

**GOVERNMENT OF INDIA  
MINISTRY OF TOURISM**

**Scheme Guidelines for National Mission on Pilgrimage Rejuvenation and Spiritual Augmentation Drive (PRASAD)**

*1. Rationale*

Pilgrimage tourism is a form of tourism motivated, partly or wholly by religious sentiments. India is a land of many religions like Hinduism, Buddhism, Jainism, Sikhism and Sufism having their major pilgrimage centres in different parts of the country. Religion and spirituality are common motivations for travel, with major tourist destinations having developed largely as a result of their connections to sacred places, persons and events. The growth of domestic tourism largely depends on the Pilgrimage tourism. To tap this potential there is a need for holistic development of the selected pilgrim destinations in cooperation with other stakeholders. In the Budget Speech 2014-15, the Govt. therefore, decided to launch a National Mission on Pilgrimage Rejuvenation and Spiritual Augmentation Drive with a initial provision of Rs. 100 crore for the current financial year.

Religious tourism destinations are not like holiday/leisure tourism destinations, which are primarily targeted at the segment having inclination to travel and spend. In developing a religious tourism product, it is essential to build in community participation at the given location/destination. Further, it is not only important to provide modern amenities at religious sites but also to see as to how the visitor interacts and seeks new experiences at such places. There is a need to identify core deficiencies, facilitate provision of products, services and subsequently address the issues that are important for paving the way for development and promotion of religious tourism in India.

The challenges which need to be addressed include inter-alia, lack of infrastructure like budget hotels, roads, last mile connectivity, sewage, hygiene and cleanliness, solid waste management, lack of awareness, developing a code of religious etiquette to be observed by the religious tourists etc.

## **2. Vision Statement:**

- To drive a national mission for rejuvenation and spiritual augmentation of important religious destinations.
- To position tourism as a major engine of economic growth and job creation.
- To provide complete tourism experience by enhancing tourist attractiveness of the religious destinations in a sustainable manner.
- To promote sustainable pilgrimage tourism in the country.
- To strengthen the mechanism for bridging the infrastructure gaps at identified pilgrimage destinations and developing a monitoring mechanism for timely implementation of the projects in collaboration with the States/UTs and other stakeholders.
- To strengthen the measures for pilgrims safety, security and improving the quality of tourism services.
- To create employment through active involvement of local communities with pro-poor approach in a sustainable and inclusive manner through development of a 'Responsible Tourism' Initiative.

## **3. Mission Statement:**

To identify and develop pilgrimage tourist destinations on the principles of high tourist visits, competitiveness and sustainability in an integrated manner by synergizing efforts to focus on needs and concerns of all stakeholders to enrich religious/spiritual tourist experience and enhance employment opportunities.

## **4. Mission objectives:**

- Integrated development of pilgrimage destinations in a planned, prioritized and sustainable manner to provide complete religious tourism experience;
- Harness pilgrimage tourism for its direct and multiplier effects on employment generation and economic development;
- Follow community based development and pro-poor tourism concept in development of the pilgrimage destinations;
- Leveraging public capital and expertise;
- Enhancing the tourist attractiveness in a sustainable manner by developing world class infrastructure in the religious destination.

- Creating awareness among the local communities about the importance of tourism for them in terms of increases sources of income, improved living standards and overall development of the area.
- Promote local arts, cultural, handicrafts, cuisine etc to generate livelihoods in the identified places.

#### **5. *Mission Strategy:***

- To identify religious destinations that have potential to be showcased as world class tourism products in consultation with the stakeholders;
- To ensure that the development of these destinations adhere to the sustainability and carrying capacities of the destinations;
- To create a framework for classifying infrastructural gaps in the identified destinations that have been major roadblocks in unlocking the potential of these places;
- To plan in an integrated manner the development of these destinations in a specific timeframe ensuring full convergence of state and central government schemes as well as private sector investments;
- To identify and prioritize projects that need to be taken up through dedicated public funding immediately and to leverage to the extent feasible, additional resources from voluntary funding (Corporate Social Responsibility) initiatives of Central Public Sector Undertakings and corporate sector;
- To promote local arts, cultural, handicrafts, cuisine etc to generate livelihoods in the identified destinations;
- To follow a comprehensive area development approach for ensuring all the facilities required by the tourists in the identified places;
- To centrally coordinate the development process of identified projects.

**6. This scheme is proposed to be implemented as a central sector scheme during the 12<sup>th</sup> Five Year Plan and beyond.**

## 7. Management Structure

**7.1 National Steering Committee (NSC):** To steer the mission objectives and vision, a National Steering Committee will be constituted with the following composition:

1.	Minister in charge, M/O Tourism	Chairman
2.	Secretary, M/O Tourism	Vice chairman
3.	Addl. Secretary, M/O Tourism-	Member
4.	Financial Advisor, M/O Tourism -	Member
5.	Secretary (or his representative not below the rank of Joint Secretary),, M/O Culture	Member
6.	DG, ASI	Member
7.	Secretary (or his representative not below the rank of Joint Secretary), M/O Urban Development	Member
8.	Secretary (or his representative, not below the rank of Joint Secretary), M/O HUPA	Member
9.	Secretary (or his representative, not below the rank of Joint Secretary), M/O Civil Aviation	Member
10.	Secretary (or his representative, not below the rank of Joint Secretary), M/O Skill Development	Member
11.	Secretary (or his representative, not below the rank of Joint Secretary), M/O RT&H	Member
12.	Secretary (or his representative, not below the rank of Joint Secretary) , M/O Shipping	Member
13.	Secretary (or his representative, not below the rank of Joint Secretary), M/O Power	Member
14.	Secretary(or his representative, not below the rank of Joint Secretary), M/O EF	Member
15.	Secretary (or his representative, not below the rank of Joint Secretary), M/O Water Resources, River Development & Ganga rejuvenation	Member
16.	Secretary (or his representative, not below the rank of Joint Secretary), M/O Rural Development	Member
17.	Executive Director (Tourism & Catering), M/O Railways	Member
18.	Secretary(or his representative, not below the rank of Joint Secretary), M/ODoNER	Member
19.	Joint Secretary/Addl. Director General, M/O Tourism	Member Secretary

Other Ministries maybe also represented as invited members, if concerned, on case to case basis.

**Responsibilities:**

National Steering Committee will be responsible for overall guidance, review and monitoring of the scheme.

**7.2 Central Sanctioning & Monitoring Committee (CSMC):**

There will be a Central Sanctioning & Monitoring Committee (CSMC) responsible for sanctioning of the projects submitted by the Mission Directorate and regular monitoring of the progress of implementation. Composition of the CSMC will be as under:

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|--|-------------|
| 1. Secretary, MoT-                       | Chairperson |
| 2. Financial Advisor, M/O Tourism-       | Member      |
| 3. Additional Secretary, M/O Tourism-    | Member.     |
| 4. ADG/ JS , MoT (Member Secretary, NSC) | Member      |

The Committee may invite representatives of other Ministries, if required.

**7.3 Mission Directorate:** There shall be a Mission Directorate headed by Member secretary NSC (Joint Secretary/ Additional Director General)- Ministry of Tourism as the nodal officer. Composition of the Mission Directorate will be as follows:

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|---|-------------|
| 1. Joint Secretary/Addl.DG (Member Secretary, NSC)- | Chairperson |
| 2. Director/DS, Finance/Financial Controller-       | Member      |
| 3. Secretary, Tourism of the concerned State-       | Member      |
| 4. Representatives of other concerned Ministries-   | Member      |
| 5. Director/DDG, MoT-                               | Convener    |

**7.3.1 Key responsibilities of the Mission Directorate:**

- Identification of projects in consultation with the States/UTs Govts. and other stakeholders;
- Appointment of the Project Management Consultant;

- Outsourcing of independent specialized agencies for appraisal of DPRs, if required.
- Ensuring effective coordination with the States Govts. /UT Administrations and other stakeholders, Implementing Agencies etc. for effective implementation of the scheme in a time bound manner.
- Seeking approvals for the identified projects from the Central Sanctioning and Monitoring Committee and reporting the progress of implementation to the said committee at regular intervals.
- Sanction of projects approved by the Sanctioning Committee and release of funds to the identified agencies.
- Capacity development of States/UTs and other implementing agencies for undertaking various activities relating to identified circuits and destinations therein through setting up of Project Management Units (PMUs), if required.

#### ***7.4 Program Management Consultant (PMC):***

Program Management Consultant (PMC): The PMC will be a National Level Consultant to be appointed by the Mission Directorate.

##### ***7.4.1 Key Responsibilities of the PMC:***

- Preparation of Detailed Perspective Plan (DPP) for the identified destinations, identifying the gaps in infrastructural amenities and related skills. The PMC may suggest suitable agencies for addressing the skill gaps. The perspective plan should also include assessment of the funds required, including sources of funds. Business models for investment and operations should be evolved. The thrust of the perspective plan should be on convergence between the different schemes of the central Ministries, the State/ UT Governments and other agencies.
- Identification of projects for development of the identified destinations.
- Preparation of Detailed Project Reports (DPRs)- Comprehensive DPRs should be prepared for each destination after consultations with the respective State Government/UT administration, local bodies, other stakeholders. For the components

to be funded by public funding, DPRs should be prepared on the basis of Schedule of Rates prescribed by the CPWD. The DPRs should include inter-alia-

- List of individual projects aimed at integrated development of the identified destinations.
- Project Structuring (Capital structuring, implementation framework)
- Components meant for private sector or joint sector investment and possible financial linkages
- Identification of sources of funds from various Government schemes/ private sector.
- Liaison with States/UTs/ Other stakeholders
- Submission of periodical progress report to the Mission Directorate for monitoring of the projects;
- Assistance for financial closure of projects for PPP and other projects.

## **8. *Identification of Pilgrimage destinations and sanction of projects therein:***

### **8.1 *Selection Criteria and procedure:***

- The pilgrimage destinations would be identified by the MoT in consultation with the stakeholders and States considering factors such as importance of the site, current tourist traffic, connectivity, potential and holistic tourist experience, etc.
- Central Sanctioning & Monitoring Committee (CSMC)/Mission Directorate will recommend the list of Destinations to be taken up for integrated infrastructure development for approval of the Chairman, National Steering Committee.
- Detailed Perspective Plan (DPP) for each destination, and DPRs for each individual project therein would be prepared by the PMC giving the details as specified in clause 7.4.1 above.
- Appraisal of DPRs will be done by the Mission Directorate or any independent specialized agency outsourced by the directorate for the purpose.
- Projects recommended by the Mission Directorate after appraisal will be placed before the Central Sanctioning and Monitoring Committee for approval.

### **8.2 *Admissible Component under the Scheme:***

An illustrative list of components that would be eligible for Central Financial Assistance under the scheme is given below:

### **8.2.1 Infrastructure Development:**

- Development/Upgradation of Passenger Terminals (Road, Rail, Water Transport)
- Procurement of equipment for eco-friendly modes of tourist transport
- Improvement of road connectivity leading to tourist sites/destinations.
- Use of clean energy sources for street lighting
- Equipment for tourism activities such as sound and light shows, water/adventure sports etc.
- Tourism Information/Interpretation centres with ATMs/ money exchange counters
- Informatory / Directional signage
- Wayside Amenities with emergency vehicle breakdown, repair and refuel facilities
- Infrastructure provision for stationing of caravan vehicles;
- General Improvements such as earth filling, landscaping (including trees, shrubs), water fountains, fencing, lighting, pavements/walkways/pathways/driveways, seating facilities/shelters, drinking water points, garbage bins, storm water drainage, treatment facilities for sewerage /effluent
- External infrastructure such as water supply, sewerage, drainage, electricity and roads
- Restoration, conservation, illumination of monuments/heritage structures;
- Renewable sources of energy for tourist infrastructure
- Environmental care and access to clean technology
- Parking facilities for two-wheelers, cars, buses, caravans
- Toilet,Cloak room facilities and waiting rooms.
- Construction of craft haats/bazaars/ souvenir shops/cafeteria
- Construction of open air theatres/amphi-theaters



- Construction of nature trails, watch towers, rain shelters, log huts
- First Aid Centres (including Indian Medicines System);
- Helipads, Heliports, Airstrips, Ropeways required for tourist in the identified circuits
- Shoreline development & Rejuvenation of natural water bodies such as rivers, lakes, streams, river fronts.
- Improvement in communication through telephone booths, mobile services and internet connectivity, Wi-Fi hotspots.
- Any other activity directly related to tourism and required for development of the identified circuit.

Consultation with the concerned administrative Ministries, wherever required, will be done on the project components under the scheme.

### ***8.2.2 Capacity Development, Skill Development & Knowledge management:***

- Special courses to address the skill gaps identified by the PMC in the Detailed Perspective Plan (DPP).
- Short duration skill development training programme under ‘Hunar se RozgarTak( HSRT)’ and ‘Earn while you learn’programmes.
- Broadbasing of travel and hospitality education and training, and engagement of Vocational Training Providers (VTPs).
- Emphasis on tapping the local potential and expertise in art and crafts.
- Documentation and preservation of the knowledge base in tourism for future use.

### ***8.2.3 Online Presence***

***GIS based interactive and intelligent portal development and mobile applications, providing:***

- Location based services
- Location based contents
- Booking facilities through E-Commerce Application
- Linkages to Applications of existing Service providers
- Support Dash-Boards for Tourists as well as Operators
- Decision Support Reporting for the Department

***Project management System***

- Tracking Project Progress through on-Line UC submissions

- Tracking Procurements through e-procurement system
- Tracking Completion of Milestones
- Tracking Issue Escalation and Variances

***Permission based knowledge portal***

- Create a back end digital library for content preservation
- Push relevant research papers to appropriate institutions for future references.

***Data Analysis and reporting***

**8.2.4 10% of the scheme allocation to be earmarked for IEC components.**

**8.3 *Inadmissible Component projects under the Scheme:***

The assistance under this scheme shall not be admissible for the following components:

- i. Land acquisition for development
- ii. Resettlement and rehabilitation package, Operation, maintenance and management of the assets created
- iii. Improvement / investments in assets / structures owned by private entities.

**9. *Implementing Agency (IA):***

The projects identified under this scheme shall be implemented through the identified agencies.

**10. *Funding pattern for the projects:***

The Scheme shall be 100% centrally funded for the project components undertaken for public funding. Efforts will be made to achieve convergence with other schemes of Central and State Governments and also to leverage the voluntary funding available for Corporate Social Responsibility (CSR) initiatives of Central Public Sector Undertakings and corporate sector. Efforts would be made to introduce suitable Public Private Partnerships for improved sustainability of the projects.

The Viability Gap Funding (VGF) may be provided under the mission in accordance with the relevant guidelines/instructions of the Govt.

- It is envisaged that the funding of individual project will vary from State to State and will be finalized on the basis of DPRs prepared by PMC enabling convergence with other government schemes.
- The State Governments would submit a undertaking with Government of India indicating their commitment to the scheme by ensuring that the operation and maintenance of the identified and developed projects should be the responsibility of the State. A Special Purpose Vehicle (SPV) may be created for the purpose, wherever feasible. The undertaking would spell out specific milestone to be achieved indicating the works to be undertaken by them in physical and financial terms. State Government contribution towards land, rehabilitation package, O&M should be quantified in the DPR.

#### ***11. Disbursal of Funds:***

The funds would be released to the identified agencies. The powers to sanction funds in the scheme shall be strictly in conformity with the GFRs and the directions issued by the M/O Finance from time to time. All the proposals will be routed through IFD of M/O Tourism and after obtaining their concurrence funds sanctioned to the State Govt./UTs will be released as under:

- 1<sup>st</sup> Instalment - 20% of the project cost on approval/sanction of the project.
- 2<sup>nd</sup> instalment - 30% of the project cost after receipt of utilization certificate for the first instalment.
- 3<sup>rd</sup> instalment - 30% of the project cost after receipt of utilization certificate for the first instalment.
- 4<sup>th</sup> instalment- Remaining 20% of the project cost on completion of the work and receipt of utilization certificate.

For the Himalayan and NE States, different funding pattern and duration of projects may be determined by the Mission Directorate keeping in view the difficulties in these areas.

The financial assistance sanctioned to the Central agencies under this scheme will be released as under:

- 1<sup>st</sup> Instalment– 50% of the sanctioned amount on approval/sanction.
- 2<sup>nd</sup> instalment - 30% of the sanctioned amount after utilization of the first
- instalment

- 3<sup>rd</sup> instalment – Remaining 20% of the sanctioned amount after utilization of the first and second instalments..

**12. Codal formalities:**

The Implementing agency shall follow all codal formalities while awarding contracts for works/material/equipment procurement and ensure complete transparency in its transactions. E-tendering/ e-procurement will be compulsorily followed while for all tenders.

**13. Milestones to be observed by the implementing agencies:**

- Land to be used for the project must be free from all encroachments;
- Invitation and finalization of all tenders for the projects shall be completed within 3 months from the date of sanction of the projects;
- Work for different phases of the projects shall be completed within the period stipulated in the respective sanction letters.

**14. Management of Assets created:**

The tentative operation and maintenance costs of the projects shall be worked out by PMC at the time of preparation of DPR & emphasis shall be given to working out options for sustainable operation and maintenance models through innovative revenue generation options and involvement of Government Trust/Committees, Private sector / NGOs/ Tour Operators in operation and maintenance. In maintenance of the assets created, the experience and expertise of the local bodies would be used for the maximum possible extent. However, the PPP partner would be explored for operation, maintenance and sustenance of the facilities created. The Programme Management Consultant shall assist the state governments and PPP partner in the successful setting up of sustainable O&M models, if required.

**15. Outcomes Parameter:** The outcomes of the Integrated Infrastructure Development of Pilgrimage Centers on a Mission mode shall be regularly evaluated and measured on the following parameters:

- Increase in tourist traffic.
- Employment generation.
- Enhancement of Awareness and development of skills & capacity to augment tourism with Value Added Services.
- Increase in Private sector participation in the identified tourist destinations.

**16. Monitoring:** The entire project would be ‘Outcome Oriented’ rather than ‘Process Oriented’. Targets would be pre-set and benchmarked before being accepted as yardsticks to measure Project Progress.

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