



**CHAPTER – IV**  
**Preservation and Conservation**  
**of Monuments**



## CHAPTER: IV

### Preservation and Conservation of Monuments

*This chapter highlights the issues in efforts taken by the Department to protect, maintain and conserve historical monuments. The Department did not have any strategic conservation plan in place and there was regional imbalance in preservation efforts. Audit noticed that the department did not carry out periodic inspections to check the structural integrity of the monuments and that protection activities were limited due to lack of security staff and inadequate technological interventions. Money spent on maintenance activities was meagre which resulted in lack of public amenities such as access roads, signage boards, toilets, etc. Further, publicity activities were limited and significant publications were kept in stock, without release.*

#### **Preservation**

**4.1** Preservation is maintaining the *status quo* of a monument including its setting thereby not allowing any changes, either through deliberate human interventions or due to action of natural agents of decay. Conservation is the process through which the material design and integrity of the monument is safeguarded in terms of its archaeological and architectural value, its historical significance and cultural or intangible associations.

Since the cultural properties are the living witnesses of our age-old traditions, it is the responsibility of the State to safeguard them. The Department has legal and regulatory powers under the provisions of The Karnataka Ancient and Historical Monuments and Archaeological Sites and Remains Act, 1961 (Act) and the Karnataka Ancient and Historical Monuments and Archaeological Sites and Remains Rules, 1965 (Rules), to discharge its fundamental function of Protection, Preservation and Conservation of ancient monuments/ treasure and antiquities.



**Picture No. 4.1: Poor maintenance of Basavakalyan Fort built by Chalukyas during 10<sup>th</sup> century.**

***Non-formulation of Guidelines/State Policy for Conservation Works***

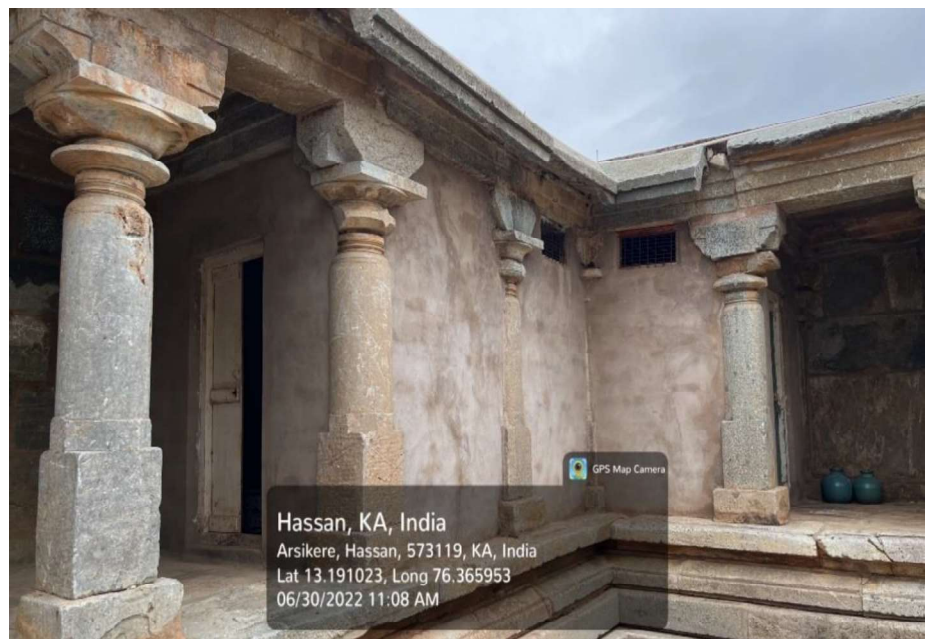
**4.2** The Department does not have any specific guidelines to carry out conservation works of State protected monuments and in its absence, the AMASR Act, 1958 along with National Policy on Conservation and ASI manual on Conservation published by the ASI through Ministry of Culture, Government of India have been adopted by the State. Audit observed certain inadequacies in adherence to these guidelines, which are discussed below:

***Non-maintenance of register for annual physical inspection of monuments***

**4.3** In accordance with *Article 4.05* of National Policy for Conservation of Ancient Monuments, Archaeological Sites and Remains, regular inspection must be undertaken by the archaeological officers, at least once a year, to examine the condition of a monument and to draw up inspection notes which will aid in the preparation of necessary conservation programme or plan.

In this regard, Audit observed the following:

- The Department did not set targets for periodical inspections and the type of monuments to be covered. The Commissioner had undertaken 50 inspections during 2017-18 and 2019-20 to 2021-22 and no inspection was carried out during 2018-19. Further, the inspections were limited only to the locations where the Department had already taken up conservation works.
- Details such as status of the protected monuments, plan of future action, *etc.* were not recorded and made available to Audit. In the absence of such details, the follow-up action on the 50 inspections were not ascertainable.



**Picture No. 4.2: Non-conducting of periodical inspections by the Department resulting in construction of rooms inside a monument.**



In the absence of the annual physical verification, Department did not prioritise conservation works in places such as Jaladurga Fort at Lingasugur Taluk, Raichur District which attracts tourists. Considering the tourist inflow, Tourism Department had provided public amenities like Park, Hi-tech toilet and drinking water facilities.



Picture No. 4.3: Non-prioritisation of conservation work at Jaladurga Fort, Lingasugur Taluk, Raichur District.



Picture No. 4.4: Due to inaction by Department of Archaeology, Park, Hi-tech toilets and water facilities were provided by Tourism Department near Jaladurga Fort, Lingsugur Taluk, Raichur District considering tourist inflow.

10 locations

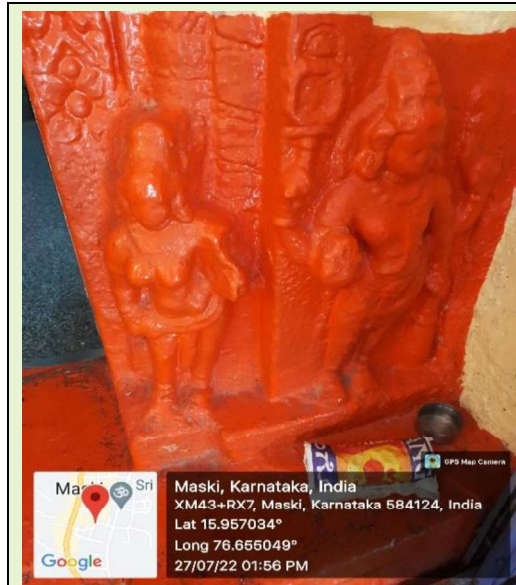


17 locations

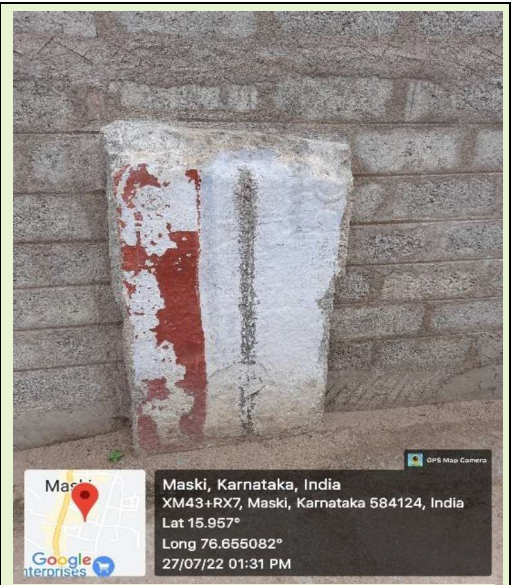


To access the videos portraying Audit findings, please scan the above QR codes.

During joint physical inspection of 71 monuments, Audit noticed that in ten locations, new structures were built over the protected monuments resulting in loss of historical value. In 17 locations, granite slabs/tiles were fitted in and around the monuments and entire structure was painted and cement was used as detailed vide *Appendix 2*. Further, 39 cases of encroachments, unauthorized constructions and usage of monuments for purposes other than for which they are established were noticed as detailed vide *Appendix 3*.



**Picture No. 4.5: Architectural value lost due to painting at Sri. Lakshmi Venkateshwara Temple.**



**Picture No. 4.6: Stone with lime washed inscription placed outside boundary wall at Sri. Lakshmi Venkateshwara Temple.**

Thus, the failure on the part of the Department to lay down guidelines for periodical inspections and lack of monitoring resulted in non-maintenance of protected monuments and impacted their historical value.

The Government replied (August 2023) that a timeframe has been drawn up for conducting inspections and to maintain a register for annual physical inspection. Further, Department stated that a letter had been written to Commissioner, Muzrai to issue necessary instructions to all temple authorities and committees not to deface monuments by putting granite, tiles and painting the walls. However, the Department failed to foresee and prevent permanent damage to the protected monuments.

**Recommendation 7:**

**Action needs to be taken to formulate specific guidelines for periodical inspection of monuments duly fixing targets for officers and follow up action needs to be documented.**

***Protection of monuments***

**4.4** As stated in *Article 3.01* of National Conservation Policy, conservation activities must mitigate the damage and deterioration of monuments induced by human intervention. This can effectively be done by providing sufficient watch and ward staff and by adopting technological solutions at protected monuments.



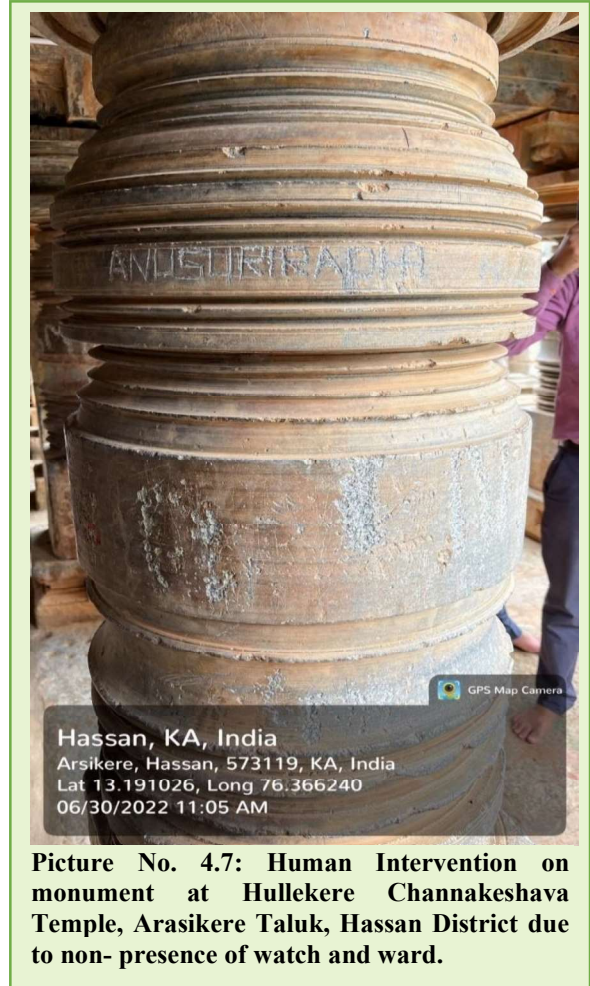
### Inadequate watch and ward facilities at monuments

4.4.1 During joint inspection, Audit observed that the Department failed to provide its own security guards at all 71 locations. At seven locations<sup>17</sup>, the security was provided by the State Tourism Department/local communities.

As of March 2022, the Department had only six chowkidars (20 per cent) on its rolls as against sanctioned strength of 30. During August 2019, the Department outsourced 74 Group D posts (24 Chowkidars and 50 Group D) against vacant posts. However, this was not commensurate with the total number of notified protected monuments (844).

To a similar Paragraph<sup>18</sup>, The GoK had stated (December 2011) that the staff strength for watch and ward would be increased with the sanction of Finance Department. However, no steps had been taken to increase watch and ward staff.

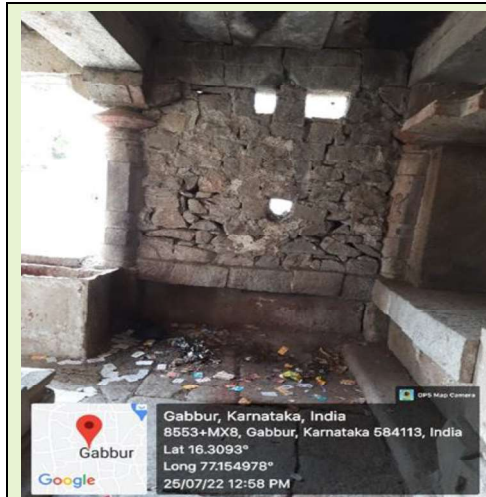
In the absence of security personnel, Audit noticed that monuments were vandalized and misused by public, resulting in permanent damages (in few cases) as shown in the pictures:



**Picture No. 4.7: Human Intervention on monument at Hullekere Channakeshava Temple, Arasikere Taluk, Hassan District due to non- presence of watch and ward.**

<sup>17</sup> Sri. Arkeshwara Swamy Temple, K R Nagara, Sri. Prasanna Krishna Swamy Temple, Mysuru Palace, Sri. Gunjanarashimha Swamy Temple, T Narasipura, Sri. Aprameya Swamy Temple, Chennapatna, Dargh of Hazarat Khwaja Bande Nawaz, Kalaburagi, Rani Chennamma Palace, Kittur, and Sri. Maruti Kantesh Temple, Kadaramandalagi.

<sup>18</sup> Para 2.3.9.4 of Audit Report No 2 (Civil) Government of Karnataka for the year ended 31 March 2011.



**Picture No. 4.8: Littering of garbage in Hanuman Temple, Gabbur, Devadurga Taluk, Raichur District.**



**Picture No. 4.9: Archeological site used for drying clothes by locals at Adinath Basadi at Chikkahanasoge, K R Nagar Taluk, Mysuru District.**

The Department while replying (July 2023) to the observation stated that a proposal would be submitted to the Government for an increase in sanctioned strength of chowkidars, along with necessary funds. The Government in its reply (August 2023) accepted the Audit observation. The reply is similar to earlier assurances (2011) given by Government, which have not been implemented even after a lapse of 12 years.

### **Failure to put up protection notice boards**

**4.4.2** The protected monuments under *Section 3* of the Act consist of both ancient/historical

monuments/archeological sites and remains deemed to be protected monuments and areas as well as ancient monuments

subsequently declared as protected monuments by Government within the powers vested under *Section 4* of Act. Whoever destroys, removes, injures, alters, defaces, imperils, or misuses a protected monument is punishable under *Section 26 (1)(i)* of the Act with imprisonment which may extend to three months, or with fine which may extend to two thousand rupees, or with both.



**Picture No 4.10: Protection Board at Rani Channamma Palace, Fort, Kittur, Belagavi District.**



During the joint inspection of monuments, Audit observed that the bilingual protection notice boards (displaying the protected monument status and the statutory warning under *Section 26 (1) (i)* of the Act) were not found at 52 locations (73 per cent) out of 71 locations details vide **Appendix 4**. The failure to put up the notice board for protection of the monuments may result in unwarranted destruction, encroachment, etc.

The Government replied (August 2023) that bilingual protection notice boards have been put up in Mysuru and Bengaluru divisions. The boards at Kalaburagi and Belagavi divisions would be put up in due course considering budgetary allocation. The reply is not acceptable as these boards are a minimal deterrent and also highlight to the public the need to, not tamper with the monuments.

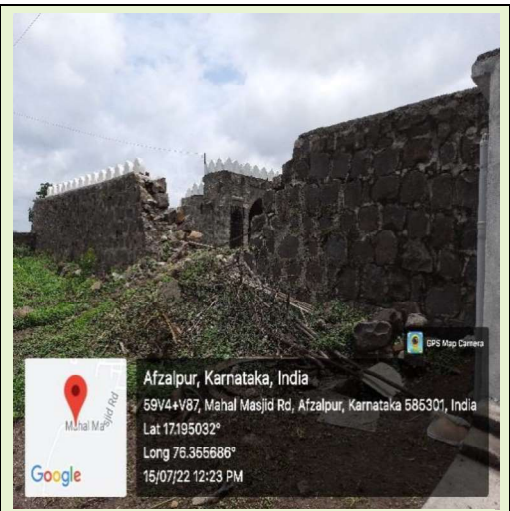
### Inadequate protective measures at site

**4.4.3** Considering the shortage in security staff for watch and ward duties, it is imperative that the Department makes use of infrastructural and technological solutions which aid the protection of monuments.

Out of 71 locations jointly inspected with departmental officials, the monuments/inscriptions were not secured with compound walls/boundary fencing at 36 locations (51 per cent) (**Appendix 5**). Further, nine locations were only partially secured (13 per cent) (**Appendix 6**).



**Picture No 4.11: No compound wall for Sri Channakeshava Temple, Periyapatna Taluk, Mysuru District.**



**Picture No 4.12: Partially secured Afzal Khan Tomb at Afzalpur Taluk, Kalaburagi District.**

Out of 71 locations, CCTVs were installed at only ten locations by the trusts/local authorities managing the monuments (**Appendix 7**). During joint inspection, Audit noticed that unknown persons were occupying the Nandagaon and Jaladurga forts. Further, in the absence of protective measures, the possibility of theft of precious sculptures and permanent damage (authorised inscriptions) cannot be ruled out.



**Picture No 4.13: Unauthorised usage by unknown persons at Jaladurga fort, Lingsugur Taluk, Raichur District.**

### **Usage of monuments for other purposes**

**4.4.4** *Section 16 (1)* of the Act states that a protected monument maintained by the Government under this Act which is a place of worship or shrine shall not be used for any purpose inconsistent with its character.

Audit observed that the Department was operating its offices at one location<sup>19</sup> and State Muzrai Department/local trusts were operating administrative offices at three locations<sup>20</sup>. Incidentally, two sampled museums were found operating in protected monuments, *i.e.* Twin Tombs at Kalaburagi and Navrang Darwaza Fort at Raichur.

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<sup>19</sup> The Department is operating a museum and a office inside the Rani Chennamma Palace, Kittur, Bailahongal Taluk, Belagavi District.

<sup>20</sup> Muzrai Department at Venkataramanaswamy Temple at Bengaluru, Management Trusts - Kalammadevi Temple at Sirasangi, Saundatti Taluk and Maruthi Kanthesh Temple with inscriptions at Kadaramandalgi, Byadagi Taluk, Belgaum District.



Picture No. 4.14: Government Museum office at twin tomb, Kalaburagi district.

The Government replied (August 2023) that due to space constraints, the Assistant Director Office, Kalaburagi was functioning from Government Museum and on construction of office building, it would be vacated. The reply is not acceptable as the Department violated *Section 16(1)* of the Act by operating its offices inside the protected monuments. The reply is silent about usage of monuments at other five places.

#### Encroachments/additional structures in and around the monuments

**4.4.5** The definition of Ancient Monuments under *Section 2* of the Act includes (i) the remains of an ancient monument, (ii) the site of an ancient monument (iii) such portion of land adjoining the site of an ancient monument as may be required for fencing or covering in or otherwise preserving such monument and (iv) the means of access to, and convenient inspection of, an ancient monument. Areas near or adjoining protected monuments could be declared as regulated or prohibited areas for the purpose of construction or mining by issuing notifications after due process as per *Rules 11 and 12* of the Rules. GoK declared (March 1998) the first 100 metres of land adjoining the monuments as prohibited area and the next 200 metres of land as protected areas. The implementation of the order was challenged in the Hon'ble High Court of Karnataka, which directed the Government to acquire the land by paying compensation. Assessing the huge financial implication, a proposal was initiated (August 2014) to suitably amend the provisions of the Act by constituting an expert committee headed by the Director. However, no progress has been made with respect to this till November 2022.

Audit also noticed inordinate delay to amend the provisions of the act as the Department had confirmed the draft amendments proposed to be notified only in July 2022.

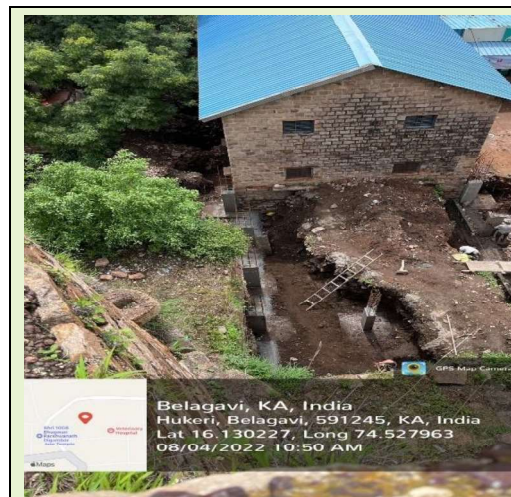


To a similar observation, the Government had stated (December 2011)<sup>21</sup> that instead of fixation of uniform area, a policy decision would be taken in consultation with experts in regard to monuments in the world heritage sites and towns/ cities.

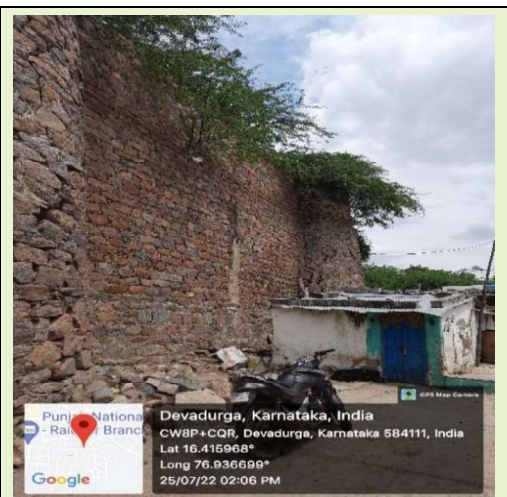
Failure or delay in issuing suitable orders for regulating areas near or adjoining protected monuments may result in risk of uncontrolled or unauthorised construction of structures, very close to these monuments. Further, Audit observed existence of unauthorised structures in and around the monuments at 39 locations (55 per cent) vide (*Appendix 3*) during joint physical verification. Some of these are depicted below:



**Picture No. 4.15: Unauthorised structures around fort at Yamakanamaradi, Hukkeri Taluk, Belgaum District.**



**Picture No. 4.16: Construction work in progress adjacent to the Fort at Yamakanmardi, Hukkeri Taluk**



**Picture No. 4.17: Unauthorised dwellings adjacent to Devadurga fort, Devadurga Taluk, Raichur District.**

<sup>21</sup> *Para 2.3.9.4* of Audit Report No 2 (Civil) Government of Karnataka for the year ended 31 March 2011.

The Government replied (August 2023) that a suitable amendment to the KAHMASR Rules, 1965 was proposed and a draft notification has been published during May 2023.

**Recommendation 8:**

**Immediate action needs to be taken to ensure display of protection notice boards, provide adequate watch and ward, security infrastructure facilities at all locations to prevent misuse and encroachments.**

**Filming / Shooting at protected monument sites**

4.4.6 *Section 18* of the Act provides the public a right to access to any protected monument subject to any rules made under the Act and prohibitive activities at a protected monument is punishable under *Section 26 (1) (i)* of the Act. Further, *Chapter V* of the Rules deals with access issues related to copying and filming of protected monuments such as application, grant or refusal, cancellation of license for filming activities.

The Department, on receipt of application from the producers for film shooting, gives permission after collection of fees and security deposit indicating the terms and conditions. A copy is also sent to the Deputy Commissioners of Districts and to its own sub-offices with instruction to arrange for one departmental representative at the time of film shooting to ensure compliance of all terms and conditions/avoid any damages to the protected monuments.

In this regard, Audit observed the following:

- The GoK had issued (September 2010) guidelines for giving permission under single window system, according to which, an NoC had to be obtained for refund of security deposit and after obtaining a declaration from the film makers/agencies that no damages have been caused during the filming at protected monuments, the security deposit be refunded. However, the approval of the Department given to film makers did not indicate submission of any NoC/Declaration from them.

The Department merely relied on an intimation of completion of filming activities (and not a declaration) from the departmental representative for refund of deposit without any report/remarks on the *status-quo* of the monument.

The Government stated (August 2023) that the action would be taken to ensure the status quo of the monuments by taking a report from the concerned departmental representative/film maker.

- The Archeological Survey of India vide Gazette notification (July 2015) had revised the entry fees for ticketed monuments and fee for

filming operations<sup>22</sup>. Though GoK did not approve Department's proposal (January 2021) for revision of rates<sup>23</sup>, Department started collecting new rates with effect from April 2022.

### ***Conservation and Maintenance of Monuments***

**4.5** The National Conservation Policy defines Conservation as the process through which material, design and integrity of the monument is safeguarded in terms of its archaeological and architectural value, historic significance and cultural or intangible associations. Further, it also stipulates that all monuments should be duly maintained to retain their significance and regularly monitored to thwart any major unnecessary intervention.



**Picture No 4.18: An ASI conserved Sri Veeranarayana temple at Belavadi, Chickmagalur District.**

### **Deterioration due to non-conservation and maintenance**

**4.5.1** After declaring a historical Monument as protected by a notification, the Department should do necessary conservation/ maintenance work from time to time to preserve it in its original form. During Joint Inspection, Audit noticed that physical structures of many monuments/artifacts deteriorated due to lack of regular maintenance. In the absence of Annual Conservation Plan, the Department had also not prepared any maintenance schedule for cleaning and clearing algae and vegetative growth in notified monuments.

<sup>22</sup> ASI had revised fee for filming at other monuments to ₹ 50,000/- per day with ₹ 10,000 as refundable security deposit.

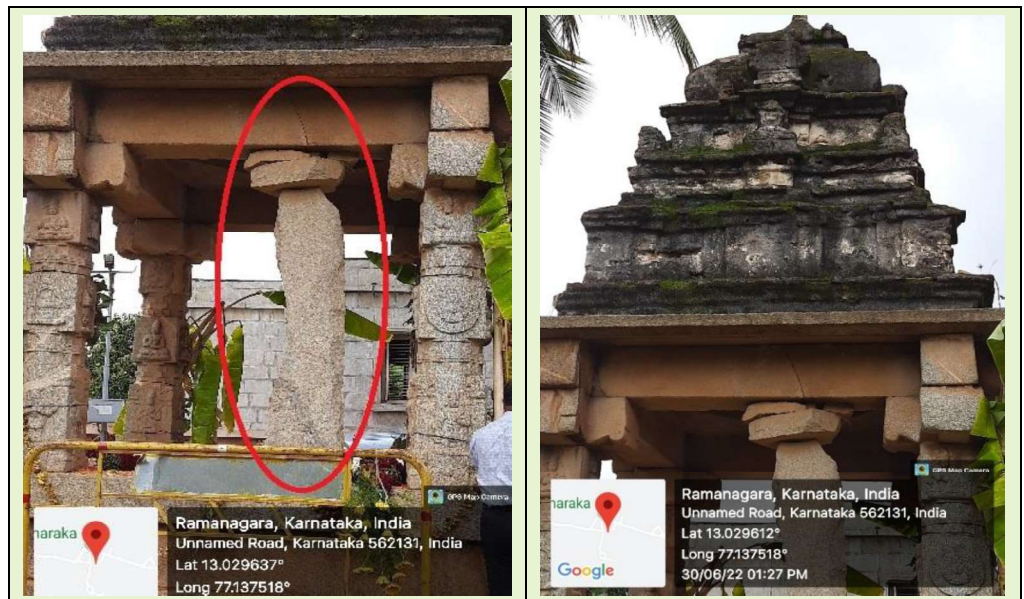
<sup>23</sup> From ₹ 5,000/- per day to ₹ 10,000/- and deposit from ₹ 10,000/- to ₹ 25,000/-.





Picture No 4.19: Growth of Peepal Tree and algae on monument notified during 1930 at Sri Lakshminarasimha Swamy Temple at Bhadravathi Taluk, Shimoga District (Non sample).

Further at Ramanagara district, Audit noticed that the Samadhi of Hiriya Kempegowda, founder of Bengaluru was in dilapidated condition. This was restored by the villagers by putting a supporting stone to prevent the collapse of monument. The lapses by the Department in prioritising the work of conservation has resulted in monuments being on the verge of destruction.



Picture No 4.20: Condition of Hiriya Kempegowda (Founder of Bengaluru) Samadhi at Kempapura, Magadi Taluk, Ramanagara District.

The Government replied (August 2023) that for conservation and maintenance of all monuments, substantial manpower and funds are required. Further, a joint circular had been issued to all District administrations and Zilla Panchayaths to clean, maintain gardens and install bio-fencing<sup>24</sup> at protected

<sup>24</sup> Bio fences are lines of plants planted on-farm and field boundaries that give protection against cattle and wildlife.

monuments under Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (MGNREGA).

#### **Allocation and utilization of funds for conservation works**

**4.5.2** National Conservation Policy (*Article 3.04*) states that conservation of a monument is a continuous process and adequate resources (human and financial) should be made available to conserve it for posterity. The Department spent ₹ 37.05 crore during 2017-22 (being 30 per cent of total expenditure of ₹ 123.65 crore incurred by the Department) towards conservation of monuments.

#### **Regional imbalance in funds allocation for execution of conservation works**

**4.5.3** The primary objective of restructuring<sup>25</sup> the Department by the GoK and renaming the post of Director at Mysore as Director (Archaeology) was to ensure removal of regional imbalance in exploration/research and to timely monitor the works relating to preservation, conservation and protection of monuments.

Audit analysis of allocation and expenditure on conservation works revealed that out of ₹ 34.92 crore allocated for 228 works, an expenditure of ₹ 37.05 crore was incurred on 154 works during the years 2017-22 as indicated below:

**Table No. 4.1: Statement showing details of division wise allocation and expenditure**

Sl. No.	Particulars	Bangalore	Mysore	Kalaburagi	Belagavi	Total
1	No of Districts	06	07	06	07	26
2	No of Monuments	75	122	249	365	811 <sup>26</sup>
3	Works Planned	32	84	49	63	228
4	Budget Allocation (₹ in crore)	4.61	12.45	8.96	8.90	34.92
		17.06		17.86		
5	Percentage	13.21	35.67	25.65	25.47	100.00
		48.88		51.12		
6	Works executed	24	67	28	35	154
7	Expenditure Incurred (₹ in crore)	5.20	11.99	11.50	8.36	37.05
		17.19		19.86		
8	Percentage	14.03	32.36	31.05	22.56	100.00
		46.39		53.61		

Source: Data provided by Department and Consolidated by Audit

As seen, an amount of ₹ 17.19 crore was utilized for the works at 13 districts under Bangalore and Mysore Divisions which have only 197 (24 per cent) monuments. In contrast, in Kalaburagi and Belagavi Divisions having 614 monuments (76 per cent), an amount of only ₹ 19.86 crore was spent. From the Joint inspection of monuments, it appeared that the monuments in

<sup>25</sup> vide order dated 23.02.2012.

<sup>26</sup> Does not include 37 monuments in five districts where no works were planned.

Kalaburagi and Belagavi Divisions were more dilapidated than in Bangalore and Mysuru Divisions.

Audit also observed that during the period between 2017-18 to 2021-22, no works were planned in the remaining five Districts (Bangalore Rural, Chikkaballapura, Chitradurga, Ramanagara districts under Bangalore Division and Kodagu district under Mysore Division) having 37 monuments.

The regional imbalance in resource distribution is a fall out of the absence of long term action plan that prioritises conservation works. This also defeats the primary objective of restructuring of the Department by the Government.

**Recommendations:**

- 9. Government should formulate a specific State Policy for Conservation of Monuments, in line with the National Policy.**
- 10. Optimal resource allocation for conservation and maintenance works should be made based on factors such as historical importance, structural integrity, regional parity, etc.**

**Inadequate capacity building measures**

**4.5.4 Article 7** of National Conservation Policy envisages regularly update a pool of trained and skilled conservators, artisans and craft persons who must be engaged in and exposed to a variety of conservation activities. To this effect, the Policy emphasised that Central and State agencies, responsible for the conservation of State-protected monuments or unprotected historical buildings, should also be encouraged, from time to time, to send their in-house staff for training to enhance their knowledge and skills in various fields of conservation and management of monuments.

Audit observed that:

- Conservation Policy highlighting the need for undertaking capacity building measures had not been framed by the State Government/ Department and no periodical in-house training schedules were planned specifically for technical cadre.
- During 2017-22, the Department had deputed 86 officers/officials (30 from technical cadre and 56 from non-technical cadre) for 39 training sessions utilising 256 days. Of this, only 19 officials from technical cadre were deputed for four training sessions on technical matters for six days during 2017-20. No officer/ official had been trained in technical matters during 2020-22, indicating lack of capacity building measures undertaken by the Department.

The Government replied (August 2023) that action would be taken to arrange sufficient workshops by experts to train all the technical staff and enhance their technical skills.



Thus, it is seen that the Department did not make sufficient efforts to train its technical staff and upgrade their skills.

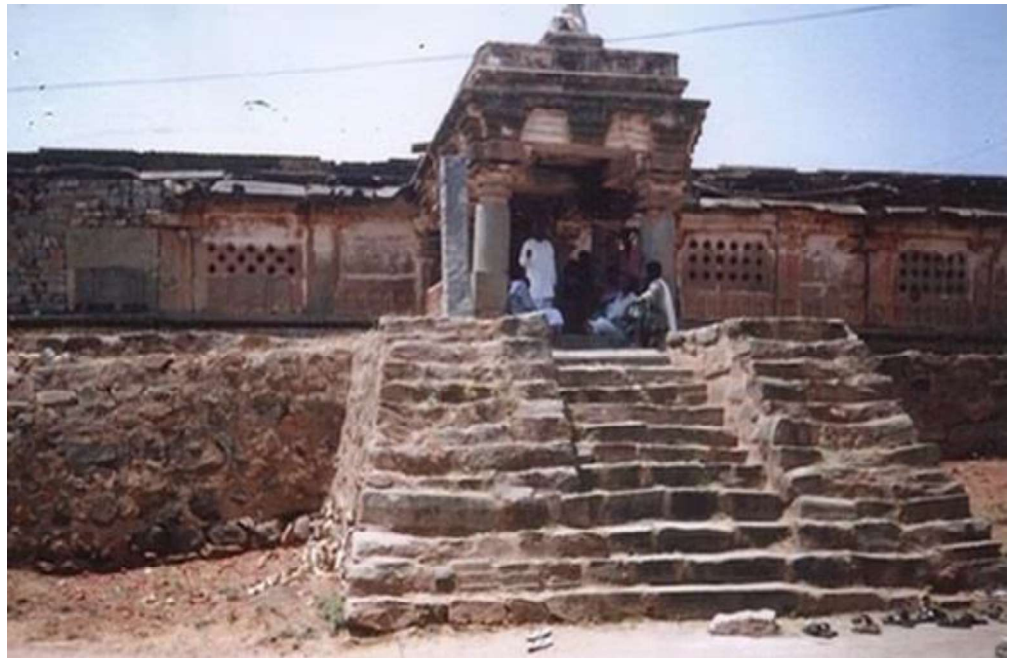
**Recommendation 11:**

**Adequate policy should be devised to strengthen technical cadre and ensure periodical training for the staff.**

**Conservation works with Private Partnership**

**4.5.5** The GoK approved (November 2001) conservation work of monuments in collaboration with Sri. Dharmasthala Manjunatheshwara Dharmothana (SDMD) Trust under Public Private Collaboration Scheme (PPC Scheme) from 2002-03 with the financial sharing ratio of 40 *per cent* by Government, 40 *per cent* by Private and remaining 20 *per cent* by Public. The Government order also specified that 40 *per cent* share of Government is subject to maximum amount of ₹ 5.00 lakh per monument or 40 *per cent* of project cost whichever is less. This was later revised (November 2012) to ₹ 10.00 lakh per monument.

The Trust (SDMD) undertook the conservation of 256 monuments during the period 2002-03 to 2021-22, of which works at 185 have been completed till May 2022. The remaining 71 works are under progress/ not taken up due to non-funding from public. As on March 2022, an amount of ₹ 10.71 crore was released as Government share to Trust.



**Picture No 4.21 – Sri Malleleshwara Temple Aghalaya, K R Pet Taluk, Mandya District before conservation by SDMD Trust.**



Picture No 4.22 – Sri Malleshwara Temple Aghalaya, K R Pet Taluk, Mandya District after conservation by SDMD Trust.

Audit observed the following issues in implementation of the above scheme:

- Though the preamble of GO<sup>27</sup> excluded conservation of temples coming under the jurisdiction of Muzrai Department<sup>28</sup>, conservation of 13 temples (vide *Appendix 8*) coming under the control of Muzrai Department were undertaken during the period 2017-18 to 2021-22.
- The PPC Scheme guidelines stipulated the submission of monthly physical and financial progress reports by the Trust. Further, inspection of conservation works undertaken under PPC Scheme were also required by the Officers/Engineers of the Department. However, Audit found that the Departmental Officers/Engineers did not inspect these works during the period 2017-18 to 2021-22. No monthly progress reports were submitted for the years 2020-21 and 2021-22 to the Department by the Trust.

The Government stated (August 2023) that the C grade temples which did not have sufficient funds for maintenance/ conservation and in dilapidated condition were taken for conservation under this scheme. Further, it was stated that the Departmental Engineers are entrusted to monitor the works under this scheme.

The reply is not acceptable as the GO is based on the proposal detailed in the preamble which specifically excluded taking up of works pertaining to temples under control of Muzrai Department.

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<sup>27</sup> dated 19-11-2001.

<sup>28</sup> The Hindu Religious Institutions and Charitable Endowments Department is also referred to as Muzrai Department.

## **Agreements with Private Owners**

**4.5.6** Section 6 of the Act provides for the Deputy Commissioner to enter into an agreement with the owner of a protected monument within a specified period for the maintenance of the monument. The agreement also should provide for the custody of the monument, the duties of any person who may be employed to watch it and the restriction of the owner's right.

Out of 844 notified protected monuments in the State, the ownership of 839 monuments rest with the Government and the remaining five monuments *viz.*, Madakarinarayana Samadhi at Mayakonda, Ramathirtha Palace at Jamakhandi, Sangameshwara Temple at Indi and Suralu Mud Palace at Udupi, Diwan Purnaiah Jahgir Bungalow at Yelandur, rests with the private owners.

The Department entered into an agreement (Lease Deed in November 2011) with the owner of Dewan Purnaiah Bungalow for a period of 33 years and converted it into a Government Museum (October 2012). However, no agreements with the owners of other four monuments were entered into, even after ten years.



**Picture No 4.23: The ownership of notified Ramathirtha Palace at Jamakhandi is with private people.**

Though the Government had agreed<sup>29</sup> (December 2011) to enter into agreement with the owners of four private monuments, no action was taken. In absence of the agreements, the Department did not have any legal options to enforce restrictions on the private owners.

The Government stated (August 2023) that action would be taken to sign an agreement with private parties in future conservation projects. The fact remains that the Department had not entered into agreement with owners of four monuments even after 25 years (notified during 1992 to 1997).

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<sup>29</sup> Reply to Paragraph 23.9.1 of Audit Report No. 2 (Civil) for the year ended 31 March 2011.



### **Non-maintenance of logbooks for Conservation works**

**4.5.7** According to para 4.09 of National Conservation Policy for Ancient Monuments, entire process of conservation should be documented before, during and after conservation, in maps, drawings, photographs, digital records and field notes, so as to create continuous records of interventions. All information related to the past and on-going conservation works should be made available at the site office for the benefit of understanding all past interventions. For this purpose, the practice of maintaining logbooks at sites should be adopted mandatorily for all Monuments. Audit noticed that the Department did not maintain logbooks detailing the process of conservation works carried out in the Monuments under its control. In the absence of logbooks, information relating to the previous works undertaken on the Monuments concerned were not readily available with the Department. Absence of necessary documentation may result in insufficient and inadequate conservation planning.

The Government stated (August 2023) action would be taken to open a specific logbook for each protected monument.

### **Inadequacies in tendering and award of works for conservation of monuments**

**4.5.8** The Department undertook various conservation works on nomination basis, by calling e-tender and quotations. As stated earlier, during the period 2017-2022, the Department incurred an expenditure of ₹ 37.05 crore on 154 conservation works. Audit reviewed records related to 23 works at eight selected Districts amounting to ₹ 9.15 crore and the following inadequacies were observed:

- The Department did not maintain a work register indicating the name of the work, estimated cost, name of the contractor, type of tender, cost of work awarded, work order/contract reference, period of contract, scheduled date of completion, actual date of completion *etc.*, as prescribed under Karnataka Public Works Departmental Code (KPWD Code). Also, the Department does not have any specific works manual detailing the procedure for award and execution of conservation works.
- In seven works executed,<sup>30</sup> the comparative statement prepared after evaluation of bids were not dated. Also, the actual date of opening technical/financial bids were not mentioned in comparative statements.
- General terms and conditions of tender documents envisaged levy of Liquidated Damages (LD) for delay in execution of work and same formed part of the agreement executed with successful bidders. In 11 contracts (*Appendix 9*), delay ranging from six months to 44 months

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<sup>30</sup> Sri Rameshwara Temple, Chittoor village, Soraba Taluk, Tomb of Sivappanayaka, and family, Bidanur, Hosanagara Taluk, Sri Shivalingeswara Temple, Chennagiri Taluk, Sri Lakshminarasimhaswami Temple, Javagal, Arasikere Taluk, Sri Lakshmaneswara Temple, Arakalagud Taluk; Sri Veerabadreswara / Sri Kalmeswara Temples, Shidenur, Byadagi Taluk and Sri Kalmeswara Temple, Hiremanikatti, Shiggaon Taluk.

were observed but specific reasons for delays and reasons for non-recovery of LD were not recorded. In the absence of specific penalty clause, financial impact could not be assessed by audit.

The Government stated (August 2023) that the work register would be maintained from the year 2023-24 and the provisions of the tender would be followed to ensure timely completion of the works. The reply is not acceptable as the Department failed to implement the provisions of the tender and levy penalty for the delayed works.

**Recommendation 12:**

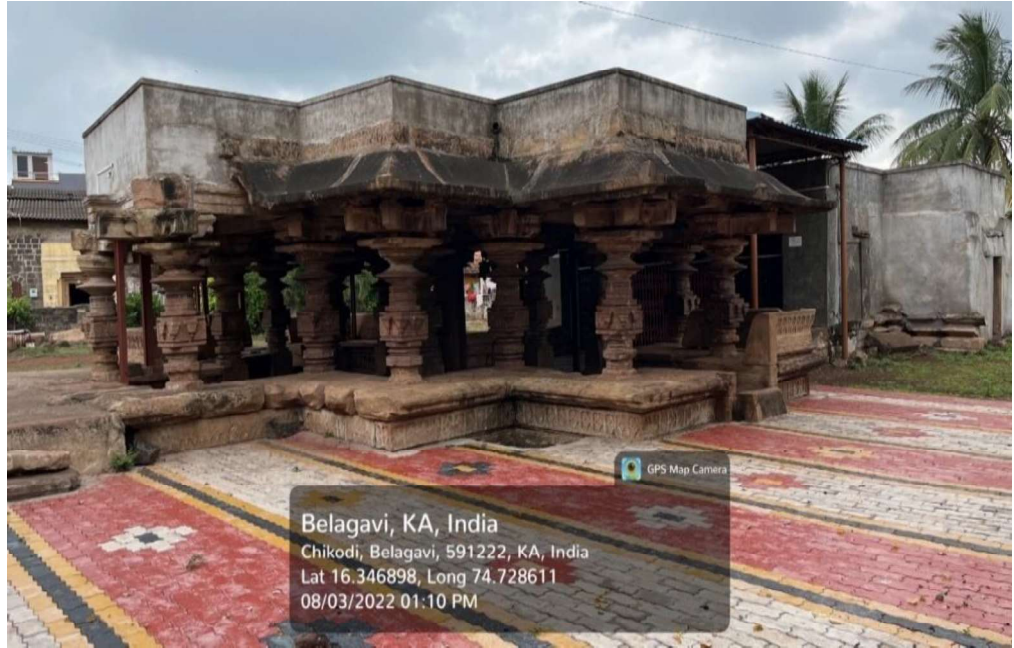
**Action may be taken up to ensure timely completion of works taken up for conservation.**

**Failure to use traditional material in Conservation work**

**4.5.9** According to ASI Conservation Manual (Sl. No. 95), use of cement is prohibited in conservation work as it will impart an obtrusively modern note to the structure. During Joint Inspection of the Monuments, Audit noticed that the conservation works were carried out using modern techniques and materials. This resulted in absurd disfiguring of aesthetics in the heritage structures. Examples of use of cement on ancient monuments are shown below:



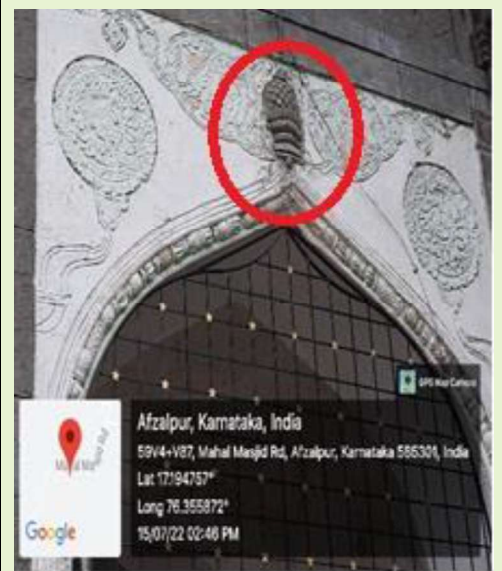
**Picture No 4.24: Cement used for filling joints at Sri Yoganarasimha Swamy Temple, Mirle, K R Nagar Taluk.**



Picture No 4.25: Cement used for plastering the structure over the monument at Sri Kalmeshwara Temple, Kabbur, Chikkodi Taluk, Belagavi District.



Picture No 4.26: Cement used in repairing the damaged Nandi Idol at Sri Ramalingeshwara Temple, Hodal, Kalaburagi District.



Picture No 4.27: Cement used for reconstruction of damaged floral design at Afzal Khan tomb and Mosque, Afzalpur Taluk, Kalaburagi District.

Use of cement in conservation work distorted the archival value of these Monuments. In many of the cases, the alterations to the protected monuments were carried out by the local people without approval of the Department. This indicated failure in Department's oversight.

The Government stated (August 2023) that instructions have been given to carry out conservation work as per the conservation norms without using modern technology or materials. The reply is not acceptable as the damage to protected monuments had already occurred due to use of modern material.



### **Non-maintenance of protected monuments**

**4.5.10** The maintenance of a monument would, inter alia, include (i) protection from human/animal ingress by providing watch and ward and fencing around the monument (ii) cleaning/removal of vegetative growth on monument and (iii) development of gardens and provision of tourist amenities. As against the budget allocation of ₹ 39.00 lakh earmarked for maintenance of conserved monuments during 2017-2022, the Department failed to fully utilise the meagre amount sanctioned towards maintenance of conserved monuments, as ₹ 2.68 lakh had been surrendered.

The remaining amount of ₹ 36.32 lakh had only been spent towards garden maintenance (₹ 21.33 lakh) at few temples in four districts (Davanagere, Bellary, Hassan and Gadag) and on repairs and upgradation of Commissioner Office building at Mysuru (₹ 14.99 lakh). Resultantly, no expenditure was incurred on maintenance of conserved monuments.

The Government stated (August 2023) that due to Covid-19 pandemic, the entire amount was not utilised during 2019-21. Further, stated that the Department was functioning with meagre strength and limited resources and in view of shortage of funds, the Government has issued a joint circular to clean, maintain garden and install bio fencing at protected monuments under MGNREGA. The reply is not tenable as majority of the fund surrendered pertained to 2017-18 and the work under MGNREGA had not been fully implemented<sup>31</sup>.

### **Failure to acquire and maintain protected monuments**

**4.5.11** The *Section 13* of the Act, empowers the Government, if it apprehends that a protected monument is in danger of being destroyed, injured, misused, or allowed to fall into decay to acquire the protected monument under the provisions of the Land Acquisition Act, 1894, as if the maintenance of the protected monument were a public purpose within the meaning of that Act, Further, the Government is required to maintain every such acquired protected monument as per *Section 14* of the Act.

Audit during joint inspection, observed that the Department had failed to initiate action by invoking the above provisions of the Act as monuments were found in destroyed conditions at two locations<sup>32</sup> and in dilapidated/partially dilapidated condition at 13 locations. Inscriptions were lying scattered around without protection at 15 locations.

13 locations



15 locations



To access the video portraying Audit finding, please scan the above QR code.

<sup>31</sup> Implemented at Kolar, Mysuru and Gadag Districts.

<sup>32</sup> Black stone temple of Gokuleshwara, with carved walls and five inscriptions at Belavatti, and Basappa Temple with Viragallu bearing inscription at Herur in Hanagal Taluk, Haveri District.



**Picture No 4.28: Blackstone temple of Sri Gokuleshwara in destroyed conditions at Belavatti, Hanagal Taluk, Haveri District.**



**Picture No 4.29: Basappa temple in destroyed conditions at Herur, Hanagal Taluk, Haveri District.**

The Department had failed to analyse the actual requirement of funds to carry out conservation work of dilapidated monuments and had also not carried out any research work to actually estimate fund requirement for maintenance.

**Recommendation 13:**

**Provisions of KAHMASR Act and Conservation Manual required to be followed scrupulously.**



## Public Engagement and Accessibility to Monuments

4.6 Article 1.06 of the National Conservation Policy envisages that ancient/historic monuments should be valued and conserved in a spirit of being exemplars of past cultures and represent exemplary human creativity, building crafts tradition, patronisation and architectural and/or artistic and/or engineering accomplishments and these monuments also serve as tangible manifestation of historical and cultural events and developments of our past that spreads over several millennia.

Further, the Policy also envisages creation of suitable facilities/infrastructure within or near the monument for the convenience of visitors. Facilities like proper roads and public amenities (toilets/drinking water, trash bins, etc.), display of signage/cultural information boards and various do's and don'ts are necessary.

The Joint inspection of monuments carried out by Audit along with Departmental Officers revealed the following inadequacies:

### Inadequate access roads to protected monuments

9 locations

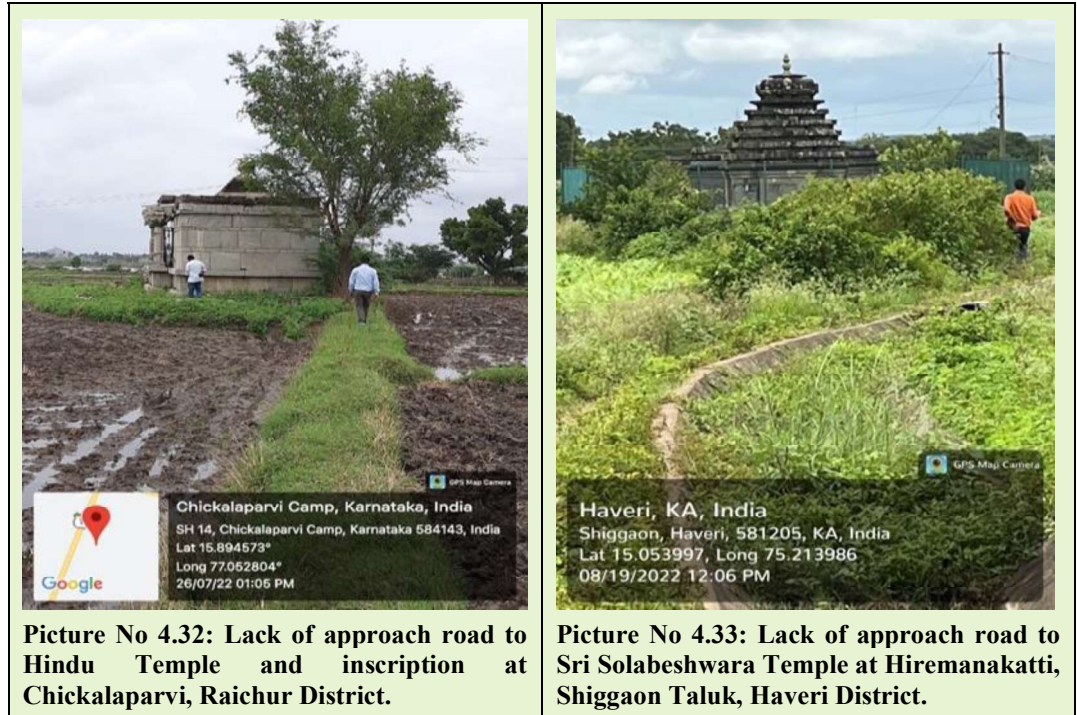


To access the video portraying Audit findings, please scan the above QR code.

4.6.1. Infrastructure development in and around Monuments (including approach roads) can provide the opportunities to communities for sustainable social and economic benefits. Further, approach roads are essential both to execute conservation/ preservation works as well as to attract visitors. Nine locations (13 per cent) out of 71 sampled locations did not have proper approach roads to reach the protected monuments as depicted below:







**Picture No 4.32: Lack of approach road to Hindu Temple and inscription at Chickalaparvi, Raichur District.**

**Picture No 4.33: Lack of approach road to Sri Solabeshwara Temple at Hiremanakatti, Shiggaon Taluk, Haveri District.**

The Government stated (August 2023) that roads, public amenities wherever required would be laid by concerned District Administration and Tourism Department. However, the Department has the primary responsibility to follow up with District Administration/ Tourism Department and ensure that public amenities are provided.

**Absence of signage boards / cultural boards**

4.6.2 A signage board gives important information about the monument to the visitors. Out of 71 monuments visited, Audit noticed that the Department did not put-up signage boards that displayed information about the monuments. In six locations, signage boards were put up by the local communities (details vide *Appendix 10*). Incidentally, Audit observed that the State Tourism Department had put up signage boards at ASI controlled monuments both on approach roads and at the sites.



**Picture No 4.34: Signage board put up by State Tourism Department displaying information about ASI controlled monument on road at Haralahalli, Haveri Taluk and District.**



**Picture No 4.35: Signage board put up by State Tourism Department displaying information about ASI controlled monument near the monument.**

Even the bilingual cultural boards explaining the significance and history of the protected monuments were not displayed at 63 locations. Cultural boards displayed at two locations<sup>33</sup> were not provided by the Department.

The Government stated (August 2023) that the bilingual information and protection boards for Bengaluru and Mysuru divisions have been installed and in Belagavi and Kalaburagi divisions, the work would be taken up during 2023-24 and 2024-25.



**Picture No 4.36: Bi-lingual Cultural board explaining the history of monument.**

### **Absence of public amenities and feedback mechanism**

**4.6.3** As per Para 9.04 of the National Conservation Policy, 2014, necessary public amenities (toilets/ washrooms, drinking water, *etc.*) should be made available at every protected site/ Monument site to make the visitors feel comfortable.

Joint inspection of selected sample revealed that there were no public amenities existed at 53 locations (75 per cent) (*Appendix 11*) and wherever

<sup>33</sup> Afzal Khan Tomb and Mosque at Afzalpur Taluk, Kalaburagi and Sri Kote Venkataramana Swamy Temple at Bengaluru Urban.



available, it was provided by local community/authorities/State Tourism Department.



**Picture No 4.37: Public amenities provided by State Tourism Department at Jaladurga Fort, Lingasugur Taluk, Raichur District.**

Increased public footfall can automatically highlight the historical value of any monument and thereby, they are an important stakeholder in preservation and conservation activities. Audit noticed that there was no provision for suggestions/complaint register in any of the 71 locations to obtain feedback from visitors/tourists.

The Government replied (August 2023) that a feedback register would be maintained wherever watch and ward staff are available. The reply is silent on providing public amenities and the action proposed in areas where there are no watch and ward staff.

**Recommendations:**

- 14. The Government should ensure proper access roads to all archaeological sites, put up bilingual signage boards providing adequate information and also ensure availability of basic public amenities.**
- 15. An effective feedback mechanism to address the suggestions/complaints from the visitors may be formulated.**

**Inadequate maintenance of official website**

**4.6.4** The Department has developed and launched (January 2021) its official website ([archaeology.karnataka.gov.in](http://archaeology.karnataka.gov.in)) in compliance of instructions (March 2019) from the State Government.

The website was not periodically updated and the deficiencies noticed by Audit are detailed below:



- There were 848 State Protected Monuments but in the website, details of only 844 Monuments was displayed. The list did not include four monuments of Chamarajnagar District notified during 2021-22.

S. No	Division	State		ASI		Total Protected	
		Monument / Sites	Total %	Monument / Sites	Total %	Monuments / Sites	Total %
1	Bangalore	105	12.44	68	10.34	168	11.56
2	Belgaum	365	43.25	311	51.07	676	46.52
3	Kalburgi	249	29.50	164	26.93	413	28.42
4	Mysore	125	14.81	71	11.65	196	13.51
Total		844	100.00	609	100.00	1453	100.00

the second highest number of protected monuments in the country

**Picture No 4.38: Web site of Department of Archaeology showing incorrect information (Screen shot taken on 05.06.2023)**

- Though the Department had carried out village wise survey in 19 taluks under Samrakshane Scheme and identified 9,552 monuments (as detailed in *Para No. 3.2*), the same was not depicted in the web site;
- Pictures and historical details of all the protected Monuments are not available;
- No details/ reports regarding Excavation carried out by the Department were available;
- GPS tagging of Monuments was also not available, (due to which Audit also could not find 13 locations of notified monuments as detailed in *Para 3.4*).

The Government stated (August 2023) that action would be taken to publish updated list of protected monuments with all digital pictures and historical details after completion of the digital documentation process.

**Recommendation 16:**

**Action may be taken to ensure that accurate updation of the Department website.**

**Launch, sale and custody of Publications**

**4.6.5** The Department publishes selected literature (publications on Heritage towns, manuals on Heritage conservations) on Archaeology based on the recommendations of a committee headed by the Commissioner. The GoK with a view to popularise Kannada literature, had approved (October 2009)

sale of Government publications at discounted rates<sup>34</sup>. During the period 2017-22, the Department had undertaken printing of 16 academic and research books on History and Archaeology of various Districts of the State as given below:

**Table No. 4.2: Statement showing details of books published and expenditure incurred during 2017-18 to 2021-22**

Sl. No.	Name of the Book	No of copies	Amount (₹ in lakh)
<b>1</b>	<b>2017-18</b>		
	History and Archaeology of Chamarajnagar District	500	03.55
	Study on Vijayangar Vol-20	500	2.18
	Art works in Museums of Karnataka	500	2.45
<b>2</b>	<b>2018-19</b>		
	Buddhist Art and Culture in Karnataka	500	3.71
	Archaeological Excavations at Talakadu 2006-2010 Vol-02	500	2.38
<b>3</b>	<b>2019-20</b>		
	Study on Vijayangar Vol-21	500	0.95
	Hampi the splendour that was	2000	9.60
	Study on Vijayangar Vol-22	500	1.00
	Karnataka a Garden of Architecture	2000	9.00
	Mysore Dasara – The State Festival	2000	6.40
<b>4</b>	<b>2020-21</b>		
	Hampi Gatha Vaibhava Nagari	2000	11.54
	History and Archaeology of Vijayapura District	500	4.95
	History and Archaeology of Haveri District	500	4.98
	History and culture of Kittur Samsthan	500	3.53
<b>5</b>	<b>2021-22</b>		
	History and Archaeology of Uttara Kannada District	500	4.93
	History and Archaeology of Coorg District	500	4.80
		<b>14,000</b>	<b>75.95</b>

Source: Data provided by Department

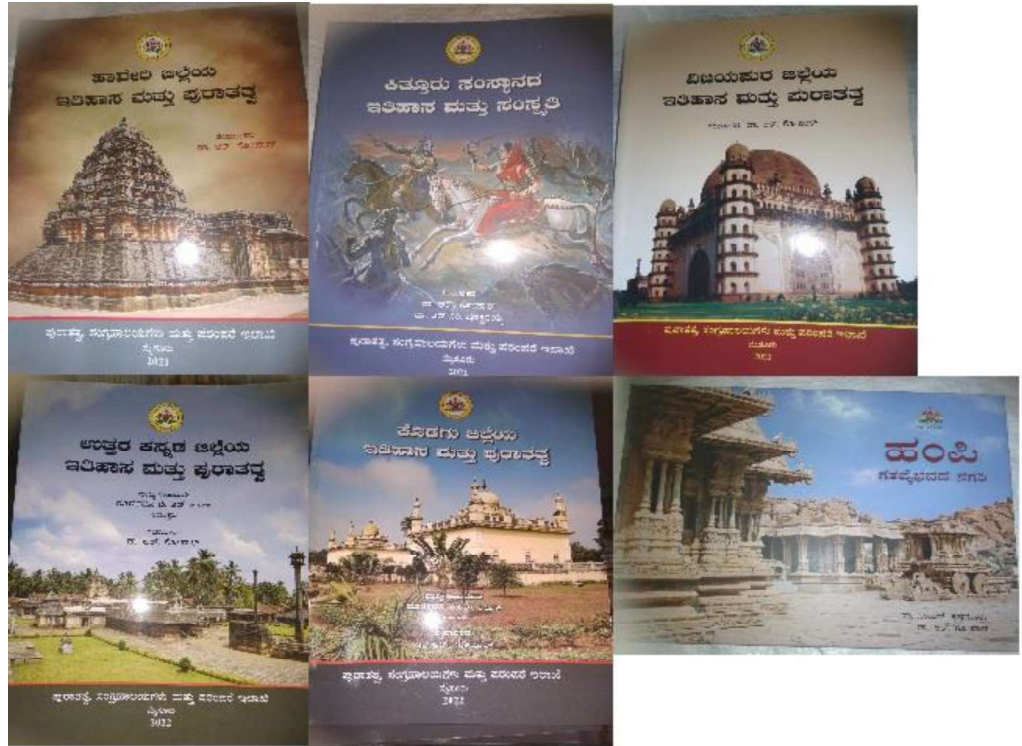
Audit observed certain inadequacies in the process of publication and sale as detailed below:

- To facilitate the public to purchase the publications at affordable prices, Government had assured (December 2011) framing a policy for fixation of price. However, no such policy was framed for selection of

<sup>34</sup> New publications up to two years at 15 per cent (20 per cent for sellers), the remaining old publications ranging from 20 to 50 per cent (25 to 55 per cent for sellers) based on the age of the books.

publications, printing, number of copies to be printed and for fixation of selling price<sup>35</sup>.

- The Department had not released six academic and research books printed between March 2020 and March 2021 for sale<sup>36</sup> and held them in stock (March 2022). Incidentally, these publications were also not included in the price list approved for the year 2022 by the Commissioner. The reasons for not releasing these books were not forthcoming from the records made available to Audit.



**Picture No 4.39: Academic and Research books not released and included in price list by Department**

- As many as 66,439 copies of 156 various publications, of which 49,591 copies more than ten years old (published between 1971 to 2012), were held in stock (March 2022).

The Government replied (August 2023) that the books in stock are available for sale to the public at discounted rates and the pricing policy is attractive and affordable to general public. The reply was silent about efforts taken to dispose off the old stock and rationality of the pricing policy.

**Recommendation 17:**

**The Department should frame a rational pricing policy that is attractive and affordable to public and ensure timely launch of publications.**

<sup>35</sup> The selling price of publications ranged from ₹ 250 to ₹ 999 based on the proportionate expenditure incurred in printing.

<sup>36</sup> at a cost of ₹ 32.20 lakh.



## Human Resource Management

**4.7** In the absence of action plans and non-assessment of quantum of work required in excavation, conservation and preservation activities, the Department could not accurately assess the required manpower for fulfilling its mandate.

Further, the department had vacancies in its existing staff strength. As on 31 March 2022, the Department had a working strength of 163<sup>37</sup> and vacancy of 56 posts (26 *per cent*) against a sanctioned strength of 219. The vacancies were in the Technical<sup>38</sup> and Non-technical<sup>39</sup> wings and four vacancies persisted for more than 25 years. The details of sanctioned, working and vacancy position as on 31<sup>st</sup> March 2022 are given in *Appendix 12*.

### *Non-availability of monument attendants/caretakers*

**4.7.1** Monument attendants are responsible for day-to-day maintenance of the protected monuments, including clearance of vegetation, cleaning, dusting, sweeping, regulating the visitors, *etc.* During joint inspection, Audit noticed that in all the 71 monuments, the Department had not posted any monument attendant.

Further, it is also seen that the Government/Department have not scientifically assessed the requirement of manpower in view of identifying 9,552 monuments in 19 taluks out of 240 taluks in the State under Samrakshane Scheme. The funds requirement for preservation and Conservation of these monuments was also not analysed by the Department.

### *Shortage of technical staff*

**4.7.2** A review of staff disposition statement revealed that there was shortage of manpower in technical wing. As against 57 posts sanctioned, only 27 posts were operated, leaving 30 posts (53 *per cent*) vacant. The technical posts which are very essential for the upkeep of the ancient monuments, museums and heritage buildings were kept vacant since long (one to 25 years). One post of Director (Archaeology) remained vacant since January 2019 consequent to shifting of the post to Hampi.

Though the Department had requested the Government/Karnataka Public Service Commission/Karnataka Examination Authority to fill up the posts on several occasions, no fruitful action was initiated by them to fill up the vacant posts till date. To a comment in the earlier Performance Audit report<sup>40</sup>, the

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<sup>37</sup> In August 2019, GoK permitted the Department to outsource manpower for 90 vacant posts against vacant posts. The Department has filled 85 posts in Group C and D cadre, leaving technical posts unfilled.

<sup>38</sup> Director – Archaeology, Deputy Director, Archaeological Conservation Engineer, Technical Assistant, Curator, Assistant Curator, Surveyor, Epigraphist, Photographer, Artist and Monument Attender *etc.*

<sup>39</sup> Gazetted Assistant, Office Superintendent, other Group C and D posts

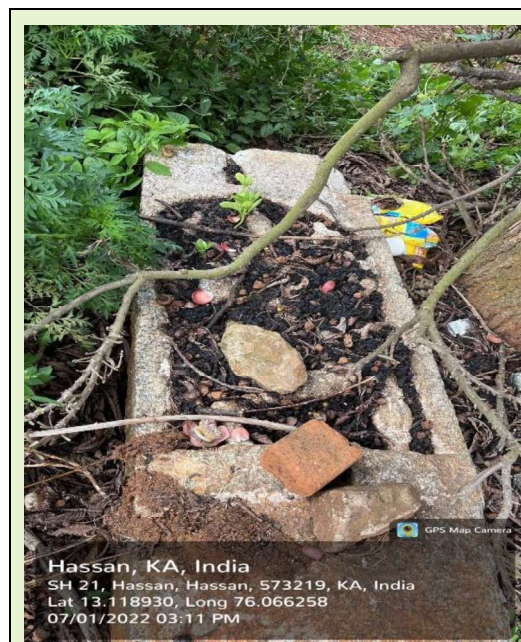
<sup>40</sup> Performance Audit on the Preservation and conservation of heritage in Karnataka (Report No.2 -Civil) of CAG of India for the year ended 31 March 2011.

Government had stated that necessary action would be taken to fill-up the technical posts. However, they remained unfilled.

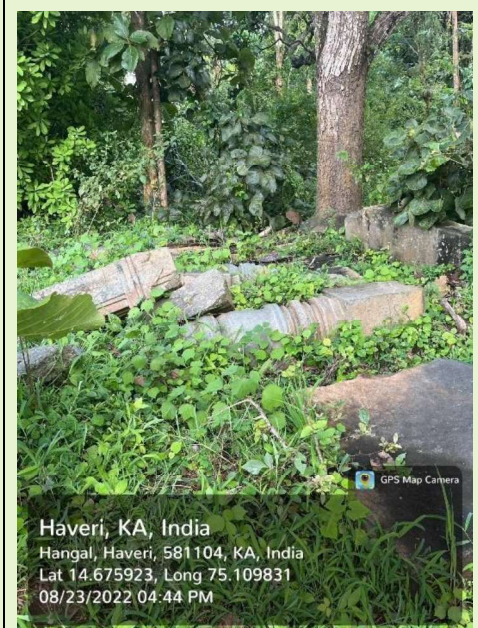
Thus, non-availability of technical staff with requisite technical expertise over an extended period resulted in neglect of certain monuments as depicted below:



**Picture No 4.40: Protected monument not conserved at Hodal, Aland Taluk, Kalaburagi District.**



**Picture No. 4.41: Monument lying in the garbage near Sri Vishnu Temple, Kondajji, Hassan Taluk and District**



**Picture No. 4.42: Monuments lying in open field at Sirgod, Hanagal Taluk, Haveri District.**

The Government replied (August 2023) that necessary permission was sought by the Department to fill up technical posts through, outsourcing/contract basis and permission had been accorded to fill 50 per cent of the vacant technical posts. However, action is yet to be taken by the Department to fill these vacant posts on contract basis.

### ***Shortage of manpower in museums***

**4.7.3** To ensure smooth functioning of 16 museums and one Art Gallery, the Department had a sanctioned strength of 25 technical and 59 non-technical staff, of which nine technical and 15 non-technical staff were in position. The vacancy position in technical and non-technical staff amounted to 64 *per cent* and 75 *per cent* respectively. Further, 11 Assistant Curator posts were vacant since 2008 onwards. Due to vacancies, Audit observed in-charge arrangements wherein one technical person looked after two museums<sup>41</sup>. The details of sanctioned strength and men in position as on 31<sup>st</sup> March 2022 are given in ***Appendix 13***.

### ***Epigraphy and Numismatics***

**4.7.4** Epigraphy is the science of identifying the graphemes<sup>42</sup> and of classifying their use as to cultural context and date, elucidating their meaning and assessing what conclusions can be deduced concerning the writing and the writers. Numismatics is the study or collection of currency, including coins, tokens, paper money and related objects.

The Department has one sanctioned post of an Epigraphist<sup>43</sup> for study of ancient inscriptions found on the monuments. However, this post was lying vacant since March 2000. As the State has abundant inscriptions, the absence of Epigraphist could result in not studying/deciphering the inscriptions found. The post of Numismatist had not been created even though the Government had stated (December 2011)<sup>44</sup> that a suitable post would be identified for Numismatics studies.

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<sup>41</sup> Athani and Kittur Museums were looked after by one Asst. Director whereas Raichur Museum is looked after by the Asst. Archeologist posted at Kalaburagi.

<sup>42</sup> Letters or combination of letters that may be used to express a group of speech sounds in a language.

<sup>43</sup> A person who study written matter recorded on hard or durable material from the ancient inscriptions.

<sup>44</sup> The Government reply to the ***Paragraph No 2.3.11.4*** of Audit Report No.2 (Civil) for the year ended 31 March 2011.





**Picture No. 4.43: Inscription showcased without deciphering the content at Government Museum, Kalaburagi**



**Picture No. 4.44: Stone Inscriptions of Vijayanagar Empire (related to 1521) found by locals at Chickalaparvi, Manvi Taluk, Raichur District.**

**Recommendation 18:**

**Immediate necessary action needs to be initiated to fill up the vacant posts in technical and non-technical posts at the earliest.**

***Disaster Management Plan***

**4.8. Article 15.03** of the National Conservation Policy stipulates that Disaster Management Plan should be made as an important pre-requisite of the Conservation Plan for a monument. Monuments and archaeological sites are increasingly being subject to variety of hazards (natural and human induced).

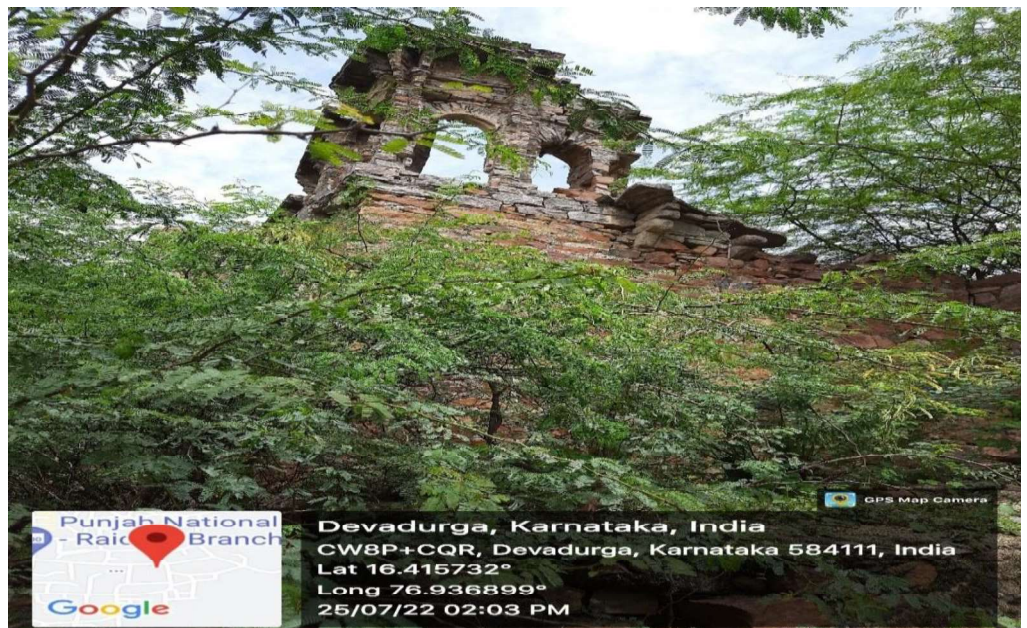
It is necessary for all agencies concerned to be sufficiently prepared to mitigate a disaster and to develop a mechanism for quick response and recovery.

Audit observed that the Department did not formulate a Disaster Management Plan for State Protected Monuments and Museums. In the absence of a proper Disaster Management Plan, the monuments are further vulnerable to future natural calamities. Further, the Department had also not provided appropriate training to the staff to handle any event of disaster/ emergency.

The Government replied (August 2023) that appropriate proposal would be submitted by the Department to issue Government Order to adopting the disaster management plan as per National Conservation Policy.



Picture No 4.45: Condition of Ishwara Temple at Hansabhavi, Hirekerur Taluk, Haveri District due to seepage of water and growth of algae.



Picture No 4.46: Devadurga Fort, Devadurga Taluk Raichur on the verge of collapse due to non maintenance.

