



## **OPERATIONAL GUIDELINES**

**For**

**HRIDAY:**

**Heritage City Development & Augmentation  
Yojana**

**Ministry of Urban Development  
Government of India**

**JANUARY 2015**

**HRIDAY**  
**(HERITAGE CITY DEVELOPMENT AND AUGMENTATION YOJANA)**  
**Guidelines**

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**1. NEED FOR THE SCHEME:**

India is endowed with rich and diverse natural, historic and cultural resources. However, it is yet to explore the full potential of such resources to its full advantages. Past efforts of conserving historic and cultural resources in Indian cities and towns have often been carried out in isolation from the needs and aspirations of the local communities as well as the main urban development issues, such as local economy, urban planning, livelihoods, service delivery, and infrastructure provision in the areas. The heritage development of a city is not about development and conservation of few monuments, but development of entire city, its planning, its basic services, quality of life to its communities, its economy and livelihoods, cleanliness, security, reinvigoration of its' soul and explicit manifestation of its character.

Since 2006, MOUD has initiated various capacity building initiatives with a focus on development of Indian Heritage cities. Conservation of urban heritage has been often carried out without linkages with the city urban planning processes/tools and local economy and service delivery aspects. Heritage areas are neglected, overcrowded with inadequate basic services and infrastructure, such as water supply, sanitation, roads, etc. Basic amenities like toilets, signage, street lights are missing. Multiple institutions and unclear regulatory framework for financing and managing urban heritage assets and landscapes, as well as weak capacity of ULBs have created major challenges for managing these heritage cities.

In order to make these cities vibrant, competitive and to address some of the stated challenges, a planned approach is necessary for tapping the unlimited potential underlying in tourism and heritage sector unleashing the power of skilful artisans and traditional economy. This will also enable smooth dovetailing of modern concepts of local economic development through locally available knowledge, resources and skills.

The HRIDAY Scheme offers tremendous opportunity towards an integrated, inclusive and sustainable development of some heritage in India. HRIDAY offers a paradigm shift in India's

approach to city development, bringing together urban planning/economic growth and heritage conservation in an inclusive and integrated manner with focus on livelihoods, skills, cleanliness, security, accessibility and service delivery.

The scheme will support civic infrastructure development projects linking heritage facilities with trunk infrastructure of the city. The broad approach for implementation will be program based rather than project based and accordingly the scheme will not bind itself or create conditionality on proposed activities but should be based on the need and demand from the city.

## **2. SCHEME STATEMENT:**

**Preserve and revitalise soul of the heritage city to reflect the city's unique character by encouraging aesthetically appealing, accessible, informative & secured environment. To undertake strategic and planned development of heritage cities aiming at improvement in overall quality of life with specific focus on sanitation, security, tourism, heritage revitalization and livelihoods retaining the city's cultural identity.**

## **3. SCHEME STRATEGY :**

- It is a central sector scheme with 100 percent funding coming from Central Government.
- Cities will be required to prepare City HRIDAY Plan (CHP) for the city and develop DPRs for identified projects for availing assistance under the scheme.
- The CHPs will be prepared by the HRIDAY City Anchors assigned for each city and DPRs shall be developed by agencies selected by the Cities from the empanelled list prepared by the Centre.
- The project work will be executed by PWDs/SPVs/CPSUs/State Para-statals/ Contractors of repute.
- The project duration is for 27 months starting January 2015 and ending 31<sup>st</sup> March, 2017.

- NIUA is designated as HRIDAY Project Management Unit for the Scheme and will function as a secretariat for the National Mission Directorate.

#### **4. SCHEME OBJECTIVES:**

The main objective of HRIDAY is to preserve the character and soul of the heritage city and facilitate inclusive heritage linked urban development by exploring various avenues including involving private sector. Specific objectives are:

- (a) Planning, development and implementation of heritage sensitive infrastructure
- (b) Service delivery and infrastructure provisioning in historic city core areas.
- (c) Preserve and revitalize heritage wherein tourists can connect directly with city's unique character.
- (d) Develop and document a heritage asset inventory of cities - natural, cultural, living and built heritage as a basis for urban planning, growth and service provision & delivery.
- (e) Implementation and enhancement of basic services delivery with focus on sanitation services like public conveniences, toilets, water taps, street lights with use of latest technologies in improving tourist facilities/amenities
- (f) Local capacity enhancement for inclusive heritage-based industry
- (g) Create effective linkages between tourism and cultural facilities
- (h) Urban heritage adaptive rehabilitation and maintenance, including appropriate technologies for historic buildings retrofitting
- (i) Establish and manage effective public private partnership for adaptive urban rehabilitation.
- (j) Development and promotion of core tangible economic activities to enhance avenues of livelihoods amongst stakeholders. This would also include necessary skill development amongst them including making public spaces accessible and developing cultural spaces

- (k) Making cities informative and communicative with use of modern ICT tools and making cities secure with modern surveillance and security apparatus
- (l) Increase accessibility i.e. physical access (roads as well as universal design) and intellectual access (i.e. digital heritage and GIS mapping of historical locations/ tourist maps and routes).

## **5. DURATION OF THE SCHEME:**

HRIDAY strategizes its efforts like planning, development, implementation and management for ensuring the sustainable growth of selected heritage cities in partnership with State Governments. The duration of HRIDAY scheme would be for 27 months starting January 2015.

## **6. COVERAGE OF SCHEME:**

Scheme HRIDAY will focus on development of twelve heritage cities namely;

1. Ajmer
2. Amravati
3. Amritsar
4. Badami
5. Dwarka
6. Gaya
7. Kanchipuram
8. Mathura
9. Puri
10. Varanasi
11. Velankanni
12. Warangal

Additional cities may be explored after consultations.

## **7. INDICATIVE COMPONENTS:**

The scheme broadly focuses on four theme areas i.e. ***Physical Infrastructure, Institutional Infrastructure, and Economic Infrastructure & Social Infrastructure*** for reviving and revitalizing the soul of Heritage City. The projects can be funded directly or through support from other stakeholders including private sector, however broad indicative list of components under HRIDAY is mentioned below, which can further be refined based on the need of the city under broad theme areas.

### **1. Preparation of City HRIDAY Plan**

- Existing Situation Assessment & Infrastructure Gap Analysis
- Delineation of Heritage Zone around notified and recognized heritage/ cultural/ tourism sites
- Preparation of Civic Infrastructure Development Plan for Heritage Zone
- City Specific Toolkits preparation along with Evaluation checklists (for DPR preparation and project implementation)
- Creation of Prioritized Shelf of projects

### **2. Heritage Revitalization linked to Service Provision**

- Revitalization of civic infrastructure around heritage / cultural / tourist areas, ghat areas, temple/mosque/basilica areas, kunds and façade improvement of surrounding areas for safety/stability etc.
- Provision of basic services such as improved sanitation, drinking water facilities, parking, solid waste management, traffic management and pedestrianisation of heritage / cultural / tourist areas
- Development of Heritage walks, religious trails, street furniture including shifting of hanging wires, poles and transformers.
- Development of cultural events, fair and festival grounds and associated infrastructure.
- Development of City museum, interpretation centers and cultural spaces.
- Improvement of roads/ pathways, public transportation and parking in heritage areas including provisions for last mile connectivity.

### **3. City Information/ Knowledge Management and Skill Development**

- Local capacity strengthening for heritage management linked to city planning and overall growth.
- Development of Websites, IEC and Outreach Material such as City maps and brochures, Digital Display /Information Board,
- Direction pillars, signage and digital information Kiosks.
- Skill development of tour operators and guides, local artisans and women entrepreneurs
- Support marketing, promotion and development of local heritage industry including women managed cottage industries, marketing centers, heritage sensitive urban design toolkits.
- City IT infrastructure such as Wi-Fi-Access Zones, heritage linked mobile applications, software, web based interface for heritage management and promotion

### **8. MEMORANDUM OF AGREEMENTS**

#### **(i) Tripartite Agreement**

To facilitate effective implementation of the project a tripartite agreement with respective ULBs, States and MoUD will be signed. The agreement will prescribe the broad contours of the project and obligation on the part of each party i.e. Centre, States and ULBs.

#### **(ii) Bi- Party Agreement**

For utilizing the services of executing agencies, the City Mission Directorate will enter into an agreement with respective executing agencies. The agreement will prescribe the terms and conditions under which the services will be provided, the type of services, terms of payment etc.

### **9. INSTITUTIONAL ARRANGEMENTS:**

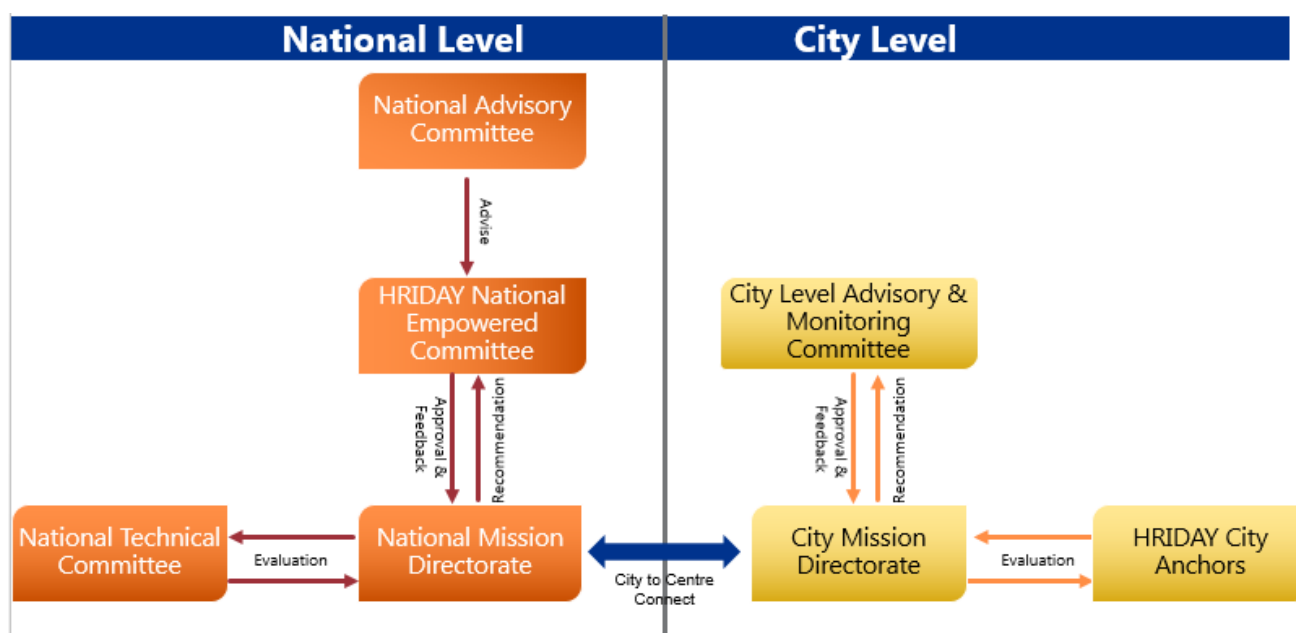
HRIDAY scheme will be planned, developed and implemented under the aegis of the Ministry of Urban Development with NIUA playing the role of National Project Management Unit (NPMU). A robust and interactive mechanism for coordination with ministries like culture, tourism, water resources, housing and urban poverty alleviation, Planning Commission and

with States governments, Urban Local Bodies would be brought out to ensure convergence of activities so that development happens in a planned manner. For this, a HRIDAY National Empowered Committee is constituted at the central level.

The HNEC has representation from all line departments/ agencies and may also involve technical, research, academic, subject expertise institutions/organizations at various levels.

### 10. ROLES AND RESPONSIBILITIES:

The Scheme is structured for planning and implementation through the following institutional structures:



#### A. National level :

##### 1 NATIONAL ADVISORY COMMITTEE (NAC):

The National Advisory Committee is the apex advisory body for the HRIDAY Scheme and comprises of the following members:-

- Secretary, Ministry of Urban Development
- Shri. Bimal Patel, Director, CEPT University, Ahmedabad
- Smt. Swati Ramanathan , Co-founder of Janaagraha
- Shri. Kishan Rao, Chairman, Telangana Tourism Development Corporation
- Shri. K.T.Ravindran, Professor & Head of Urban Design, SPA, Delhi

The Mission Director will be the convener of the Committee.



The NAC shall assist in creating the implementation and governance framework under which heritage development shall take place along with advice and guidance on all components of the Scheme.

## **2 HRIDAY- NATIONAL EMPOWERED COMMITTEE (HNEC):**

A committee co-chaired by Secretary, MoUD and Chief Secretary of respective state consisting of following indicative members:

- Secretary, Housing and Poverty Alleviation Member
- Secretary, Ministry of Tourism Member
- Secretary, Ministry of Culture Member
- Secretary ,Water Resources, River Development and Ganga Rejuvenation Member
- Joint Secretary, Finance, MoUD Member
- Joint Secretary, Smart Cities, MoUD Member
- Joint Secretary, Mission, MoUD Member
- Director General, Archaeological Survey of India Member
- Director, NIUA Member
- Chief Planner, Town and Country Planning Member
- Representatives of the Planning Commission Member
- Principal Secretaries of respective States Member
- Representatives of the respective ULBs Member
- Mission Director Member Secretary

*\*Representation of stakeholders like UNESCO, World Bank, or other bilateral and multilateral agencies and experts for heritage and urban planning sector would be invited with approval of Chair.*

### **Key Responsibilities:**

HNEC provides **overall sanction, approval, guidance and advisory role to the scheme**. Following are its broad roles and responsibilities:

- 1) Enunciate the vision and chalk out a road map and key objectives of the scheme. HNEC will also provide a platform for exchange of ideas and other objectives as notified.

- 2) Oversee all operations; steer, review and monitor the overall performance of the scheme. It will also offer specific guidance from time to time.
- 3) Provide an enabling framework and review progress against time goals, will pursue sanctions, and will ensure smooth flow of funds for implementation.
- 4) To ensure that no duplication of sanctioning of project/ works/activities/ under HRIDAY and under different schemes of GOI.
- 5) Recommend mid-course correction in the implementation tools as & when required.
- 6) Undertake quarterly review of activities of the scheme including budget, implementation, preparation of heritage plans and co-ordination with other missions/ schemes and activities of various ministries.
- 7) Oversight and review of proposed/on-going projects

### **3 NATIONAL MISSION DIRECTORATE:**

Mission Directorate is headed by JS (works), acting as Mission Director. The Mission Directorate is empowered for taking up the activities of selection of agencies for preparation of City HRIDAY Plans, DPRs and investment. It may also enter into agreement with different technical, financial and other institutions in achieving the objectives of the scheme. This Directorate is supported for technical assistance by a National Level Project Management Unit (NPMU) for regular implementation & monitoring of the programme. The National Institute of Urban Affairs (NIUA) is designated as the NPMU for the program. NPMU comprises of technical team of experts consisting from different areas such as:

- Urban Planning Specialist,
- Heritage Conservation Architect,
- Municipal Engineer,
- Financial Specialist,

The Mission Directorate through support from NPMU would be, subject to other provisions of guidelines, be empowered to get the projects implemented through various agencies of the Central or the State Governments as per the provisions of GFR.

### **Key Responsibilities**

It would be broadly responsible for the following activities:

- Collaborate with State/ ULBs/ institutes to ensure development of City HRIDAY Plan and DPRs / Implementation plans and Structure Grant Funding.
- Support in preparation of Detailed Project Reports (DPRs) and ensure inter-linkages with city Master plans/ Development plans/ City HRIDAY Plan.
- Appraisal of proposals / DPRs and recommend to the HNEC for acceptance or rejection.
- Identification of implementation agencies, create operational framework, provide support for smooth start of projects and ensure smooth flow of funds for implementation. The implementation period for projects will depend upon its nature, size and approval of DPRs.
- Monitor and Evaluate (physical and financial) progress of projects undertaken within the ambit of Scheme and preparation of MIS and Reporting formats.
- Co-ordinate with all stakeholders and share with the HRIDAY National Empowered Committee (HNEC) information on plans, proposals, progress, problems, etc., including preparation of agenda and proceedings of meetings of HNEC.
- Support in Financial Management including accounts and audit of the projects as per extant rules.
- Documentation of good practices and learnings for replication and dissemination through workshops / conferences including development of web-based IEC and outreach materials
- Establish contract database and manage contracts during implementation period including quality assurance.

### **4 NATIONAL TECHNICAL COMMITTEE:**

The National Technical Committee shall be convened by the Director, NIUA and shall consist of the following members:

- Mission Director (HRIDAY)
- Representatives from Archeological Survey of India (ASI),
- Representative from Ministry of Culture
- Representative from Ministry of Tourism,
- Representative from CPWD
- Any other Representatives as deemed fit by the Convener.

The main purpose of the Technical Committee shall be to technically review and evaluate implementation frameworks, Detailed Project Reports, City HRIDAY Plans and other such agendas, before it is put forth at the HNEC Meeting.

#### **B. City / ULB level :**

##### **1. City Level Advisory and Monitoring Committees(CLAMC)**

The city level advisory and monitoring committees made under HRIDAY are notified by State govt. The convenor for the meeting is the DM and co-convenor is the Municipal Commissioner. The Committee will constitute of the following members.

- District Magistrate (as Convener)
- Municipal Commissioner (as Co-Convener)
- Mayor
- MPs / MLAs
- District Town Planner
- District Tourism Officer
- Representative from Electricity Supply Department
- Representative from ASI
- 2 local representatives nominated by the Chief Secretary of State

##### **Key Responsibilities**

- CLAMC will provide a platform for exchange of ideas, objectives and oversight / review of projects
- Approve the City HRIDAY Plan prepared by HRIDAY City Anchors.

- Oversee, review and monitor the performance of the scheme; approve City HRIDAY Plans and DPRs before it is put forth at the HNEC.
- Provide an enabling framework by facilitating for coordination between Centre, States and implementing agencies for implementation of the projects
- Coordination with local committees and communities as well as take advice and suggestions.
- Recommend mid-course correction in the implementation tools as & when required.

## **2. CITY MISSION DIRECTORATE**

A City Mission Directorate constituted and notified at the State /ULB. The responsibility of the City Mission Directorate shall be as follows:

- Selection of agencies for DPR, Execution and M&E
- Evaluation of City HRIDAY Plans, DPRs and Execution Works
- Vetting of M&E Certificates and release of payments to Executing Agencies
- Overall Coordination, Execution and Monitoring of HRIDAY Scheme at City level

## **3. HRIDAY CITY ANCHORS**

For each of the 12 Cities, an agency of national repute in the field of heritage have been selected to act as the HRIDAY City Anchor. The primary objective of HRIDAY City Anchors shall be to handhold the Cities in successful implementation of the Scheme.

The HRIDAY City Anchors shall act as the Heritage Cell and shall have the following responsibilities:

- Provide technical advisory and guidance to the City Mission Directorate
- Prepare the City HRIDAY Plans along with prioritization of Projects
- Provide quality control for all selected projects starting from preparation of Detailed Project Reports to execution of works
- Engage in Capacity Building of City officials

## **11. PROCEDURE FOR PROJECT PREPARATION AND IMPLEMENTATION:**

The projects identified under HRIDAY shall be implemented in the following manner.

### **(A) Project Preparation:**

- 1) The CHPs will be prepared by the HRIDAY Anchors, which will also identify shelf of projects. DPRs for identified projects will be prepared by the agencies selected by the City from the list of empanelled agencies prepared by the National Mission Directorate.
- 2) The existing DPRs related to HRIDAY components prepared under different projects and schemes shall also be submitted to HRIDAY City Anchors for evaluation and consideration under HRIDAY scheme
- 3) The projects will be selected based on their linkages with overall heritage development of the city and considering their socio economic impact. The area covered under the project should be those which have been included in census 2011 or are townships notified by the State Governments.
- 4) It will be ensured that there is no duplication of works and shall ensure maximum utilization of funds through dovetailing with other Scheme of the Government of India.
- 5) It should also be certified that the DPR for such projects is not being submitted to any other authority for financial assistance. The proposals thus received would be technically and financially appraised in Mission Directorates before consideration of sanction and implementation.

### **(B) Project Appraisal and Approval**

- 6) For the purpose of appraising the projects to be implemented under HRIDAY, a four tier mechanism shall be put in place. The four levels of appraisal shall take place in the following manner:
  - i. **Appraisal by HRIDAY City Anchors:** All DPRs received shall be appraised by the HRIDAY City Anchors on the heritage aspect, which shall be the first level of appraisal. Appraised DPRs shall then be forwarded to the CLAMC for approval.
  - ii. **Approval by CLAMC:** The appraised DPRs shall thereafter be approved by the CLAMC before forwarding it to the National Mission Directorate.

iii. **Appraisal and Review by National Mission Directorate and Technical Committee:** The National Mission Directorate and Technical Committee shall thereafter appraise and review the DPRs approved by the CLAMC, which shall then be put forth at the HNEC Meeting.

iv. **Review and Approval by HNEC:** Final review and approval of DPRs shall then be provided by the HRIDAY National Empowered Committee.

7) This, however, shall not obviate the need for due diligence and vetting at city level by its own technical agencies.

**(C) Project Implementation:**

8) HRIDAY being a central sector scheme will be implemented under overall control and direction of MOUD. However, the State Government shall be consulted at crucial stages of formulation and implementation of the scheme.

9) The Public Works Organization (PWO) / Central Public Sector Unit (CPSU) / State Para-statal / Special Purpose Vehicle (SPV)/ Contractors / NGO's of repute shall be the **executing agencies** for the approved projects. They will execute the entire project as per the approved DPR in consultation with Mission Directorates and ULBs

10) All projects must be completed within a definite time line and no cost / time overruns will be allowed.

11) The City Mission Directorate will decide the execution agency for various works to be undertaken under the scheme in consultation with the National Mission Directorate.

12) A separate Project Reviewing Committee shall be formed for monitoring the execution of the various works/projects to be undertaken under the scheme. Funds shall be released to PWO/CPSU/State Para-statal / SPV / Contractors / NGO's executing the individual works/projects under the Scheme by the City Mission Directorate.

13) The executing agency shall be responsible for timely implementation of the project/work with quality assurance of assets created.

## 12. PROJECT SELECTION CRITERIA

The Projects undertaken under the HRIDAY Scheme shall include development of core heritage infrastructure projects which shall include revitalization of urban infrastructure for areas around notified / recognized heritage/cultural/tourist sites. These initiatives shall include development of water supply, sanitation, drainage, waste management, approach roads, footpaths, street lights, tourist conveniences, electricity wiring, landscaping and such citizen services, in addition to façade improvement, landscaping, streetscaping etc.

The aforementioned Projects shall be selected based on the following three criteria:

- a. **Number of Stakeholders Affected:** For linked infrastructure projects, the selection criteria shall be based on the impact on the number of stakeholders. For instance, proper and clean toilet complexes shall affect a larger number of stakeholders, including visitors, and shall be given priority.
- b. **Importance of Service:** The level of importance of each identified service shall act as the second level of filtration for selection of services. While two different services may impact the same number of a certain category of stakeholders, its importance to the concerned stakeholders shall help decide which services fit into which phases. For instance, while approach roads and toilet complexes shall impact approximately the same number of stakeholders, the former holds more importance and therefore shall be given higher priority.
- c. **Ease of Implementation:** If the number of stakeholders affected as well as the importance of the service identified ties for two types of services, ease of implementation of services shall be the deciding factor in determining selection. Ease of implementation shall include availability of funds, cost requirements, approximate time taken for completion and availability of other resources.

## 13. FUNDING OF PROJECTS:

The fund will be released to NIUA and City ULBs by MoUD. Out of the total annual allocation of Project Fund available with HRIDAY the distribution will be as under:



#	Components	% of total Funds	Release of Funds to:
1	HRIDAY Pilot Cities Project implementation	85%	City Mission Directorate
2	NPMU/City PMU Establishment and operationalization at MOUD/City	3%	NIUA
3	Capacity Development for Heritage Cities	3%	Executing Agencies
4	DPRs and Development / Management Plans	4%	City Mission Directorate
5	IEC	4%	Executing Agencies
6	A&OE	1%	NIUA

All the aforementioned budget components shall be approved by the HNEC before release of funds to concerned agencies and institutes. The powers to sanction funds in the scheme shall be strictly in conformity to the admissible General Financial Rules and the directions issued by Ministry of Finance (Dept. of Expenditure). O&M expenditure on Asset Management of Asset created would be admissible. The fund will be released to executing agencies by MoUD as under:

1. 20% (1st instalment) on approval of the project.
2. 60% (2nd instalment) on 20% physical and financial progress of the project
3. 20% (3rd instalment) on 60% physical and financial progress of the project

Since base line / bench marks in terms of achievements of physical targets will vary from project to project, therefore these will be firmed up while approving the specific projects.

#### **14. ADDITIONAL RESOURCES:**

The Mission Directorate will further initiate capacity building activities including training enhancing inter-linkages within the cities, States and institutes of excellence. For this advisories and tool-kits would be issued. Coordination with other stakeholders such as World

Bank, UNESCO, Cities Alliance, UN Habitat, Ministry of Environment and Forests, HUPA, Culture, Tourism would be reinvigorated for development of heritage cities. The objectives of the scheme would lay the foundation work for recognition of integration of urban heritage with economic activities in India and its revitalization.

There is also a provision for private funding, where management and services under HRIDAY scheme can be undertaken by private entities that are directly or indirectly benefiting from the project. Private funding can be acquired at any stage of the scheme implementation i.e. planning and design, implementation of works, user fee / charges for service delivery etc.

#### **15. SUBMISSION OF UTILIZATION CERTIFICATES**

- 1) National Mission Directorate through project execution agencies (either a Central Agency like NBCC or a State Agency or Contractors or NGO's of repute) will be responsible for submission of UC's based on the implementation schedule given in the original project proposal. In any case, 100% UCs in the pro-forma prescribed for the purpose shall have to be provided within 6 months of completion of the project.
- 2) UCs shall be issued only after the expenditure on the project has been incurred by the PWO/CPSU/State Para-statal/SPVs / Contractors / NGO's of repute. These UC's should be submitted along with statement of expenditure certified by CAs / audited accounts.
- 3) UCs should be duly counter-signed by the Municipal Commissioner of respective local body /General Manager in case executing agency is from Central Government/Competent Officer.
- 4) Release of further installments shall be recommended only after receipt of UCs and a review of the implementation of the project.

#### **16. OUTCOMES OF HRIDAY SCHEME**

The following are the specific outcomes envisaged under HRIDAY.

- Clean and Improved sanitized environment
- Improved basic urban infrastructure at existing and emerging tourist, religious and heritage destinations and gateways;

- Improved sanitation standards at natural and cultural tourist attractions with convenience and safety for visitors
- Properly conserved, revitalized and beautified heritage monuments
- Greater participation by local communities in tourism-related economic and livelihood activities
- Heritage resources mainstreamed with city systems and city economy.
- Improvement in the service level benchmarks indicators for urban service delivery
- Increase in the inflow of the tourist to cities
- Increase in the duration of stay of the tourist in the town
- Improvement in social safety and reduction in crime
- Substantial improvement in local economy and quality of life of its communities.

#### **17. MONITORING PROGRESS OF PROJECTS SANCTIONED UNDER THE HRIDAY**

- Ministry of Urban Development will periodically monitor the scheme through designated officers
- NPMU will develop monitoring frameworks and tools to assist Mission Directorates for effective monitoring of interventions undertaken under the project