reserve quarries of sculptures for their own use.

This state of affairs must have been dealt with later on since we read in ASIAR, Frontier Circle 1919-20 that the site of Seri Bahlol was declared protected by the Ancient Monuments Preservation Act VII of 1904, within a radius of two miles from the village.

As mentioned earlier, the six mounds excavated by Stein, labeled as C, D, E, F, G and H are shown in figure 7.3. Mound C was situated 2/3 mile south, slightly south west of the main mound, about eight feet above the level of plains. Mound D was located one mile south slightly south east of the main village of Seri Bahlol, 7' above the level of plains. Mound “E” was only 200 yards north of the village of Seri Bahlol about 16' above the plains. Mound “F” was situated 600 yards North West of the main village, a relatively large mound 250'x120', but only five feet above the level of

plains. Mound "G" was at a distance 800 yards north-north west of the village being 300'x200' in size, while mound "H" was situated 200 yards North West of mound G. Its size was 80' from north to south and 180' broad but only five feet above the level of plains. (The details of excavations and archaeological finds, can be seen in Tissot, 1983).

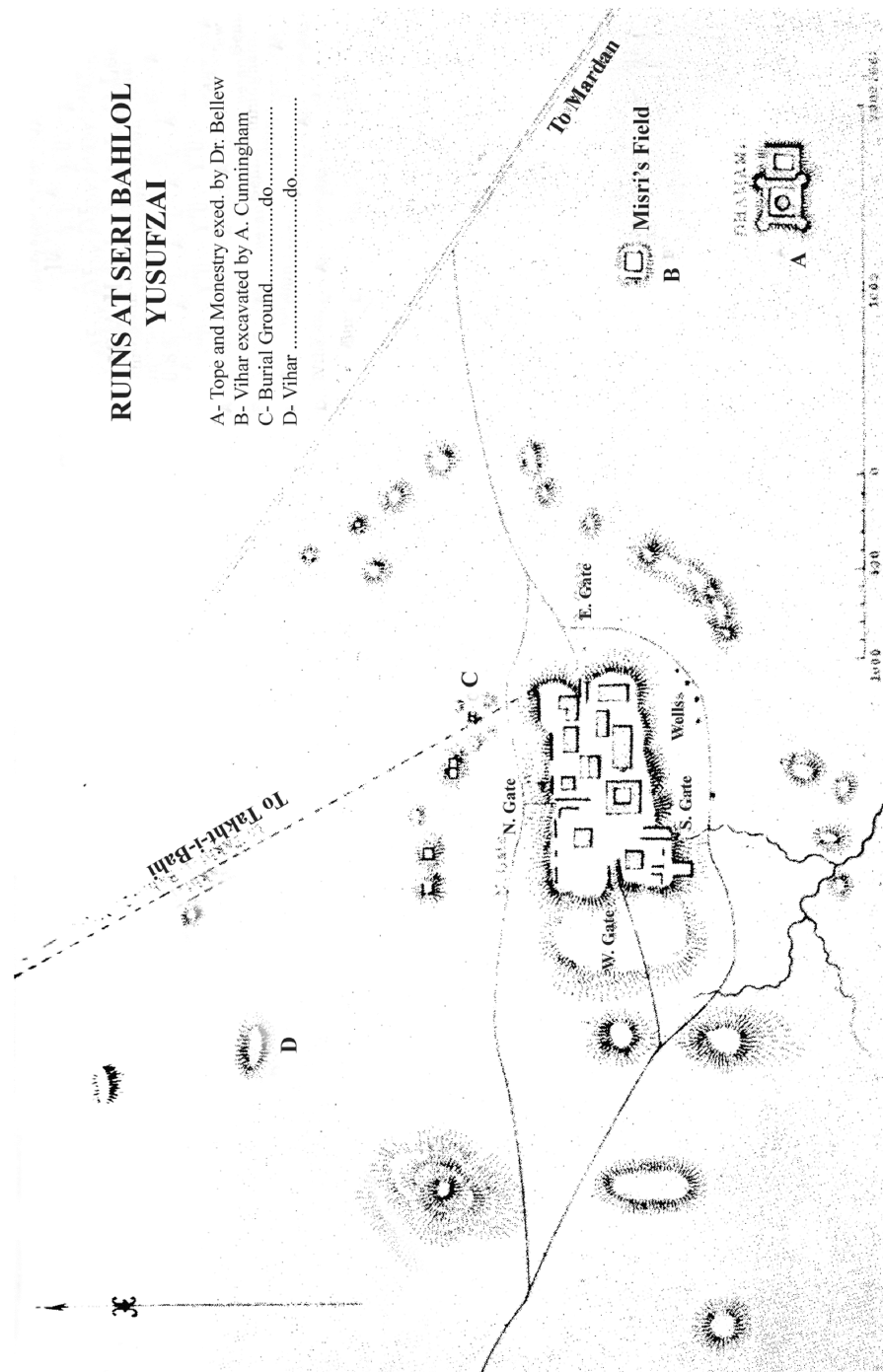
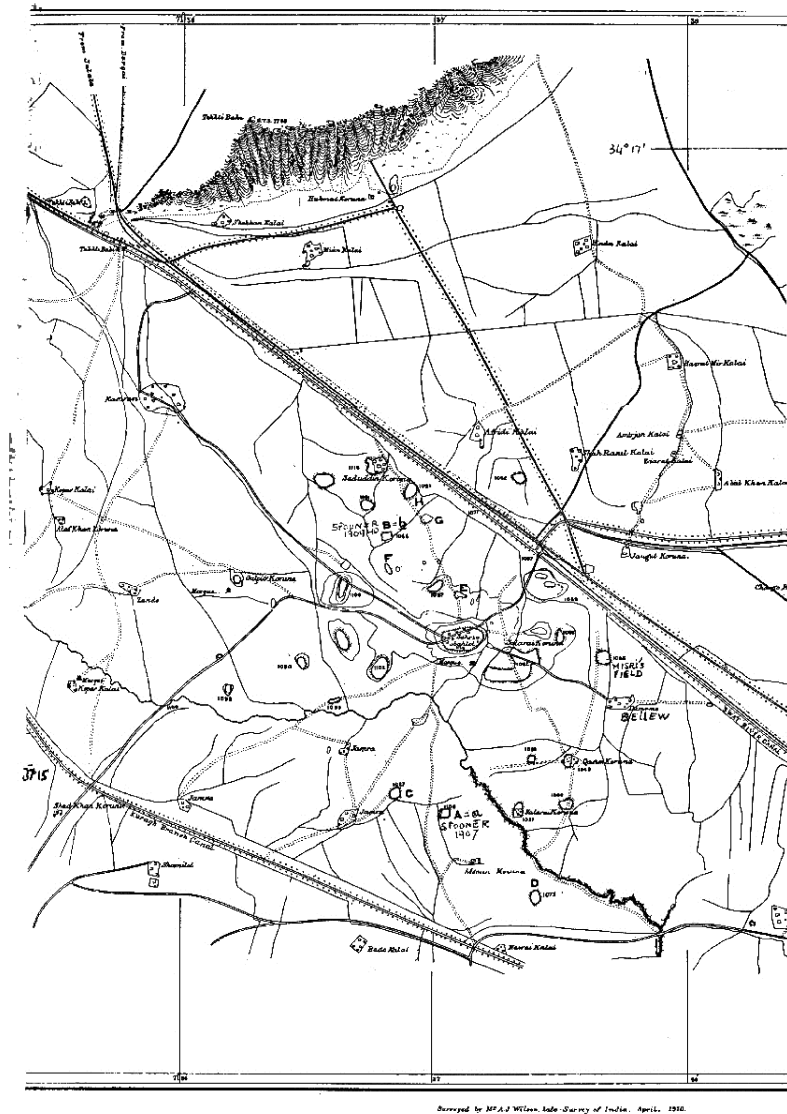


Figure 7.2: First published plan of ruins at Seri Bahlol (after Cunningham 1875)



**Figure 7.3: General Map of Seri Bahlol and its Environs showing the Mounds (after ASIAR Frontier Circle 1909-10)**

Today only the village of Seri Bahlol exists and the remains of other mounds can neither be seen nor identified on the ground and the land is being cultivated by local people. Efforts however should be made to acquire the area within a radius of two miles of Seri Bahlol and declare this as a protected zone on lines similar to the Ancient Monuments Preservation Act VII of 1904. Investigations should be carried out to locate these mounds which can still be done before it is too late.

**The protection and declaration of this area as an “Archaeological Park” will be in line with the Ancient Monuments Preservation Act VII, of 1904. This will enhance the historic and cultural values of this site. This will also promote cultural tourism and result in opportunities for income generation for the local community.**

**a) Urbanization**

As the village of Seri Bahlol is located in the middle of lush green agricultural fields and is surrounded by a high perimeter wall, the urbanization outside the wall has not been very extensive. However, it will be necessary to lay down clear guideline regarding what type of culture related development would be acceptable. Concrete efforts were neither made for the removal of encroachments nor its proper preservation. This is high time that efforts should be made to acquire the entire area of Seri Bahlol, by providing alternate accommodation to those who are living within the wall and in the immediate vicinity. The modern constructions may be demolished to expose the ruins of original old structures, and declare this as an “**Archaeological park.**”

**b) Vehicular Traffic & Pollution**

A conservative estimate of the number of residents in Seri Bahlol now is about 4000 persons. However, some residents estimate this number to be as high as 10,000. Roads around the mound as well as inside the site have been constructed. This obviously generates some traffic. Fortunately, this traffic is limited to light vehicles and only occasional heavy trolleys for agricultural produce. Consequently, the pollution is minimal except that from the solid waste.

### **7.7.5 Physical Infra structure of Seri Bahlol**

**a) Sewerage and Storm Water Disposal.**

As the village is located on a mound some 30’ from the surrounding plains, storm water particularly from heavy monsoon rains has caused serious damage to the site and the wall itself. With the entire mound being encroached, (both by the public as well as government agencies) it is difficult to determine the original drainage levels, gradients and courses. The sewerage from the inhabitants through open drains also poses a potential threat to the site/wall.

**b) Security**

The security at Seri Bahlol is almost nonexistent. There is only one regular post of site attendant at Seri Bahlol. The site and the remains of the wall have been left to the encroachers.

**c) Tourists facilities**

There are practically no tourist’s facilities on the site. There is no centre providing information about the site and its historical significance and no organized educational, awareness activities. There are no public conveniences and drinking water. In the absence of any facilities, there are no tourists visiting this site, may be occasionally one or two and the department has no mechanism to keep track of any tourists that may visit the site. Some of the issues have been mentioned below.

<b>Issue 48</b>	Lack of a system, to assess the effect of development in and around the site, on the historic value of this World Heritage Site.
<b>Issue 49</b>	The need to assess the relationship of main mound with smaller mounds.
<b>Issue 50</b>	Need to relocate the inhabitants elsewhere and get the town vacated.
<b>Issue 51</b>	Provide appropriate public conveniences for tourists.
<b>Issue 52</b>	Immediate removal of structure supported or leaning against the wall.
<b>Issue 53</b>	Cleaning of the portion of wall & blocked sewerages system.
<b>Issue 54</b>	No system of collection/disposal of garbage and solid waste.
<b>Issue 55</b>	Improved system and manpower for security.

**Table 7.8: Environmental and Physical Infrastructure issues of Seri Bahlol**

## **7.8 Financial Situation**

### **7.8.1 Funding from the Government**

Whereas the financial situation, of the Department of Archaeology and Museums, Government of Pakistan has not been very encouraging over the years, the financial management is equally bad. The only finances available with the department are in the form of budget, earmarked by the ministry every year which is very meager. The budget for conservation, of all 88 monuments in Khyber Pakhtunkhwa, during the year 2010-11 was PKR 17,00,000 which is grossly inadequate. Over the years the government's grant in aid for the conservation of monuments has not increased substantially except for allocations through special development projects. On top of that, a number of bureaucratic obstacles are to be overcome before the government's funds could be spent on the site.

Information about the national budget, announced in June takes several months to reach the department and its regional offices. Amounts are then allocated to various monuments. Gaining access to this money is also a lengthy and bureaucratic process. For conservation works, and budget estimates in the form of conservation notes, are prepared for approval of the Director General/ministry, a process that takes almost six months to complete and by this time half the year has passed.

The budget estimates keep on shuttling between both offices until objection and queries are cleared. This may take another three months. The whole process is so long that the earliest, the approval can be received, is middle or end of April leaving only two months with the department to carry out the actual physical implementation before the fiscal year ends on 30<sup>th</sup> June.

Inevitably, there is pressure on the staff to finish the work quickly. One must appreciate that the conservation works cannot be carried out in such a hurry. This results in quality of work to suffer or else the funds lapse. The work carried out in a hurry cannot conform to internationally accepted conservation procedure, specifications and care.

In this bureaucratic system no funds can be made available for any emergency works, which may have to be carried out on these ancient monuments. These bottlenecks cause unnecessary delays and the monuments suffer.

### **7.8.2 Development Funds**

Additional Government funds can however, be obtained through the development grants on timely submission of PC-1 development proposals. Fortunately, these development funds are non-lapsable. A PC-1 for eight Archaeological Sites was prepared by Federal Department of Archaeology and Museums and approved by CDWP on 12.4.2002 at a capital cost of PKR 100 million, **with five years completion period.** This PC-1 was revised in 2005 and amended in Feb 2008 for a cost of PKR 114.9 million. Out of which an amount of only PKR 56 million has been spent till June 2009.

It must be noted that a development plan approved in April 2002 with a completion period of five years, and after a lapse of nine years, only half the amount has so far been spent. This clearly shows the extent of bureaucratic hurdles in Governments offices.

### **7.8.3 Gate Money**

This includes revenue generated by Takht-i-Bahi through sale of entry tickets. The Master plan envisages the gate money to be made available to the World Heritage Site in accordance with the undertaking given by the Federal Ministry of Cultural to UNESCO, that the gate money will be invested to sustain the World Heritage Sites. The revenue, though very meager at the moment, but is expected to enhance in future with increased visitation, regular planned events in keeping with the historicity and appropriate use in designated areas, the establishment of the tourists facilities and above all the control and enhancement of the gate money etc.

### **7.8.4 Additional Funding Sources**

Special project funding, national and international funds from donors can be obtained through specific project proposals to supplement the routine, recurring expenditures. National sources, apart from the Government of Pakistan could be large corporate establishments, mobile phone companies etc. A very important national source which could be tapped is the National Fund for Cultural Heritage. (NFCH) Possibility of special events for fund raising in specified areas of the site could also be explored. International sources such as NORAD, Getty Foundation, Global Heritage Funds and such others can also be accessed.

There is no mechanism, presently in place, to attract contribution in kind, in the form of materials or expertise. This is a large untapped resource base. Also there is no formal procedure for acknowledging the contributions made by the public, corporate or individual sponsors. High profile recognition of contributions would help encourage more donors to contribute towards the maintenance and management of the site. Some of the issues identified are:

<b>Issue 56</b>	The government procedures for allocation of funds, to the Department of Archaeology and Museums, need to be simplified and all bureaucratic hurdles removed.
<b>Issue 57</b>	Rate for gate money is too meager and mismanaged: it needs to be rationalized.
<b>Issue 58</b>	Lack of ways to acknowledge material contributions.
<b>Issue 59</b>	Additional funding sources should be tapped.

**Table 7.9: Financial Issues**