



## **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 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 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 concept of local economic development through locally available knowledge, resources and skills.

The proposed Scheme HRIDAY 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 city level infrastructure needs for water, sanitation facilities etc. will be addressed through other schemes of the ministry. However the scheme will support infrastructure projects which link 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 Heritage Management Plan for the city and develop DPRs for identified projects for availing assistance under the scheme.
- The HMP and DPRs may be developed by the National Mission Directorate / City Mission Directorate through PWOs/SPVs/CPSUs/State Para-statals/ NGO's of repute.
- The projects will be executed by PWOs/SPVs/CPSUs/State Para-statals/ NGO's of repute and fund will be allocated to Executing agencies by MoUD on the recommendation of Mission Directorate.
- The project duration is four years from December 2014.

- NIUA is designated as National Project Management Unit for HRIDAY Scheme and will function as a secretariat for Mission Directorate.
- City PMU will be procured by National Mission Directorate and will function as secretariat to City Mission Directorate

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

The main objective of HRIDAY is to preserve character of the soul of 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 and also the conservation of natural and built heritage
- (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 with use of modern ICT tools and making cities secure with modern surveillance and security apparatus like CCTV etc.

(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 schemes would be Four Years starting from December 2014.

## **6. COVERAGE AND SCOPE:**

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 will broadly focus on four theme areas i.e. **Physical Infrastructure, Institutional Infrastructure, 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. Heritage Documentation and Mapping leading to Heritage Management Plan

- Listing of heritage assets of the city ( Tangible and Intangible)
- Tangible and Intangible heritage recordings and documentation
- Profiling of infrastructure service at/around heritage areas
- GIS based mapping of cultural and natural heritage assets.
- Develop Heritage Management Plan including conservation/adaptive reuse plans

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

- Revitalization of heritage/ historic areas, ghat areas, temple/mosque/basilica areas, kunds and façade improvement of surrounding areas for safety/stability/conservation etc.
- Restoration/rehabilitation of heritage monuments and linking with service provisions at community and city levels.
- Provision of basic services such as for improved sanitation as toilets, drinking water facilities, parking, solid waste management etc.
- Linkage with city infrastructure/trunks for water and waste water management and treatment.
- Development of Heritage walks, religious trails, Street furniture including shifting of hanging wires, poles and transformers.
- Development 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.
- Pedestrianisation of tourist attraction areas, solar/battery operated vehicles.

### 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
- CCTV Cameras and provision of Wi-Fi
- Direction pillars and 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 building codes and urban design regulations.
- City maps and brochures, Digital Display /Information Board, Wi-Fi-Access Zones
- City heritage infrastructure such as web page, heritage linked mobile applications, software, web based interface for heritage conservation, adaptation and management.
- Catalogue and brochures for historic and new construction in order to preserve the character of heritage buildings and cultural landscapes.

## 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 National 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 ARRANGEMENT:**

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 High Power National Empowered Committee will be constituted at central level.

It will have representation from all line departments/ agencies and will also involve technical, research, academic, subject expertise institutions/organizations at various levels. The projects shall be largely executed through Public Works Organizations, Central Public Sector Units / State Para-statals or SPVs / NGO's of repute.

The details of the organizational mechanism are at Annexure – I.

## **10. ROLES AND RESPONSIBILITIES:**

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

|   |        |
|---|--------|
| <b>A. National level :</b>  |        |
| <b>1. HRIDAY- NATIONAL EMPOWERED COMMITTEE (HNEC):</b>  |        |
| A committee co-chaired by Secretary, MoUD and Chief Secretary of respective state will consist of following indicative members: |        |
| • Secretary, Housing and Poverty Alleviation  | Member |
| • Secretary, Ministry of Tourism  | Member |



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|--|------------------|
| • 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, INTACH or other bilateral and multilateral agencies and experts for heritage and urban planning sector would be invited with approval of Chair.*

**Key Responsibilities:**

HNEC will provide **overall sanction, approval, guidance and advisory role to the scheme**. Following would be 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, and 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

## **2. MISSION DIRECTORATE:**

Mission Directorate will be headed by Additional /Joint Secretary level officer. JS (works) will act as Mission Director till the time post of Mission director is sanctioned. The Mission Directorate shall be empowered for taking up the activities of preparation of heritage management plans, DPRs, investment plans and implementation of these schemes/ projects through various public works organization / CPSUs / State para-statals / SPVs/ NGO's of repute. It may also enter into agreement with different technical, financial and other institutions in achieving the objectives of the scheme. This Directorate will be 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 proposed to act as NPMU for the program. NPMU will comprise of technical team of experts consisting from different areas such as:

- Urban Planning Specialist,
- Heritage Conservation Architect,
- Municipal Engineer,
- Financial Specialist,
- IT/MIS Specialist and
- Research Associates etc.
- Support Staff such as Data entry operator, MIS expert, office manager etc.

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 Heritage Management 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/ Heritage Management Plan.
- Appraisal of proposals / DPRs and recommend to the HNAC 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 Advisory Committee (HNAC) 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.

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

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

Composition of city level advisory and monitoring committees will be made under HRIDAY and it will be notified by State govt. The convenor for the meeting will be DM / Municipal Commissioner. It shall have representation of all stakeholders. The committee will consist of members / stakeholders ranging from elected

representatives Mayor, MP, MLAs / officials from line departments / Institutes / representatives of CBOs/NGOs.

### **Key Responsibilities**

- CLAMC will provide a platform for exchange of ideas, objectives and oversight / review of projects
- Oversee, review and monitor the performance of the scheme. It will also offer guidance from time to time.
- 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.Mission Directorate**

A City/ ULB level Mission directorate would be constituted / notified at the State /ULB. It will be chaired by an Officer not below the rank of Chief Executive Officer / Municipal Commissioner of the ULB. . The City level Mission Directorate will be a full-fledged project implementation unit working an extended arm of National Level Mission Directorate. The role of this City Level Mission Directorate is to effectively implement projects in the city with the help of City Level PMU. It will be supported by City level Project Management Unit. The PMU Team will comprise of the following:-

- a) Urban Planner/ Urban Designer
- b) Heritage/Conservation Specialist
- c) Municipal Engineer
- d) Financial Specialist
- e) Social & Community Development Professional
- f) I.T. Professional

g) Support Staff

**Key Responsibilities**

- Facilitate in preparation and finalization of Heritage Management Plan
- Responsible for coordination between Centre, and implementing agencies for implementation of the projects
- Facilitate coordination for smooth implementation of project among all stakeholders and executing agencies.
- Ensure implementation of different Detailed Project Report components
- Quality assurance and checking and making sure that the work on site follows drawings and design layouts provided as a part of Detailed Project Report
- Coordination with local committees and communities as well as take advice and suggestions.
- Ensure timely implementation and review of the progress of projects.

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

The projects and proposals can flow from two levels based on the need assessment and stakeholder interactions. These levels are at the level of National Mission Directorate and City Mission Directorate.

**(A) Project Preparation:**

- 1) The project DPRs / HMPs may be developed by the National Mission Directorate / City Mission Directorate through PWOs/SPVs/CPSUs/State Para-statal/ NGO's of repute after consultation with HNEC including involvement of the stakeholders and taking into view different aspects of the Guidelines.
- 2) The existing DPRs related to HRIDAY components prepared under different projects and schemes can also be submitted by City Mission Directorate for 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.
- 4) It will be ensured that there is no duplication of works and shall ensure maximum utilization of funds.
- 5) It may also be certified that the DPR for such project 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.
- 6) The area covered under the project should be those which have been included in census 2011 or are townships notified by the State Governments. A copy of such notification / certification that the town is included in the Census 2011 or has been categorized as town is to be enclosed along with DPR.

#### **(B) Project Appraisals**

- 7) The Detail Project Reports (DPRs) would be scrutinized by National Mission Directorate with the support of NPMU so to ascertain technical soundness and economic viability. The National Mission Directorate may seek for the services of technical wings of the ministry such as CPWD, CPHEEO, and TCPO and/ or technical agencies from market may also be hired. 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) / NGO's of repute shall be the **executing agencies** for the approved projects. Their mandate would be briefly
  - i. They will design and implement the entire project in consultation with Mission Directorates and ULBs

- ii. After finalization of DPRs they will seek the technical and financial consent of National Mission Directorate for the project. The DPR will have specific provision for maintenance of project for a specific period after completion of project.
  - iii. Executive Agencies may hire specialist consulting firms/consultants to support design and investigations and contracting agencies for implementation and supervision of project
  - iv. In design conceptualization and implementation of project, they will involve/inform Mission Directorates/States/ULBs, and other respective technical institutes.
  - v. The stakeholders and citizens would also be involved during course of project.
  - vi. All projects must be completed within a definite time line and no cost / time overruns will be allowed.
  - vii. After successful completion of the project, and maintain it for a specific period before handing over the project to concern line department/ULB
- 10) National Mission Directorate will decide the execution agency for various works to be undertaken under the scheme. 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 / NGO's of repute executing the individual works/projects under the Scheme as advance in the beginning and subsequent recoument as per actual expenditure on monthly basis. The executing agency shall be responsible for timely implementation of the project/work with quality assurance of assets created. The same agency who will create the assets shall be responsible for maintaining the assets created. Experts/Consultants may be engaged by executing agencies for detailed planning and designing/preparing DPR of the works/projects under the scheme.

## **12. FUNDING OF PROJECTS:**

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

| Sr. No | Components  | % of total Funds |
|--------|---|------------------|
| 1      | HRIDAY Pilot Cities Project implementation                      | 85%              |
| 2      | NPMU/City PMU Establishment and operationalization at MOUD/City | 3%               |
| 3      | Capacity Development for Heritage Cities                        | 3%               |
| 4      | DPRs and Development / Management Plans                         | 4%               |
| 5      | IEC   | 4%               |
| 6      | A&OE  | 1%               |

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.

### **13. 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.

#### **14. SUBMISSION OF UTILIZATION CERTIFICATES**

- 1) National Mission Directorate through project execution agencies (either a Central Agency like NBCC or a State Agency 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 / 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.

#### **15. OUTCOMES OF HRIDAY SCHEME**

The followings are the specific outcomes envisaged under HRIDAY.

- Clean and Improved sanitized environment
- Improved basic urban infrastructure at existing and emerging tourist 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 are 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.

**16. 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
- Third Party Monitoring Mechanism would be employed by National Mission Directorate to keep track the progress of the project / scheme. Expenditure in this regard would be met from the Capacity Building funds in MoUD for professional services

## Annexure-1

### IMPLEMENTATION FRAMEWORK

