

**GOVERNMENT OF INDIA  
MINISTRY OF TOURISM**

**SWADESH DARSHAN: SCHEME GUIDELINES FOR INTEGRATED  
DEVELOPMENT OF THEME-BASED TOURIST CIRCUITS IN THE  
COUNTRY**

## **1. Introduction**

India's rich cultural, historical, religious and natural heritage provides a huge potential for development of tourism and job creation in the country. There is a great scope and need to develop tourist circuits on specific themes to attract the tourists having special interest in visiting such places. This can be achieved only through an integrated approach by providing engaging experiences for distinct categories of tourists i.e. Domestic and International. Various themes which are unique and specific to the area can include beaches, culture, heritage, wildlife etc. Such theme based tourist circuits should be developed in a manner that supports communities, provides employment and fosters social integration without comprising upon the environmental concerns and provides unique experiences to the tourists. .

In due recognition to this the Government of India, Ministry of Tourism (MoT) launched the Swadesh Darshan Scheme (Central Sector Scheme)- for integrated development of theme based tourist circuits in the country in 2014-15.

This scheme is envisioned to synergise with other Government of India schemes like Swachh Bharat Abhiyan, Skill India, Make in India etc. with the idea of positioning the tourism sector as a major engine for job creation, driving force for economic growth, building synergy with various sectors to enable tourism to realise its potential.

## **2. Scheme Objectives**

- To position tourism as a major engine of economic growth and job creation;
- Develop circuits having tourist potential in a planned and prioritized manner;
- Promote cultural and heritage value of the country to generate livelihoods in the identified regions;
- Enhancing the tourist attractiveness in a sustainable manner by developing world class infrastructure in the circuit /destinations;
- Follow community based development and pro-poor tourism approach;
- Creating awareness among the local communities about the importance of tourism for them in terms of increased sources of income, improved living standards and overall development of the area.
- To create employment through active involvement of local communities;

- Harness tourism potential for its effects in employment generation and economic development.
- To make full use of the potential and advantages in terms of available infrastructure, national culture and characteristic strong points of each and every region throughout the country by development of theme based circuits.
- Development of tourist facilitation services to enhance visitor experience/satisfaction.

### **3. Definition of Tourist Circuit**

- Tourist Circuit is defined as a route having at least three major tourist destinations which are distinct and apart.
- Circuits should have well defined entry and exit points. A tourist who enters should get motivated to visit most of the places identified in the circuit.
- A Circuit could be confined to a State or could be a regional circuit covering more than one State/Union Territory. These circuits may have one dominant theme and other sub-themes.
- Projects under the scheme shall be under the following identified themes; Eco-tourism, Wildlife, Buddhist, Desert, Spiritual, Ramayana, Krishna, Coastal, Northeast, Rural, Himalayan, Tribal and Heritage

## **4. Procedure for Project Preparation, Approval, Implementation**

### **4.1 Selection & Evaluation Criteria for projects**

The projects and proposals can flow from three levels based on the need assessment and stakeholder interactions. These levels are

- i. Ministry of Tourism
- ii. Central Agencies
- iii. State Governments/ UT Administrations.

Concept presentation would be made to MoT highlighting the potential, need, impact of the project by the agency proposing the project and its alignment to the Detailed Perspective Plan prepared by the ministry.

After in-principle approval, site evaluation would be carried out and Conceptual Detailed Project Report (DPR) would be prepared.

A successful project shall have the following attributes and weightage given as per below:

<b>Criteria</b>
Potential to be showcased as world class destination with diverse tourism experiences.
Proximity to existing destinations with connectivity and other infrastructure.
Job creation and livelihood enhancement in the region, while conserving and promoting the local arts, cultural, handicrafts, cuisine etc. at the destination.
Ability to attract investment in private sector/PPP with specific provisions.
Follow a comprehensive area development approach for ensuring all the facilities required by the tourists in the identified circuits.
Robust Operation and Management plan (O&M) as per pre-agreed service standards evaluated periodically by an independent agency.

## 4.2 Indicative list of Components

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

### a. Tourism Related Services

- Development of Passenger Terminals (Road, Rail, Water Transport and Air)
- Tourism Facilitation Centers with **Toilet facility**, cloak rooms, ATMs/ money exchange, waiting areas, Information desk/kiosk, parking spaces, shopping kiosks/ areas, cafeteria, drinking water outlets/ATMs etc.
- **Wayside Amenities** with emergency vehicle breakdown, repair and refuel facilities.
- Helipads, Heliports, Airstrips, Ropeways required for tourists in the circuits
- First Aid Centers (including Indian Medicines System)
- Informatory / Directional signage
- Comprehensive Solid waste management
- Wi-Fi connectivity and development informative push - apps for tourism destinations
- CCTV cameras and other security equipment and installations
- Equipment for land, water, air based adventure tourism activities including safety gear, rescue equipment.

### b. Tourism Related Infrastructure

- Improvement of last mile connectivity leading to tourist sites/destinations
- Restoration/ conservation of a historic structure/ monument
- Construction of craft haats/bazaars/ souvenir shops/cafeteria
- Construction of open air theatres/amphitheaters

- Construction of nature trails, watch towers, rain shelters, gazebos etc.
- Shoreline development of natural water bodies such as rivers, lakes, streams.
- Illumination of monuments/heritage structures
- Site development infrastructure such as water supply, sewerage, drainage, electricity and roads/pathways, parking for Buses, 2/4 wheelers/ caravans etc.
- General site development such as earth filling, landscaping (including trees, shrubs), water fountains, fencing, lighting, seating /shelters, garbage bins etc.
- Equipment for tourism activities such as sound & light show, water sports, adventure sports, etc.
- Any other activity directly related to tourism and required for development of the identified circuit.
- Tourism Facilitation Centers with Toilet facility, cloak rooms, ATMs/ money exchange, waiting areas, Information desk/kiosk, parking spaces, shopping kiosks/ areas, cafeteria, drinking water outlets/ATMs etc.
- Standalone toilet blocks are to be developed along with various stakeholders.
- Wayside Amenities with appropriate parking facilities
- Comprehensive Solid waste management
- Wi-Fi connectivity and development of informative push - apps for tourism destinations
- CCTV cameras and other security equipment and installations

**c. Tourism Mapping, Management & Online Presence**

- GIS based tourism inventory management
- Tangible and Intangible tourism product documentation and data base

**d. Capacity Development, Skill Development & Knowledge management:**

- Special courses to address the skill gap at the destinations covered under the scheme.
- Short duration skill development training program in association with other schemes of GOI.
- Special courses to address the skill gap at the destinations covered under the scheme

**4.3 Inadmissible Component projects under the Scheme**

The assistance under this scheme shall not be admissible for the components such as below:

- i. Land acquisition for development
- ii. Resettlement and rehabilitation package,
- iii. Improvement / investments in assets / structures owned by private entities
- iv. Accommodation
- v. Rejuvenation/dredging/development of bunds of a water body (man-made & natural both)

- vi. Convention Centers / Golf Course / Aquamarine Parks /amusement parks/theme parks which shall be taken up for VGF under other schemes of the ministry.

#### **4.4 Preparation of DPR**

The DPR shall be prepared as per toolkit of Ministry of Tourism with focus on following points:

1. Carrying capacity of the destination and Physical planning in response to it.
2. Use of clean/renewable energy, eco-friendly materials & equipment, recycling & reuse shall be promoted.
3. Safety, security and internet connectivity measures shall be taken into consideration.
4. Showcasing of handicrafts, souvenir, local product development plans, performing arts of the area to be part of the DPR.
5. Adequate components for maintaining cleanliness at the destinations like solid waste management plan etc.
6. Procurement Plan for equipment and components which need to be installed after completion of appropriate civil works
7. Implementation PERT Chart in relation with installments of funds released by the Ministry under the scheme.
8. Public facilities created under the project shall have a robust Operation and Maintenance (O&M) Plan on pre fixed standards and have scope for third party evaluation.
9. No duplication/overlap of works with other schemes of Government of India.

A workshop of stakeholders should be held to discuss various aspects of project like sustainability/ environmental impact and its recommendations to be incorporated in the DPR

#### **4.5 Appraisal and Approval:**

- Conceptual Detailed Project Report (DPR) would be submitted to MoT.
- The project would be reviewed by Mission Directorate (MD) for recommendation to Central Sanctioning and Monitoring Committee.
- The project would be reviewed by Central Sanctioning and Monitoring Committee for sanction.
- In principle approval would be given for the project. However, funds would be released only after submission of work orders and other applicable clearances.
- For appraisal and approval of Way Side Amenities/ Toilet Blocks, committee would review the project separately.

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***Details of Institutional mechanism is at annexure I.***

#### **4.6 Implementation:**

- Swadesh Darshan being a central sector scheme will be implemented under overall control of Mission Director.
- Experts/Consultants may be engaged by executing agencies for detailed planning and designing/preparing DPR of the works/projects under the scheme.
- The implementing/ executing agency shall be responsible for timely implementation of the project/work with quality assurance of assets created
- The implementing agency shall appoint a Nodal Officer for implementation of project.
- The States/ UT Administration shall appoint a State Level Monitoring Committee for timely implementation of project.
- If there is any escalation/variation from approved DPR. SGs/ UT Administrations must inform MoT and seek its approval for the same before commencing work on the component.
- Land to be used for the project must be free from all encumbrances.
- Implementing Agency shall invite and finalize all tenders within stipulated time to enable MoT to release of installments of the project.
- Work for different phases of the projects shall be completed within the period stipulated in the respective sanction letters & monitoring framework.
- 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 for all tenders.
- Implementation of WSA/Toilet Block project would be done as per Annexure 2.

#### **5 Funding pattern**

- The Scheme is 100% centrally funded and efforts are 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.
- Suitable Public Private Partnerships to be taken up for improved sustainability of the projects.
- 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 including State Government's contribution towards land, rehabilitation package, O&M.
- The funds would be released to the Implementing Agency, under Swadesh Darshan Scheme. The funds shall be sanctioned 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.

- Funds would be released only after submission of copy of work orders and good for construction DPR by the implementing agency to the Ministry
- **Upto 10% funds shall be earmarked for IEC components** (like workshops, seminars, publications, stakeholder outreach, skill development etc.) & **Professional & Administrative Services.**

### 5.1 Disbursal of Funds

Funds would be released as under -

S. No.	Instalment	Percentage
1	1 <sup>st</sup>	30% of the project cost on submission of work orders, Good for construction DPR with GFC statutory approvals from respective agencies for construction initiation and detailed BOQs
2	2 <sup>nd</sup>	30% of the project cost after receipt of utilization certificate for the first instalment
3	3 <sup>rd</sup>	25% of the project cost after receipt of utilization certificate for the second instalment
4	4 <sup>th</sup>	10% of the project cost on completion of the work and receipt of utilization certificate
5	5 <sup>th</sup>	5% of the project cost after successful O&M of Toilet, TFC, Cafeteria facilities for one year as certified by an independent agency

*Implementing agencies can approach the Ministry of Tourism for release of next instalment of funds after submission of UC for 75% of released funds.*

## 6 Monitoring

1. Ministry of Tourism would periodically monitor the scheme through designated officers.
2. Both online & offline mode monitoring would be done.
3. Implementing agencies shall submit the updated Monitoring Framework by 5<sup>th</sup> of every month.
4. On the receipt of CC and UC for 3<sup>rd</sup> installment of funds released.
5. Third party service audit would be done for WSA/Toilet blocks for regular monitoring purposes.

## 7 Duration of scheme

At present the duration of Swadesh Darshan Scheme is till the 14<sup>th</sup> Finance Commission Period i.e. March 2020

## Annexure 1:

### Institutional Mechanism

1. **National Steering Committee (NSC):** A committee chaired by Hon'ble Minister of Tourism will consist of following indicative members:

1.	Secretary, M/O Tourism	Vice chairman
2.	Addl. Secretary, M/O Tourism	Member
3.	Financial Advisor, M/O Tourism	Member
4.	Secretary or his representative*, M/O Culture	Member
5.	Director General, ASI	Member
6.	Secretary or his representative*, M/O Urban Development	Member
7.	Secretary or his representative*, M/O Housing and Urban Poverty Alleviation (HUPA)	Member
8.	Secretary or his representative*, M/O Civil Aviation	Member
9.	Secretary or his representative*, M/O Skill Development	Member
10.	Secretary or his representative*, M/O Road Transport & Highways (RT&H)	Member
11.	Secretary or his representative*, M/O Shipping	Member
12.	Secretary or his representative*, M/O Power	Member
13.	Secretary or his representative*, M/O Environment & Forest (MoEF)	Member
14.	Secretary or his representative*, M/O Water Resources, River Development & Ganga Rejuvenation	Member
15.	Secretary or his representative*, M/O Rural Development	Member
16.	Secretary or his representative*, M/O DONER	Member
17.	Executive Director (Tourism & Catering), M/O Railways	Member
18.	Joint Secretary/Addl. Director General, M/O Tourism	Member Secretary

\* Not below the rank of Joint Secretary.

Other Ministries, if required, may also be represented as invitee members on case to case basis.

#### Key responsibilities of NSC:

- Enunciate the vision and chalk out the road map for the scheme and provide a platform for exchange of ideas;
- Oversee all operations, steer, review and monitor overall performance of the scheme and provide guidance on specific issues relating to the scheme;
- Recommend mid-course corrections in the implementation tools;
- Periodical oversight and review of proposed/ongoing projects.



## 2. Central Sanctioning & Monitoring Committee (CSMC):

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

1.	Secretary, MoT	Chairperson
2.	Financial Advisor, MoT	Member
3.	Additional Secretary, MoT	Member
4.	Joint Secretary/ADG, MoT (Member Secretary, NSC)	Member

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

## 3. Mission Directorate (MD):

Mission Directorate is headed by the Member Secretary, NSC as Nodal officer. Composition of the Mission Directorate is as under:

1.	Joint Secretary/Addl. Director General (Member Secretary, NSC)	Chairperson
2.	Financial Controller/ Chief Financial Controller	Member
3.	Secretary, Tourism of the concerned State/UT	Member
4.	Representatives of other concerned Ministries	Member
5.	Stakeholders (Travel Trade and Hospitality Industry)	Member
6.	Director/Deputy Director General, M/O Tourism	Member

### Key responsibilities of the Mission Directorate:

- Identification of projects in consultation with the State/UT Governments and other stakeholders;
- Appointment of the Project Management Consultant;
- Identification of implementing agencies for the project;
- Ensuring coordination with the State/UT Governments 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 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.

**4. Program Management Consultant (PMC):** The PMC is a National Level Consultant appointed by the Mission Directorate to provide technical support for implementation of scheme:

**Key Responsibilities of the PMC:**

- **Detailed Perspective Plans (DPPs)**  
Preparation of Detailed Perspective Plan (DPP) for the identified circuits, 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.
- **Project Identification**  
Identification of projects in the circuits on basis of site visits and consultations with the respective State Government/UT administration, local bodies, other stakeholders.  
These projects should be as per the guidelines of the scheme.
- **Detailed Project Reports (DPRs)**  
Vetting of Comprehensive DPRs prepared by the State/UT/MoT for circuits proposed under the scheme with respect to the following parameters:
  - Fulfillment of evaluation criteria as specified in the scheme.
  - Technical details including Site plans, building plans, sections, elevations and other details
  - Specifications and rates of schedule items as per relevant Schedule of Rates (SOR)
  - Quotations and specifications of Non-schedule items
  - PERT Chart and procurement plans
- Liaison with States/UTs/ Other stakeholders on a periodic basis.
- Maintenance of both online and offline system (MIS) for the scheme.
- Submission of periodical progress report to the Mission Directorate for monitoring of the projects;

## Annexure 2:

### Development of Way Side Amenity/ Toilet Development

Tourism related infrastructure/ services like toilets, wayside amenities are pre requisites to enhance tourist experience. Toilets en-route to the destinations are most important to be developed from tourist facility perspective. Way Side Amenities/ toilet facilities are being developed by Ministry of Tourism, in connection to destination/ circuit development under Swadesh Darshan and PRASAD Schemes. The Ministry of Road Transport and Highways is also developing way side amenities at selected sites along the National Highways. However, there is still huge gap between the demand and facilities available. It is also necessary that toilet facilities must be developed with certain basic standards.

The development of Way Side Amenities/ toilet block would also help in revenue generation for local community. Toilet blocks can be clubbed with small snack bars/shops, drinking water facility, souvenir shops etc. to make it economically viable & can be operated on PPP mode which in turn generate jobs for the locals in tourism industry.

#### Development Model

1. Identification of Brownfield & Greenfield Toilet development sites: Ministry of Tourism with the help of stakeholder and State Governments will formulate a list of Brownfield & Greenfield sites that can be taken up for development of toilets.
2. CAPEX (Capital Expenditure) & OPEX (Operational Expenditure) for development of Greenfield Toilet sites:
  - On identified sites, toilet block would be developed by owner.
  - CAPEX would be borne by Ministry of Tourism or other stakeholders (as applicable)
  - OPEX would be borne by Oil Companies, Travel and Tourism industry, CSR partners etc.
3. Following development models shall be adopted with CAPEX & OPEX options: -

Agency Name	Land	CAPEX funding	OPEX funding
Oil Companies	Oil Company/Owner	MOT	Oil Co.
CSR Partners	SG	MOT/ CSR Partner	CSR Partners

Travel & Tourism Industry	Owner	MOT/ T&T Industry	T&T Industry
National Level Agencies	SG/CG/ Agency	MOT/CG/Agency	T&T Industry/ CSR Partner

- OPEX for development of Brownfield Toilet sites: Operation expenditure of identified toilets shall entirely be borne by various stakeholders. However, it shall be monitored by MoT.

**Service & Construction Standards & Third party Audit**

Ministry of Tourism shall lay out building and operation service standards for development of both greenfield and brownfield toilets. The Agency/partner responsible for development of the toilet shall adhere strictly to the standards prescribed. This would enable the facility to be of world class stature.

Service standard benchmarking and model construction standards are imperative to have world class facility for visitors/ tourists. Different physical spatial plans may be executed depending upon its location and potential. Physical infrastructure development models:-

- Stand-alone Toilet block with drinking water kiosk (small unit).
- Toilet block with Snack bar/shop, souvenir shops (bigger unit like a small way side amenity)

Third Party Service audit on toilets developed would be conducted from MoT’s side to inspect service standards and to appraise Ministry on adherence of the same.

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