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ARDHENDU KUMAR DAS

v.

THE STATE OF ODISHA AND ORS.

(Civil Appeal No. 4515 of 2022)

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JUNE 03, 2022

**[B. R. GAVAI AND HIMA KOHLI, JJ.]**

*Archaeological Sites: Ancient Monuments and Archaeological Sites and Remains Act, 1958 – ss.2, 20C, 20D – Public work or project essential to the public – PIL filed before High Court challenging construction undertaken by respondent Nos. 1 and 2 within the prohibited area of the Shree Jagannath Temple complex on the ground that it contravened provisions of the 1958 Act – Their grievance in the instant appeal was that High Court did not grant an interim order restraining respondents from proceeding further with the construction – Held: All the provisions of the 1958 Act have to be read harmoniously – When sub-section (4) of s.20A of the Act is read in harmony with clause (dc) of s.2 and the provisions of s.20C and s.20D of the Act, the submission that no construction at all can be made in the prohibited area or the regulated area would be unsustainable – Competent authority has complied with the procedure as required under s.20D of the Act and the National Monuments Authority has granted its permission for the work, which is undertaken – The legislature has deliberately excluded four categories from the definition of “construction” – The purpose behind it appears to be that the repairs and renovation of the buildings, which are existing and the constructions which are necessary for providing basic facilities like drainage, toilets, water supply and distribution of electricity should be kept out of the rigour of requirement of statutory permissions – The argument that the said provision is only to enable a person who resides in the prohibited area to get his existing structure re-constructed, repaired and renovated and the said provision cannot come to the aid of the State to create facilities for the public is rejected – If an individual person can construct a toilet in a prohibited area, so can the State, when the State finds it necessary to do it in the larger public interest for providing basic facilities to the lakhs of devotees visiting the*

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*shrine – The activities undertaken by State are completely in tune with the directions issued by this Court in the case of Mrinalini Padhi– They are necessary in the larger public interest and there is no prohibition in the statute for doing so, as sought to be argued by the appellants – High Court also recorded the statement of Advocate General that both the ASI and the State Government would work together to ensure that no archaeological remains are missed out or damaged – PIL filed before the High Court rather than being in public interest, is detrimental to the public interest at large – Frivolous petitions encroach upon a valuable judicial time which could be otherwise utilized for considering genuine issues – The appeals, having been found to be without any substance, are dismissed with costs, quantified at Rs.1,00,000/- each, payable by the appellants to respondent No.1 within four weeks – Public interest litigation.*

*Public interest litigation: Practice of filing frivolous petitions – Deprecated – Frivolous petitions are nothing but abuse of process of law – They encroach upon a valuable judicial time which could be otherwise utilized for considering genuine issues – It is high time that such so-called public interest litigations are nipped in the bud so that the developmental activities in the larger public interest are not stalled.*

**Dismissing the appeals, the Court**

**HELD: 1. The definition of “construction” in Clause (dc) of Section 2 of the Ancient Monuments and Archaeological Sites and Remains Act, 1958 specifically excludes: (i) Re-construction, repair and renovation of an existing structure or building; (ii) Construction, maintenance and cleansing of drains and drainage works and of public latrines, urinals and similar conveniences; (iii) Construction and maintenance of works meant for providing supply of water for public; and (iv) Construction or maintenance, extension, management for supply and distribution of electricity to the public or provision for similar facilities for public. [Para 36][376-B-D]**

**2. Sub-section (4) of Section 20A of the Act prohibits any permission including the one for carrying out any public work or project essential to the public or other constructions in any prohibited area referred to in sub-section (3) thereof on and after**

- A the date on which the Ancient Monuments and Archaeological Sites and Remains (Amendment and Validation) Bill, 2010 receives the assent of the President. The same was brought into the statute book by Act No. 10 of 2010. It is further to be noted that by the very same amendment, Section 20C of the said Act
- B has also been brought into the statute book. Sub-section (1) of Section 20C of the said Act provides that any person, who owns any building or structure, which existed in a prohibited area before 16th June, 1992, or, which had been subsequently constructed with the approval of the Director-General and desires to carry out any repair or renovation of such building or structure, may
- C make an application to the competent authority for carrying out such repair or renovation, as the case may be. Likewise, sub-section (2) of Section 20C of the said Act enables a person, who owns or possesses any building or structure or land in any regulated area, and desires to carry out any construction or re-
- D construction or repair or renovation of such building or structure on such land, as the case may be, to make an application to the competent authority for carrying out construction or re-
- E construction or repair or renovation, as the case may be. Section 20D of the said Act deals with grant of permission by competent authority within regulated area. Sub-section (1) of Section 20D of the said Act provides that an application for grant of permission under Section 20C of the said Act, shall be made to the competent authority. Sub-section (2) thereof requires the competent authority to forward the same to the authority to consider and intimate impact of such construction having regard to the heritage
- F bye-laws relating to the concerned protected monument or protected area. Under proviso to Sub-section (2) thereof, the Central Government is empowered to prescribe the category of applications in respect of which the permission will be granted under this sub-section and the applications which shall be referred to the authority for its recommendations. Under sub-section (3)
- G thereof, the authority is required to intimate, within two months from the date of receipt of application under sub-section (2) thereof, to the competent authority, the impact of such construction etc. Under sub-section (4) thereof, the competent authority is required to either grant permission or refuse the same as so recommended by the authority within one month of
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the receipt of intimation from the authority under sub-section (3) thereof. Under sub-section (5) thereof, a finality is given to the recommendations of the authority. [Para 37-39][376-D-H; 377-A-E] A

3. It is a settled principle of law that all the provisions in the statute have to be read harmoniously. It is presumed that each and every provision has been brought by the legislature into the statute book with some purpose. A particular provision cannot be read in isolation and has to be read in context to each other. An attempt has to be made to reconcile all the provisions of the statute together, unless it is impossible. At first blush, the arguments of the appellants on the basis of sub-section (4) of Section 20A of the said Act may appear to be attractive. But when sub-section (4) of Section 20A of the said Act is read in harmony with clause (dc) of Section 2 and the provisions of Sections 20C and 20D of the said Act, this Court finds that the submission that no construction at all can be made in the prohibited area or the regulated area, would be unsustainable. Firstly, clause (dc) of Section 2 of the said Act itself excludes four categories from the definition of “construction”. The legislative intent is thus clear that the four categories which are excluded from the definition of “construction” as defined in clause (dc) of Section 2 of the said Act would not be treated as a “construction”, wherever the said term is referred to in the statute. The legislative intent is clear that the re-construction, repair, renovation of the existing buildings has been excluded from the definition. Similarly, the construction, maintenance etc. of drains, drainage works, public latrines and urinals; the construction and maintenance of works meant for providing supply of water to public; and construction etc. for distribution of electricity, which could be construed to be essential services for catering to the needs of the public at large, have consciously been kept out of the definition of “construction”. It could be presumed that the legislature was aware that repairs and reconstruction of existing structures or buildings or construction of essential facilities like public latrines, urinals, water supply and electricity distribution for the pilgrims/residents are basic necessities and as such, should be permitted even in the prohibited area. If it is not so interpreted, then Section 20C B C D E F G H

A of the said Act would be rendered otiose and redundant. An  
interpretation which leads a particular provision to be otiose or  
redundant or meaningless, has to be avoided. [Paras 40-42][377-  
F-H; 378-A-D]

4. Section 20D of the Act deals with the entire procedure  
B regarding grant of permission by the competent authority within  
regulated area. Undisputedly, in the present case, the competent  
authority has complied with the procedure as required under  
Section 20D of the said Act and the authority, i.e., the NMA has  
granted its permission for the work, which is undertaken. It could  
C thus clearly be seen that the Director-General has observed that  
the amenities which fall within the prohibited area of the temple  
are required for the devotees, and therefore, it was agreed that  
this may be allowed. It was further observed that the ASI would  
work in coordination with the State Government on the design  
so that there is no visual impact on the main temple. The State  
D Government was also requested to keep the entire design simple  
in tandem with the spiritual nature of the entire temple complex.  
In the impugned order, even the Division Bench of the High Court  
has recorded the statement of the Advocate General to the effect  
that both ASI and the State Government would work together.  
E Insofar the reception area is concerned, the impugned order  
would also reveal that the learned Advocate General has clarified  
that it will now be moved out of the prohibited area and it will be  
constructed in the regulated area. [Paras 44, 46 and 47][378-G-  
H; 380-B-D]

5. It could thus clearly be seen that even the Director-  
F General of ASI has recognized the potential of Puri and  
Ekamrakshetra for being taken up as World Heritage sites. It  
was agreed that all the work in both the places would be designed  
and executed keeping in mind the possibility of developing them  
for being acknowledged as World Heritage Sites. The affidavit of  
G the Superintending Archaeologist, ASI would also reveal that there  
does not appear to be any serious objection with regard to  
construction of works such as toilets, drains and electrical works  
in the prohibited area. There also does not appear to be any  
serious objection with regard to undertaking construction in the  
regulated area. [Paras 49 and 50][380-H; 381-A-B]

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6. Taking into consideration all these aspects of the matter, it is amply clear that the construction activities which are being undertaken, are being undertaken in pursuance of the directions issued by a three Judge Bench of this Court in the case of *Mrinalini Padhi*. The construction is being carried out for the purpose of providing basic and essential amenities like toilets for men and women, cloak rooms, electricity rooms etc. These are the basic facilities which are necessary for the convenience of the devotees at large. As already discussed hereinabove, the legislative intent appears to be clear. The legislature has deliberately excluded four categories from the definition of “construction”. The purpose behind it appears to be that the repairs and renovation of the buildings, which are existing and the constructions which are necessary for providing basic facilities like drainage, toilets, water supply and distribution of electricity should be kept out of the rigour of requirement of statutory permissions. [Para 51][381-D-F]

7. If an individual person can construct a toilet in a prohibited area; can the State be denied to do so, when the State finds it necessary to do it in the larger public interest for providing basic facilities to the lakhs of devotees visiting the shrine? The answer is an emphatic ‘no’. [Para 52][381-G-H]

8. In the recent past, there is mushroom growth of public interest litigations. However, in many of such petitions, there is no public interest involved at all. The petitions are either publicity interest litigations or personal interest litigation. This Court highly deprecates practice of filing such frivolous petitions. They are nothing but abuse of process of law. They encroach upon a valuable judicial time which could be otherwise utilized for considering genuine issues. It is high time that such so-called public interest litigations are nipped in the bud so that the developmental activities in the larger public interest are not stalled. In the result, the appeals, having been found to be without any substance, are dismissed with costs, quantified at Rs.1,00,000/- each, payable by the appellants to the respondent No.1. [Paras 59 and 60][382-G-H; 383-A]

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- A *Mrinalini Padhi v. Union of India and others* (2019) 18  
SCC 1 : [2019] 16 SCR 811 – referred to.

**Case Law Reference**

[2019] 16 SCR 811                      referred to                      Para 15

- B CIVIL APPELLATE JURISDICTION: Civil Appeal No. 4515  
of 2022.

From the Judgment and Order dated 09.05.2022 of the High Court  
of Orissa at Cuttack in Writ Petition (Civil) No.6257 of 2022.

With

- C Civil Appeal No. 4516 of 2022.

- Ms. Priya Hingorani (AC) Ms. Mahalakshmi Pavani, Vinay  
Navare, Kapil Sibbal, Pinaki Mishra, A. D. N. Rao, Sr. Advs., Ashok  
Parija, Adv. General, Himanshu Yadav (AC), Anirudh Jamwal (AC),  
D Tomy Chacko, Ankolekar Gurudatta, Gautam Das, Sangram Pattnaik,  
Dhirendra Kumar Jha, Merusagar Samantaray, Joydip Roy, Rahul G.  
Tanwani, Parvartak Pathak, Tapas Parida, C. M. Gopal, Ms. Vandana  
Miglani Bebarti, Ms. Smita Samantaray, Dr. Akash Kaushik, Gaurav  
Khanna, Arnav Behera, Avnish Kumar Sharma, Dhananjaya Mishra,  
Pai Amit, Ms. Pankhuri Bhardwaj, Swetaretu Mishra, Sanjay K. Das,  
E V. K. Monga, Annam Venkatesh, D. Shiva Shankar, Advs. for the  
appearing parties.

The Judgment of the Court was delivered by

**B. R. GAVAI, J.**

- F 1. Both these petitions challenge the interlocutory order dated 9<sup>th</sup>  
May, 2022, passed by the Division Bench of the High Court of Orissa at  
Cuttack, in Writ Petition (Civil) No.6257 of 2022, wherein the Division  
Bench of the High Court has recorded certain submissions and statements  
made by the learned Advocate General appearing on behalf of the State  
of Odisha and directed the matter to be posted on 22<sup>nd</sup> June, 2022 along  
G with Writ Petition (Civil) No. 10153 of 2022. From the tenor of the  
arguments advanced by the learned counsel for the petitioners, it appears  
that they are basically aggrieved since the High Court has not granted  
an interim order restraining the respondents from proceeding further  
with the construction.

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2. The factual background leading to the filing of the present proceedings is thus: A

3. A Public Interest Litigation being Writ Petition (Civil) No.6257 of 2022 came to be filed before the High Court of Orissa by one Dillip Kumar Baral challenging the alleged unsanctioned and unauthorised construction activities undertaken by the respondent Nos. 1 and 2 within the prohibited area of the Shree Jagannath Temple complex in contravention of the provisions of The Ancient Monuments and Archaeological Sites and Remains Act, 1958 (hereinafter referred to as “the said Act”) B

4. It appears that initially the said writ petition was listed before the Division Bench of the High Court on 8<sup>th</sup> April, 2022, on which date, certain statements made by the learned Advocate General were taken on record. Subsequently, when the matter was listed on 21<sup>st</sup> April, 2022, certain further orders came to be passed. Subsequently, the order dated 9<sup>th</sup> May, 2022 has been passed by the High Court, which is impugned in the present Special Leave Petitions. C D

5. The petitioner-Ardhendu Kumar Das in Special Leave Petition (Civil) Diary No.16718 of 2022 is not the petitioner before the High Court. However, he claims to be an ardent devotee of Lord Jagannath and therefore, had filed an Intervention Application before the High Court, which is pending consideration. The petitioner has therefore filed an Interlocutory Application seeking permission to file the present Special Leave Petition challenging the order dated 9<sup>th</sup> May, 2022 of the Division Bench of the High Court. E

6. The petitioner-Sumanta Kumar Ghadei in Special Leave Petition (Civil) Diary No.17078 of 2022 is also not the petitioner before the High Court. The said petitioner had also filed an Intervention Application in the writ petition before the High Court, which is pending adjudication. The said petitioner claims to be a social activist and businessman, who is a devotee of Lord Jagannath and also claims to have done research and has keen interest in ancient monuments and sculptures of the State. F G

7. Taking into consideration the fact that larger issues involving public interest are involved, we allow the said applications for permission to file Special Leave Petitions. We also grant leave in both these Special Leave Petitions. H



A           8. An impleadment application has been filed by Raghunath Gochhikar and others, who claim to be Sevayats. The applicants support the stand of the State Government. We are inclined to allow their application and permit them to intervene. It is ordered accordingly.

B           9. We have heard Ms. Mahalakshmi Pavani, learned Senior Counsel appearing on behalf of the appellant-Ardhendu Kumar Das, Mr. Vinay Navare, learned Senior Counsel appearing on behalf of the appellant-Sumanta Kumar Ghadei, Mr. Ashok Parija, learned Advocate General for State of Odisha, Mr. Kapil Sibal and Mr. Pinaki Mishra, learned Senior Counsel appearing on behalf of the respondent-State, C           Mr. A.D.N. Rao, learned Senior Counsel appearing on behalf of the Archaeological Survey of India (“ASI” for short), Mr. Swetaretu Mishra, learned counsel appearing on behalf of the respondent Nos. 5 to 7-Shree Jagannath Temple Managing Committee and Mr. Pai Amit, learned counsel appearing on behalf of the applicants/interveners/impleaders.

D           10. Ms. Mahalakshmi Pavani, learned Senior Counsel submits that in view of sub-section (4) of Section 20A of the said Act, no permission can be granted for carrying out any public work or project essential to the public or other constructions in any prohibited area on and after the date on which the Ancient Monuments and Archaeological Sites and Remains (Amendment and Validation) Bill, 2010 receives the E           assent of the President. Ms. Pavani further submitted that the communication dated 5<sup>th</sup> February, 2022, addressed by the Conservation Assistant, ASI, to the Sr. Project Manager, OBCC, would show that the respondent Nos. 1 and 2 were carrying out unauthorised construction within the prohibited area of the Centrally Protected Monument of Shree F           Jagannath Temple. She further submits that the inspection report would reveal that there are serious irregularities in the work carried out by the respondents-State. She further submits that voluminous excavation is being done near the Temple, which would be hazardous to the Temple, which is an old structure.

G           11. Shri Vinay Navare, learned Senior Counsel submits that insofar as the so-called “No Objection Certificate” (“NOC” for short) issued by the National Monuments Authority (“NMA” for short) dated 4<sup>th</sup> September, 2021, is concerned, the said Authority has no authority in law to permit construction. Relying on the provisions of Section 20-I of H           the said Act, he submits that NMA is only a recommendatory authority

and has no authority in law to permit any construction either in the prohibited area or in the regulated area. He further submits that if any construction activity is to be undertaken in a prohibited area, the same has to be undertaken only by the ASI and by no other authority. A

12. Both the learned counsel therefore submit that it is necessary to injunct the respondents-State from carrying out any further construction activity during the pendency of the present appeals. B

13. Shri Ashok Parija, learned Advocate General, submits that under clause (da) of Section 2 of the said Act, the word “Authority” has been defined to mean the NMA constituted under Section 20F. He submits that clause (db) of Section 2 of the said Act defines “competent authority” to mean an officer not below the rank of Director of archaeology or Commissioner of archaeology of the Central or State Government or equivalent rank, specified, by notification in the Official Gazette, as the competent authority by the Central Government. He submits that the Government of India vide Notification dated 13<sup>th</sup> February, 2012, in exercise of the powers conferred by the proviso to clause (db) of Section 2 of the said Act has notified Director, Culture, Department of Tourism and Culture (Culture), Government of Odisha, Bhubaneshwar as the “competent authority” for the State of Odisha for the purpose of Sections 20C and 20D of the said Act. The learned Advocate General further submits that “grant of permission by competent authority” is regulated by Section 20D of the said Act. He further submits that in view of the provisions of Section 20D of the said Act, the competent authority for the State of Odisha had made an application for grant of NOC to NMA. NMA vide order dated 4<sup>th</sup> September, 2021 granted its NOC for carrying out various works within the prohibited area and the regulated area. C  
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14. The learned Advocate General further submitted that clause (dc) of Section 2 of the said Act defines “construction”. He submits that the definition specifically excludes any re-construction, repair and renovation of an existing structure or building, or, construction, maintenance and cleansing of drains and drainage works and of public latrines, urinals and similar conveniences, or, the construction and maintenance of works meant for providing supply of water for public, or, the construction or maintenance, extension, management for supply and distribution of electricity to the public or provision for similar facilities for public. G  
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A 15. The learned Advocate General further submitted that the three-  
Judge Bench of this Court in the case of *Mrinalini Padhi vs. Union of*  
*India and others*<sup>1</sup> has itself found that it was necessary to construct  
separate toilets for male and female. He further submitted that this Court  
in the said case itself has directed ASI to cooperate and to permit the  
B activities of improvement which are necessary for providing facilities to  
the public at large.

16. Mr. Pinaki Mishra, learned Senior Counsel, submits that taking  
into consideration the fact that there was serious inconvenience to the  
devotees who throng in lakhs during the Rath Yatra period, it was found  
C necessary that the area within the radius of 75 meters surrounding the  
Temple be cleared for passage to the devotees. He submitted that on an  
average, about 60,000 devotees visit the Temple every day. There are  
no proper queues for the devotees to maintain discipline and enter the  
Temple. He submits that the basic facilities like toilets for women and  
men were lacking. As such, taking into consideration the larger public  
D interest, the Government had acquired the buildings in the vicinity which  
were constructed as lodges decades ago, by spending an amount of  
Rs.700 crores. He submitted that the entire area surrounding the Temple  
was acquired through negotiations without resorting to the provisions of  
the Land Acquisition Act. He submits that these buildings were owned  
E by Sevayats, who are also not opposing the developmental work  
surrounding the Temple and, on the contrary, support the same.

17. Mr. Pai Amit, learned counsel appearing on behalf of the  
applicants/interveners/impleaders and Mr. Swetaretu Mishra, learned  
counsel appearing on behalf of Shree Jagannath Temple Managing  
F Committee also support the submissions made by the learned Advocate  
General.

18. Mr. A.D.N. Rao, learned Senior Counsel appearing for ASI  
submits that the stand of the ASI is reflected in the affidavit filed before  
the High Court of Orissa and states that the ASI has no objection to the  
G construction being carried out strictly in conformity with the provisions  
of law.

19. Though the present appeals challenge the interlocutory order  
passed by the Division Bench of the High Court, since lengthy arguments

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H <sup>1</sup>(2019) 18 SCC 1

have been advanced on behalf of both the parties, we find it appropriate A  
to consider the submissions on merits, as advanced.

20. Before we consider the challenge with regard to violation of B  
the statutory provisions, it will be apposite to refer to an earlier decision  
of this Court, which will have a bearing on the decision in the present  
matter.

21. A three-Judge Bench of this Court in the case of *Mrinalini*  
*Padhi* (supra), had an occasion to consider the situation prevailing in the  
vicinity of Shree Jagannath Temple. This Court in the said case had  
initially passed an order on 8<sup>th</sup> June, 2018, directing the District Judge,  
Puri to submit a report. This Court thereafter vide order dated 9<sup>th</sup> January, C  
2019, appointed Shri Ranjit Kumar, learned Senior Counsel as Amicus  
Curiae and Ms. Priya Hingorani, learned Senior Counsel was requested  
to assist him in the matter. Shri Ranjit Kumar, learned Amicus Curiae  
has submitted interim reports from time to time on the basis of which  
certain orders came to be passed. Finally, vide the order dated 4<sup>th</sup> D  
November, 2019, this Court issued various directions. While issuing the  
directions, this court had also taken on record the views of various  
stakeholders.

22. This Court in paragraph 17 of the judgment in the case of  
*Mrinalini Padhi* (supra) had found that redevelopment plan around the E  
Temple is mainly to decongest the area for the benefit of pilgrims and to  
make the city of Puri a world heritage city. This Court also recorded that  
nobody was opposing the reforms for the betterment of the place. This  
Court also noticed in paragraph 18 that during the annual Rath Yatra,  
lakhs of people visit the Temple town and the congregation is  
unmanageable. F

23. This Court took on record the observations of Shri Ranjit Kumar,  
learned Amicus Curiae as well as Ms. Priya Hingorani, learned Senior  
Counsel, who had personally visited the Temple premises. A perusal of  
the order would reveal that this Court had also requested Shri Tushar  
Mehta, learned Solicitor General of India to personally visit the Temple G  
premises. From their observations, it was found that the Temples inside  
the Mathas, their Gaadis, Samadhis and other artefacts have been  
preserved.

24. In paragraph 40, this Court issued various directions. In  
paragraph 40.15, this Court directed that there was necessity to have a H

A proper darshan by people at large. It was also directed that it was necessary to avoid commotion and chaos as large number of pilgrims visit the Temple every day. This Court therefore directed the Temple Administration and the Chief Administrator including the State Government to prepare a roadmap with the help of experts for having proper darshan by the devotees/pilgrims. In paragraph 40.16, this Court further directed the Temple administration and also the Temple police to ensure that there would be a dedicated section of personnel to tighten security inside the Temple and ensure that no such incident takes place in the Temples and no misbehaviour is meted out to women.

C 25. It will also be relevant to reproduce the directions in paragraph 40.19 and 40.20, which read thus:

D “40.19. The learned Amicus Curiae has also pointed out that there is a necessity for separate toilets for male and female. We direct that let the toilets be provided with modern amenities and should be kept absolutely clean. The number of toilets shall be adequate having regard to the average footfall in the temple, which is large in number.

40.20. There is a necessity pointed out about the cloak rooms. Let steps be taken by the Temple administration in this regard.”

E 26. It could thus be seen that the three-Judge Bench of this Court has emphasized on the necessity to have separate toilets for male and female. This Court further directed that the toilets be provided with modern amenities and should be kept absolutely clean. This Court also directed that the number of toilets shall be adequate having regard to the average footfall in the Temple. This Court further emphasized the necessity to have cloak rooms and directed the Temple administration to take steps in that regard.

G 27. This Court further directed the ASI to cooperate and to permit the activities of improvement which are not prima facie objectionable and are necessary for public hygiene, sanitation and public health. This Court only put a rider that the form of the new structure is maintained in the same manner as the ancient one.

H 28. It would thus clearly reveal that the nature of construction which is undertaken by the respondents-State and the Temple administration is in tune with the directions issued by this Court.

29. In this background, we will proceed to consider the submissions A  
 with regard to the violation of the provisions of the said Act.

30. Clauses (da), (db) and (dc) of Section 2 of the said Act define  
 “Authority”, “competent authority” and “construction” respectively, which  
 are as under:

“2. **Definitions.**— In this Act, unless the context otherwise B  
 requires,—

(a) .....

(da) “Authority” means the National Monuments Authority  
 constituted under Section 20-F; C

(db) “competent authority” means an officer not below the rank  
 of Director of Archaeology or Commissioner of  
 Archaeology of the Central or State Government or  
 equivalent rank, specified, by notification in the Official  
 Gazette, as the competent authority by the Central D  
 Government to perform functions under this Act:

Provided that the Central Government may, by notification  
 in the Official Gazette, specify different competent  
 authorities for the purpose of Sections 20-C, 20-D and 20-  
 E; E

(dc) “construction” means any erection of a structure or a building,  
 including any addition or extension thereto either vertically  
 or horizontally, but does not include any re-construction,  
 repair and renovation of an existing structure or building,  
 or, construction, maintenance and cleansing of drains and  
 drainage works and of public latrines, urinals and similar F  
 conveniences, or, the construction and maintenance of works  
 meant for providing supply of water for public, or, the  
 construction or maintenance, extension, management for  
 supply and distribution of electricity to the public or provision  
 for similar facilities for public;” G

31. Section 20A of the said Act reads thus:

“PROHIBITED AND REGULATED AREAS

20A. Declaration of prohibited area and carrying out public  
 work or other works in prohibited area.— Every area, beginning H

A at the limit of the protected area or the protected monument, as the case may be, and extending to a distance of one hundred metres in all directions shall be the prohibited area in respect of such protected area or protected monument:

B Provided that the Central Government may, on the recommendation of the Authority, by notification in the Official Gazette, specify an area more than one hundred metres to be prohibited area having regard to the classification of any protected monument or protected area, as the case may be, under Section 4-A.

C (2) Save as otherwise provided in Section 20-C, no person, other than an archaeological officer, shall carry out any construction in any prohibited area.

(3) In a case where the Central Government or the Director-General, as the case may be, is satisfied that—

D (a) it is necessary or expedient for carrying out such public work or any project essential to the public; or

(b) such other work or project, in its opinion, shall not have any substantial adverse impact on the preservation, safety, security of, or, access to, the monument or its immediate surrounding.

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F It or he may, notwithstanding anything contained in subsection (2), in exceptional cases and having regard to the public interest, by order and for reasons to be recorded in writing, permit, such public work or project essential to the public or other constructions, to be carried out in a prohibited area:

G Provided that any area near any protected monument or its adjoining area declared, during the period beginning on or after the 16th day of June, 1992 but ending before the date on which the Ancient Monuments and Archaeological Sites and Remains (Amendment and Validation) Bill, 2010, receives the assent of the President, as a prohibited area in respect of such protected monument, shall be deemed to be the prohibited area declared in respect of that protected monument in accordance with the provisions of this Act and any permission or licence granted by

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the Central Government or the Director-General, as the case may be, for the construction within the prohibited area on the basis of the recommendation of the Expert Advisory Committee, shall be deemed to have been validly granted in accordance with the provisions of this Act, as if this section had been in force at all material times:

Provided further that nothing contained in the first proviso shall apply to any permission granted, subsequent to the completion of construction or re-construction of any building or structure in any prohibited area in pursuance of the notification of the Government of India in the Department of Culture (Archaeological Survey of India) Number S.O. 1764, dated the 16th June, 1992 issued under Rule 34 of the Ancient Monuments and Archaeological Sites and Remains Rules, 1959, or, without having obtained the recommendations of the Committee constituted in pursuance of the order of the Government of India Number 24/22/2006-M, dated the 20th July, 2006 (subsequently referred to as the Expert Advisory Committee in orders dated the 27th August, 2008 and the 5th May, 2009).]

(4) No permission, referred to in sub-section (3), including carrying out any public work or project essential to the public or other constructions, shall be granted in any prohibited area on and after the date on which the Ancient Monuments and Archaeological Sites and Remains (Amendment and Validation) Bill, 2010 receives the assent of the President.”

32. Sections 20C and 20D of the said Act read thus:

**20C. Application for repair or renovation in prohibited area, or construction or re-construction or repair or renovation in regulated area.**—(1) Any person, who owns any building or structure, which existed in a prohibited area before the 16th day of June, 1992, or, which had been subsequently constructed with the approval of the Director-General and desires to carry out any repair or renovation of such building or structure, may make an application to the competent authority for carrying out such repair or renovation, as the case may be.



- A (2) Any person, who owns or possesses any building or structure or land in any regulated area, and desires to carry out any construction or re-construction or repair or renovation of such building or structure on such land, as the case may be, may make an application to the competent authority for carrying out construction or re-construction or repair or renovation, as the case may be.
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**GRANT OF PERMISSION BY COMPETENT  
AUTHORITY**

- C **20D. Grant of permission by competent authority within regulated area.**—(1) Every application for grant of permission under Section 20-C of this Act shall be made to the competent authority in such manner as may be prescribed.

- D (2) The competent authority shall, within fifteen days of the receipt of the application, forward the same to the Authority to consider and intimate impact of such construction (including the impact of large-scale development project, public project and project essential to the public) having regard to the heritage bye-laws relating to the concerned protected monument or protected area, as the case may be:

- E Provided that the Central Government may prescribe the category of applications in respect of which the permission may be granted under this sub-section and the application which shall be referred to the Authority for its recommendations.

- F (3) The Authority shall, within two months from the date of receipt of application under sub-section (2), intimate to the competent authority impact of such construction (including the impact of large-scale development project, public project and project essential to the public).

- G (4) The competent authority shall, within one month of the receipt of intimation from the Authority under sub-section (3), either grant permission or refuse the same as so recommended by the Authority.

- (5) The recommendations of the Authority shall be final.

- H (6) In case the competent authority refuses to grant permission under this section, it shall, by order in writing, after

giving an opportunity to the concerned person, intimate such refusal within three months from the date of receipt of the application to the applicant, the Central Government and the Authority. A

(7) If the competent authority, after grant of the permission under sub-section (4) and during the carrying out of the repair or renovation work or re-construction of building or construction referred to in that sub-section, is of the opinion (on the basis of material in his possession or otherwise) that such repair or renovation work or re-construction of building or construction is likely to have an adverse impact on the preservation, safety, security or access to the monument considerably, it may refer the same to the Authority for its recommendations and if so recommended, withdraw the permission granted under sub-section (4) if so required: B C

Provided that the competent authority may, in exceptional cases, with the approval of the Authority grant permission to the applicant referred to in sub-section (2) of Section 20-C until the heritage by-laws have been prepared under sub-section (1) of Section 20-E and published under sub-section (7) of that section. D

(8) The Central Government, or the Director-General, as the case may be, shall exhibit, on their website, all the permissions granted or refused under this Act.” E

33. It could thus be seen that the “authority” has been defined under Section 2(da) of the said Act to be a “National Monuments Authority” constituted under Section 20F of the said Act. F

34. As per Section 2(db) of the said Act, the “competent authority” means an officer not below the rank of Director of archaeology or Commissioner of archaeology of the Central or State Government or equivalent rank, specified, by notification in the Official Gazette, as the competent authority by the Central Government to perform functions under the said Act. G

35. Undisputedly, the Director, Culture, Department of Tourism and Culture (Culture), Government of Orissa, vide notification issued by the Government of India dated 13<sup>th</sup> February 2012, has been notified to H

- A be “competent authority” for the State of Orissa for the purposes of Sections 20C and 20D of the said Act.

36. Clause (dc) of Section 2 of the said Act would be the most important one. The definition of “construction” specifically excludes the following:

- B (i) Re-construction, repair and renovation of an existing structure or building;
- (ii) Construction, maintenance and cleansing of drains and drainage works and of public latrines, urinals and similar conveniences;
- C (iii) Construction and maintenance of works meant for providing supply of water for public; and
- (iv) Construction or maintenance, extension, management for supply and distribution of electricity to the public or provision for similar facilities for public.
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37. No doubt that the learned counsel for the appellant is right in relying on sub-section (4) of Section 20A of the said Act which prohibits any permission including the one for carrying out any public work or project essential to the public or other constructions in any prohibited area referred to in sub-section (3) thereof on and after the date on which the Ancient Monuments and Archaeological Sites and Remains (Amendment and Validation) Bill, 2010 receives the assent of the President. The same was brought into the statute book by Act No. 10 of 2010.
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- F 38. It is further to be noted that by the very same amendment, Section 20C of the said Act has also been brought into the statute book. Sub-section (1) of Section 20C of the said Act provides that any person, who owns any building or structure, which existed in a prohibited area before 16<sup>th</sup> June, 1992, or, which had been subsequently constructed with the approval of the Director-General and desires to carry out any repair or renovation of such building or structure, may make an application to the competent authority for carrying out such repair or renovation, as the case may be. Likewise, sub-section (2) of Section 20C of the said Act enables a person, who owns or possesses any building or structure or land in any regulated area, and desires to carry out any construction
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or re-construction or repair or renovation of such building or structure A  
 on such land, as the case may be, to make an application to the competent  
 authority for carrying out construction or re-construction or repair or  
 renovation, as the case may be.

39. Section 20D of the said Act deals with grant of permission by  
 competent authority within regulated area. Sub-section (1) of Section B  
 20D of the said Act provides that an application for grant of permission  
 under Section 20C of the said Act, shall be made to the competent  
 authority. Sub-section (2) thereof requires the competent authority to  
 forward the same to the authority to consider and intimate impact of C  
 such construction having regard to the heritage bye-laws relating to the  
 concerned protected monument or protected area. Under proviso to sub-  
 section (2) thereof, the Central Government is empowered to prescribe  
 the category of applications in respect of which the permission will be  
 granted under this sub-section and the applications which shall be referred  
 to the authority for its recommendations. Under sub-section (3) thereof, D  
 the authority is required to intimate, within two months from the date of  
 receipt of application under sub-section (2) thereof, to the competent  
 authority, the impact of such construction etc. Under sub-section (4)  
 thereof, the competent authority is required to either grant permission or  
 refuse the same as so recommended by the authority within one month  
 of the receipt of intimation from the authority under sub-section (3) E  
 thereof. Under sub-section (5) thereof, a finality is given to the  
 recommendations of the authority.

40. It is a settled principle of law that all the provisions in the  
 statute have to be read harmoniously. It is presumed that each and every  
 provision has been brought by the legislature into the statute book with F  
 some purpose. A particular provision cannot be read in isolation and has  
 to be read in context to each other. An attempt has to be made to reconcile  
 all the provisions of the statute together, unless it is impossible.

41. At first blush, the arguments of the appellants on the basis of  
 sub-section (4) of Section 20A of the said Act may appear to be attractive. G  
 But when sub-section (4) of Section 20A of the said Act is read in harmony  
 with clause (dc) of Section 2 and the provisions of Sections 20C and  
 20D of the said Act, we find that the submission that no construction at  
 all can be made in the prohibited area or the regulated area, would be  
 unsustainable.

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A 42. Firstly, it is to be noted that clause (dc) of Section 2 of the said  
Act itself excludes four categories as mentioned hereinabove from the  
definition of “construction”. The legislative intent is thus clear that the  
four categories which are excluded from the definition of “construction”  
as defined in clause (dc) of Section 2 of the said Act would not be  
B treated as a “construction”, wherever the said term is referred to in the  
statute. The legislative intent is clear that the re-construction, repair,  
renovation of the existing buildings has been excluded from the definition.  
Similarly, the construction, maintenance etc. of drains, drainage works,  
public latrines and urinals; the construction and maintenance of works  
meant for providing supply of water to public; and construction etc. for  
C distribution of electricity, which could be construed to be essential services  
for catering to the needs of the public at large, have consciously been  
kept out of the definition of “construction”. It could be presumed that  
the legislature was aware that repairs and reconstruction of existing  
structures or buildings or construction of essential facilities like public  
latrines, urinals, water supply and electricity distribution for the pilgrims/  
D residents are basic necessities and as such, should be permitted even in  
the prohibited area. If it is not so interpreted, then Section 20C of the  
said Act would be rendered otiose and redundant. It need not be  
emphasized that an interpretation which leads a particular provision to  
be otiose or redundant or meaningless, has to be avoided.

E 43. It could further be seen that the said position is also clarified in  
the affidavit filed by the Superintending Archaeologist, ASI before the  
High Court, which reads thus:

F “E. While the works, such as toilets, drains, electrical works, etc.,  
do not fall within the definition of “construction”, and therefore  
can be carried out even in the prohibited area. Some other works,  
such as the reception center, fall squarely with the definition of  
“construction”, and being in the prohibited area, is not permitted.”

G 44. Section 20D of the said Act deals with the entire procedure  
regarding grant of permission by the competent authority within regulated  
area. Undisputedly, in the present case, the competent authority has  
complied with the procedure as required under Section 20D of the said  
Act and the authority, i.e., the NMA has granted its permission for the  
work, which is undertaken. It will be appropriate to refer to the relevant  
part of the order dated 4<sup>th</sup> September 2021, passed by the NMA, which  
H reads thus:

“2. After examination of the case, it is stated that the Authority has ‘No Objection’ under assurance of strict compliance of AMASR, Act, 1958. Section 2 (de), to the execution of the following works in the prohibited area namely Cloak Room, Mini Cloak Room, Shelter pavilion. Female Toilet, Male Toilet, Sevayat Toilet, Electrical Room, and Pavement area, including a place to stand in queue for toilets and reaching sanctum sanctorum that are permitted under the exception clause to the definition of ‘Construction’ as given in the above mentioned section. In respect of the other proposed construction works in the prohibited-area-namely Reception Centre, Information cum Donation Kiosk, First Aid Centre, Police Service Centre and ATM. Kiosk, it is requested that details with regard to the facilities for the public which are sought to be provided through these structures to justify their location in the prohibited area or may be re-located in the Regulated area. Further, it may clearly be established with relevant details that the scale of repair/renovation proposed to be carried out in Bada Chhata Matha and Chhauni Matha does not tantamount to addition/alteration or reconstruction.”

45. Insofar as the objections in the report of the ASI is concerned, it will be relevant to refer to the note signed by the Director General of ASI dated 21<sup>st</sup> February 2022, which reads thus:

“1. Shree Jagannath Temple, Puri

I visited the Shree Kshetra Shree Jagannath Temple, a centrally protected monument and the proposed area of work. The concept plan of the State Government aims to provide amenities and beautify the entire environs of the temple. The proposed amenities fall within the prohibited area of the temple. Since these amenities are required for the devotees, it was agreed that this may be allowed. ASI would work in coordination with the State Government on the design so that there is no visual impact on the main temple. State Government was also requested to keep the entire design simple in tandem with the spiritual nature of the entire temple complex.

One point of discussion was the proposed Reception centre which is at a distance of 75 metres from the temple (part falls under the prohibited area). This building is proposed to be used to

A hold devotees before they proceed to the main complex. Given that this would be very essential, it was decided that the State Government would consider options to slightly move the building beyond 100 metres; this would also be good in the interest of security of the temple.”

B 46. It could thus clearly be seen that the Director-General has observed that the amenities which fall within the prohibited area of the temple are required for the devotees, and therefore, it was agreed that this may be allowed. It was further observed that the ASI would work in coordination with the State Government on the design so that there is no visual impact on the main temple. The State Government was also requested to keep the entire design simple in tandem with the spiritual nature of the entire temple complex.

C 47. In the impugned order, even the Division Bench of the High Court has recorded the statement of the learned Advocate General to the effect that both ASI and the State Government would work together. D Insofar the reception area is concerned, the impugned order would also reveal that the learned Advocate General has clarified that it will now be moved out of the prohibited area and it will be constructed in the regulated area.

E 48. It will further be relevant to refer to the following extract of the note of the Director-General of ASI, which reads thus:

F “The potential of both Puri and Ekamrakshetra to be taken up for World/ Heritage was also discussed. A brief overview of the World Heritage guidelines especially relating to management of buffer zone and the Outstanding Universal value of both temples was shared with them. It was agreed that all work in both places would be designed and executed, keeping in mind the possibility of becoming World Heritage Sites, going forward. The State Government was also requested to remove all encroachments from VaitalDeul and Paramaguru temple which is one of the oldest temple of Kalingan Architecture. The issue of shifting of the kitchen of Anantabasudev temple to another. suitable location was also discussed.”

G 49. It could thus clearly be seen that even the Director-General of ASI has recognized the potential of Puri and Ekamrakshetra for being taken up as World Heritage sites. It was agreed that all the work H

in both the places would be designed and executed keeping in mind the possibility of developing them for being acknowledged as World Heritage Sites. A

50. The affidavit of the Superintending Archaeologist, ASI to which we have already referred to hereinabove, would also reveal that there does not appear to be any serious objection with regard to construction of works such as toilets, drains and electrical works in the prohibited area. There also does not appear to be any serious objection with regard to undertaking construction in the regulated area. The insistence is that the construction has to be carried out after necessary permissions are obtained from the NMA under the provisions of the said Act. Another concern appears to be that the entire design or the facilities should be simple, in tandem with the spiritual nature, design and aesthetic of the entire temple complex. B C

51. Taking into consideration all these aspects of the matter, it is amply clear that the construction activities which are being undertaken, are being undertaken in pursuance of the directions issued by a three-Judge Bench of this Court in the case of *Mrinalini Padhi* (supra). The construction is being carried out for the purpose of providing basic and essential amenities like toilets for men and women, cloak rooms, electricity rooms etc. These are the basic facilities which are necessary for the convenience of the devotees at large. As already discussed hereinabove, the legislative intent appears to be clear. The legislature has deliberately excluded four categories from the definition of “construction”. The purpose behind it appears to be that the repairs and renovation of the buildings, which are existing and the constructions which are necessary for providing basic facilities like drainage, toilets, water supply and distribution of electricity should be kept out of the rigour of requirement of statutory permissions. D E F

52. An argument was sought to be advanced by Shri Navare that the said provision is only to enable a person who resides in the prohibited area to get his existing structure re-constructed, repaired and renovated and the said provision cannot come to the aid of the State to create facilities for the public. Such an argument is taken note of only to be rejected. If an individual person can construct a toilet in a prohibited area; can the State be denied to do so, when the State finds it necessary to do it in the larger public interest for providing basic facilities to the lakhs of devotees visiting the shrine? The answer is an emphatic ‘no’. G H



A        53. A hue and cry was made that the construction carried out is contrary to the Inspection Report carried out by the ASI. However, the note of the Director General of ASI dated 21<sup>st</sup> February, 2022 as well as the affidavit filed by the ASI before the High Court would falsify this position.

B        54. It would further be relevant to note that the High Court itself has recorded the statement of the learned Advocate General for State of Odisha that both the ASI and the State Government would work together to ensure that no archaeological remains are missed out or damaged.

C        55. It could thus be seen that even if the appellants had any genuine concern, the same is already taken care of in the impugned order.

D        56. In spite of that, the matter was mentioned for obtaining urgent orders before the Vacation Bench on Monday, i.e., 30<sup>th</sup> May, 2022. Since the matter was not listed on Tuesday, i.e., 31<sup>st</sup> May, 2022, it was again mentioned on the said date. Again, a hue and cry was made as if heavens are going to fall if the petitions were not listed. As such, the petitions were listed on Thursday, i.e., 2<sup>nd</sup> June, 2022. We have heard the learned counsel for the parties at length.

E        57. We have no hesitation in holding that the activities undertaken by the State are completely in tune with the directions issued by the three-Judge Bench of this Court in the case of *Mrinalini Padhi* (supra). They are necessary in the larger public interest and there is no prohibition in the statute for doing so, as sought to be argued by the appellants.

F        58. We, therefore, find no merit in the contentions raised on behalf of the appellants. We are of the considered view that the public interest litigation filed before the High Court rather than being in public interest, is detrimental to the public interest at large.

G        59. In the recent past, it is noticed that there is mushroom growth of public interest litigations. However, in many of such petitions, there is no public interest involved at all. The petitions are either publicity interest litigations or personal interest litigation. We highly deprecate practice of filing such frivolous petitions. They are nothing but abuse of process of law. They encroach upon a valuable judicial time which could be otherwise utilized for considering genuine issues. It is high time that such so-called public interest litigations are nipped in the bud so that the developmental activities in the larger public interest are not stalled.

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60. In the result, the appeals, having been found to be without any A  
substance, are dismissed with costs, quantified at Rs.1,00,000/- (Rupees  
one lakh) each, payable by the appellants to the respondent No.1 within  
four weeks from the date of this judgment.

61. Pending application(s), if any, shall stand disposed of in the B  
above terms.

Devika Gujral  
(Assisted by : Deepak Panwar, LCRA)

Appeals dismissed.