Study to Evaluate the Plan Schemes of 'Assistance to Central Agencies for Infrastructure Development'

Ministry of Tourism Government of India



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Executive Summary

The scheme focuses on infrastructure and destination development to meet present day infrastructure requirements. During the 11th plan period the scheme's focus has been to fund large projects of infrastructure or product development in an integrated manner. Master planning of destinations along with backward and forward linkages have been integrated, while increasing the total outlay for this sector substantially.

During the 11th plan, the scheme has funded projects across the states of Assam, Bihar, Madhya Pradesh, Delhi, Punjab and Rajasthan. A total of 11 projects have been evaluated including seven projects outlined in the terms of reference for the study. The scheme funds projects being operated by the central agencies. Quarter of the projects funded is completed and open to tourists presently.

Some of the projects successfully implemented are Delhi's 'Light & Sound Show at Purana Quila' & 'Reconstruction of Colonial Buildings at Red Fort', 'Conservation & Restoration of Quila Kothi', 'Development of Dubella District Museum in Khajuraho' in Madhya Pradesh, 'Construction of Hiuen Tsang Gram at Nalanda' in Bihar. Some of the constraints in implementation of projects range from delays in paper work, acquiring approvals for designs from nodal agencies, disbursement of funds on time, assistance in technical aspects, timely monitoring of projects, etc. After completion of projects recurring costs for project operation has been cited as a major constraint.

The projects have high tourism potential in terms of foreign and domestic tourist arrivals. Thus, there is a need for higher publicity of projects through visual and print media's. Appointment of a Project Monitoring Group (PMG) consisting of central and state tourism officials along with project specific experts should be mandatory. Projects need to be made time bound, with clear cut responsibilities delineated to concerned central agencies. There is a need to undertake detailed market viability / feasibility study considering the environmental, economic and social aspects. The concept of Public-Private partnerships needs to be promoted to generate investment and hassle-free implementations.



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Chapter One

ABOUT THE STUDY

Tourism in today's times is the most competitive sector with 155 countries around the world bracing up to welcome tourists. The UNWTO estimated 4% growth in 2011 to 982 million tourists worldwide, generating US\$1,030 billion in export earnings. India ranks 38 in world tourist arrivals¹. As per the Tourism Satellite Account for India (2002-03), the contribution of tourism in the Gross Domestic Product (GDP) and employment of the country, in 2007-08, has been estimated to be 5.92% and 9.24% respectively. There has been a concerted effort by the government of India to consolidate and encourage tourism industry in India through projects involving infrastructure development, mass publicity and awareness generation campaigns. The benefits of tourism to various stakeholder's in generating revenue as well as improved lifestyles is reiterated with the Planning Commission estimating 78 jobs per million rupees of investment in tourism related activities. The Planning Commission highlights the need to adopt "pro-poor tourism" for increasing net benefits to the poor².

Tourism growth demands for goods and services, which include tourism infrastructure and quality services to provide comfort and amenities to tourists. Tourism infrastructure is one of the important factors which influence tourist perceptions to a particular destination. Towards this end, the government of India in the Eleventh Plan period emphasized on schemes to develop and enhance tourist facilities and amenities while improving quality of service providers in the sector. Some of the major schemes run by the government included

- i. Product Infrastructure Development for Destination and Circuits (PIDDC)
- ii. Overseas Promotion and Publicity Including Market Development Assistance
- iii. Assistance to IHMs / FCI / IITTM / NIWS / NIAS / NCHMCT and Capacity
 - a. Building for Service Providers
- iv. Domestic Promotion and Publicity
- v. Assistance to Large Revenue Generating Projects
- vi. Incentives to Accommodation Infrastructure
- vii. Creation of Land Banks
- viii. Assistance to Central Agencies
 - ix. Market Research including Twenty Years Perspective Plan.

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¹ UNWTO Tourism Highlights, 2012 Edition, Pg -2

² Report of the Working Group on Tourism, 12th Five Year Plan



- x. Computerization and Information Technology
- xi. Others (Externally Aided Projects and Construction of Building for IISM)

The present study evaluates the scheme for 'Assistance to Central Agencies for Infrastructure Development' under the Eleventh Plan.

1.1 REVISED GUIDELINES OF SCHEME FOR ASSISTANCE TO CENTRAL AGENCIES FOR TOURISM INFRASTRUCURE DEVELOPMENT

1. Preamble:

Development of tourism infrastructure at tourism destinations could create a critical mass for achieving its targeted objectives and other socio-economic benefits to the society. The holistic development of tourism infrastructure at all important tourist destinations through Central Financial Assistance to the States/UTs may not be possible since, many of the potential destinations are under the jurisdictions/control of Central Agencies like ASI, Port Trusts in India, ITDC etc. and the overall development of places of tourist interest under their control may not be possible through their own resources and may require convergence of resources, expertise and experience for maintenance and management after development. In order to remove these shortcomings and to bring in the active participation of the Central Agencies, who own the assets of tourist interest and have potential, could be development, it is proposed to promote places of tourist interest under the control of the Central Agencies. The developmental work under this Scheme taken up by the Central Agencies should follow prescribed norms and the monuments/structure should be restored to its original form/condition. The restoration work should be done by the expert/specialized agencies duly approved by Central Agencies like ASI, Port Trust, and ITDC, etc. under their supervision. For the purpose of financial assistance under the Scheme, Central Ministries such as Railways will be treated as Central Agencies.

2. Scope of the Scheme:

The work for development of places of tourist interest, illumination and preservation of monuments and development of cruise terminals, etc. which are under the control of the Central Agencies like, Archaeological Survey of India, Port Trust of India, and ITDC etc. would qualify under the scheme. However, this is only an illustrative list. The focus under the scheme will be on the improvement of existing product and developing new tourism products to the world standard. It will also focus on Integrated Infrastructure Development of the tourist sites. These tourist sites/destinations would be carefully selected based on its tourism potential. The aim would be to provide all infrastructure facilities required by the tourists. Master Planning of these destinations and circuits will be undertaken so as to develop them in an integrated holistic manner. The aim will be convergence of resources and expertise through coordinated action with concerned agencies.



3. Funding Pattern of the Project:

The Ministry of Tourism would bear 100% of the project cost based on the project plan and estimates submitted, excluding the items which are the exclusive responsibility of the Central Agencies , as mentioned at para 4 below. While there may be no ceiling on the project cost, the amount of financial assistance by Ministry of Tourism, Government of India will not exceed Rs.25 crore. For Convention Centre, maximum funding of Rs. 5.00 crore may be provided to the Central Agencies. An MOU with Central Agency and other stakeholders should be formalized indicating the works to be undertaken by them and the responsibilities of management and maintenance of the assets created out of financial assistance.

4. Responsibilities of the Central Agencies:

The Central Agencies will be fully responsible for the following components of the project:

- i. Making the land available for development.
- ii. Implementation of rehabilitation package, where shifting of dwellings or commercial units is required. However, the Government of India would provide assistance for construction of Tourist Reception Centres including shopping complexes to house the displaced shops.
- iii. The Central Agency/the Implementing Agency will ensure that restoration work, if any, should be done by experts/specialized agencies only.
- iv. Operation, maintenance and management of the assets created.

5. The following activities/items may be taken up under the Scheme:

- a. Improvement of the surroundings of the destination. This would include activities like landscaping, development of parks, fencing, compound wall etc.
- b. Illumination of the Tourist destination and the area around and SEL Shows etc.
- c. Construction of public buildings which are required to be demolished because of implementation of the Master Plan.
- d. Illumination/Restoration/Refurbishment of the Monuments.
- e. Signage's and display boards showing Tourist Area Maps and documentation on places of interest at the locations.
- f. Tourist arrival centres, Réception Centres, Interprétation Centres
- g. Civic amenities at and around destination.
- h. Development of cruise terminals.
- i. Construction of Convention Centre.

6. Release of Funds:



The financial assistance sanctioned by the Ministry of Tourism under this scheme would be released to the Central Agency or the implementing agency in three instalments as per following details:

- First instalment 50% of the assistance amount at the time of sanction
- Second instalment- 30% of the sanctioned amount after utilization of the first instalment
- Third instalment- 20% of the sanctioned amount after utilization of the first and second instalment

7. Codal Formalities:

The Implementing agency shall follow all codal formalities while awarding contracts and procurement of equipment and ensure complete transparency in its transactions. The execution of projects would primarily be the responsibility of Central Agency. Funds will be provided to only those Central Agencies who already own the land on which Convention Centre can be constructed.

8. Management of Assets:

The infrastructure and assets created will be maintained and managed by the Central Agency or any other designated entity with no financial commitment to Ministry of Tourism, Government of India. (The sustainable maintenance and management plan for the assets to be created through Central Financial Assistance must be built into the project proposal for this purpose).

9. Exclusion:

The project selected for assistance under the Scheme would not be eligible for subsidy/financial assistance from other scheme(s) of Central Government or State Government. Similarly the projects which have already availed subsidy/financial assistance from any other scheme of the Central Govt. or State Government for the same activity would not be eligible for Government of India assistance under this Scheme.

10. Monitoring Committee:

This Committee would consist of one nominee each of the Ministry of Tourism, Government of India, Central Agency and the implementing agency if any. The Central Agency will submit physical and financial progress report to the Ministry on regular basis. The Agency will be responsible for completion of projects within the stipulated period. The Ministry of Tourism will review the implementation of the project periodically.



1.2 Scope of the Study

As per the scope outlined by the ministry the study focused on:

A. Assistance to Central Agencies for Infrastructure Development

- 1. Evaluating whether the scheme has been able to meet its objective.
- 2. Assessing the progress of the developmental works sanctioned under the scheme.
- 3. To examine the prescribed norms of developmental work and obtain a feedback of the central agencies involved, on the norms.
- 4. The assessment would also identify the constraints and difficulties faced in the implementation of the projects, if any, and the specific sources / reasons for such constraints; and
- 5. Based on such evaluation, formulate specific recommendations for bringing about improvements / modifications in the scheme for facilitating increased participation by various central agencies.

1.3 Research Approach and Methodology

The study is a pan India study covering various projects sanctioned by the Ministry of Tourism for development of infrastructure facilities at the destinations. The research methodology included secondary as well as primary research. Secondary research was conducted prior to collection of data from respondents. Primary research was carried across the various field sites using interview and focused group discussions to collect information. In order to collect comprehensive information a structured questionnaire was designed to capture qualitative and quantitative inputs. Face to face personal interviews and FGDs were conducted by AC Nielsen ORG MARG executives among various stakeholders as per the questionnaire. The data collected was scrutinized and validated to ensure the quality of the data collected.

1.4 Operational Methodology

AC Nielsen ORG MARG carried out personal interviews and FGDs among various stakeholders, policymakers, policy implementers and experts to get qualitative inputs. This enabled the acquisition of firsthand accounts of problems, experiences and opinions of stakeholders and beneficiaries and the performances of services delivered at the destination. It helped in highlighting the specific shortcomings, problem issues and policy/governance related recommendations.



Chapter Two

SURVEY FINDINGS

Assistance to Central Agencies for Infrastructure Development

The focus under this scheme is on improving the existing destinations and developing new tourism products with world class standards. For infrastructure and destination development, the Ministry of Tourism has been providing Central Financial Assistance to the state governments during the 9th Five Year Plan which resulted in strengthening of the infrastructure and product development of tourism destinations in the country. The scheme has been restructured during the 10th Five Year Plan to meet the present day infrastructure requirements. The past experience had been that a large number of small projects had been funded under the scheme, spreading the resources very thinly, which at times had not created the desired impact. The focus in the Eleventh Plan has been to fund large projects of infrastructure or product development in an integrated manner.

Under the revised scheme, the destinations are carefully selected based on the tourism potential. Master planning of these destinations is undertaken so as to develop them in an integrated holistic manner. The master plan is supposed to tie up all backward and forward linkages, including environmental considerations. Realizing the importance of destination development, the total outlay for this sector has been increased substantially. Important tourist destinations in each State, in consultation with the State Governments, are taken up for development. This includes activities ranging from preparation of master plans to implementation of the same. The destinations are selected in consultation with the State/UT Governments.

During the Eleventh Five Year Plan period the scheme has sanctioned 11 projects in the states of Assam, Bihar, Madhya Pradesh, Delhi, Punjab and Rajasthan. The Terms of Reference for the present study required 7 projects to be covered. However, the study has evaluated 11 projects, including the seven projects under ToR.

2.1 Evaluation of Scheme:

The scheme was designed to promote places of interest under the control of the central agencies. The projects under the study are being implemented by the agencies like the ASI, ITDC, CPWD, etc.



- The MoT has sponsored the activities with no fund allocation by state governments in any of the activities.
- Of 11 projects that have been approved during the Eleventh plan, four projects have been completed and are open for public use.
- Issues in completion / implementation range from procedural delays in completion of paper work and disbursement of financial aid, acquiring approvals and clearances from the nodal agencies, etc.

2.2 Facilities and Attractions Planned:

The total numbers of projects sanctioned under the scheme are:

S. No.	STATE	IMPLEM ENTING AGENCY	DETAILS	SOURCE OF INFORMATION (ON SCHEME)	EXPECTED USERS
1_	Bihar	CPWD	Construction of Hiuen Tsang Gram, Nalanda	Newspaper Advertisement	Students, Scholars & Tourists
2	Delhi	ITDC	Light & Sound Show at Purana Quila	Circular	Locals & Tourists
3	Delhi	J		Ministry Of Tourism Website	Indian Tourism Development Corporation
4	MP ASI Co		Conservation & Restoration of Quila Kothi	Beneficiaries	Government Employees, Ministers And VIP Guests
5	MP	CPWD	Development of Western Group of Temples, Khajuraho – Project could not be Implemented	Beneficiaries	Domestic & Foreign Tourists
6	MP	CPWD	Development of Dubella District Museum, Chattarpur	Beneficiaries	Domestic & Foreign Tourists
7	Punjab	ASI	Integrated Development of Bhatinda as a Tourist Destination	Beneficiaries	Tourists



8	Bihar	CPWD	Development of Niranjana River Front & Parikrama Path from Mahabodh Temple to Bragpodh, Bodh Gaya	Newspaper Advertisement, Ministry Website	Tourists, Pilgrims
9	Assam	ASI	Setting up of Sound & Light Show at Tatatal Ghar in Sibsagar	Beneficiaries	Tourists
10	Delhi	ITDC	Financial Assistance for Establishment of Digital Museum at Red Fort	Beneficiaries	Tourists
11	Rajasthan	ASI	Development of Dang Tourist Circuit as Tourist Destination	Beneficiaries	Domestic & Foreign Tourists

Table 1: Information on the Scheme

Though 11 projects were sanctioned during the 11th Five Year Plan (FYP), under the scheme, 7 projects were required to be covered we have covered 11 projects.

The primary sources of information about the scheme as given in table 1 for beneficiary states and nodal agencies are through Ministry of Tourism notifications, circulars, tourism website and newspapers.

The facilities planned under each of the projects are given below:

S. No.	STATE	IMPLEMENTING AGENCY	DETAILS	FACILITIES PLANNED	ATTRACTIONS
1	Assam	ASI	Setting Up Of Sound & Light Show At Tatatal Ghar In Sibsagar	Light & Sound Show	
2	Bihar	CPWD	Construction Of Hiuen Tsang Gram, Nalanda	Sanskriti Gram, Accommodation Unit & other modern Amenities	Special Architecture Feature
3	Bihar	CPWD	Development Of Niranjana River Front & Parikrama Path from Mahabodh Temple to Bragpodh, Bodh Gaya		
4	Delhi	ITDC	Financial Assistance for Establishment of Digital Museum at Red Fort	Digital Museum	
5	Delhi	ITDC	Light & Sound Show at Purana Quila	Sanctioned activities	Multimedia show depicting history



					of Delhi
6	Delhi	ASI	CFA for the project Special Repairs and Reconditioning of Colonial Building B-3,B-4 & L-5 At Red Fort under The Scheme for Assistance to Central Agencies for Tourism Infrastructure Development	To be converted into a digital museum after renovation (Archaeological Museum)	Digital Museum
7	MP	ASI	Conservation & Restoration of Kila Kothi	Sanctioned activities	Comfortable stay for guests
8	MP	CPWD	Development of Western Group of Temples, Khajuraho	Sanctioned activities	Separate entrance for tourists
9	MP	CPWD	Development of Dubella District Museum, Chattarpur	Sanctioned activities	Museum for Domestic & International Tourists
10	Punjab	ASI	Integrated Development of Bhatinda as a Tourist Destination	Modification of the fort	New Walls and park
11	Rajasthan	ASI	Development of Dang Tourist Circuit as Tourist Destination	Tourism facilities, Destinations	

2.3 Project Evaluation:

The project evaluation takes into account 11 projects out of 12 projects sanctioned under the scheme during the plan period. The assessment gives details for all the 11 projects in the following pages.

i) Light and Sound show at Purana Quila, New Delhi

Purana Quila is an important land mark destination in Delhi attracting domestic and foreign tourists through the year. The fort is under the supervision of the ASI. The proposed Light and Sound show has been undertaken by India Tourism Development Corporation in collaboration with private firms M/s Twos Film Company (Gurgaon) and M/s Modern Stage Services (New Delhi). The show depicts a multimedia program on the history of Delhi, held in the evenings in both English and Hindi. The shows are ticketed and have been well known attractions for tourists and the local people alike. The shows have been appreciated for the quality of performances matching international standards.

• Project Details:



The activities to be undertaken were:

- Hardware Equipment like Projectors
- Loud Speakers, Amplifiers
- Computers, Software
- Content Generation
- Artistic Direction
- Electrical Costing DB etc.

Project Funding and Financing:

The estimated project cost was Rs. 500 lacs. The project has been completed and is presently successfully running shows. The shows were launched in January 2011.

· Project Review and Status:

The project was satisfactorily completed on time.

Attribute	Views of the Respondent
Time taken for approval	On time
Limit of Financial Assistance	As per cost estimate financial
Amount of Paper Work Required	As per requirement

ii) Conservation and Restoration of Quila Kothi, Madhya Pradesh

The Quila Kothi is under the supervision of the Archaeological Survey of India. The project was implemented by M/s D.K.Jain Enterprises from Vidisha. The conservation of the Kothi to a V.I.P guest house was undertaken to accommodate high profile guests of state, ministers and government employees.

Project Cost and Financing:

The total project cost was estimated at Rs. 47.17 lacs. The project was completed at the scheduled time of March 2008 and is presently in running condition.

Project Details:

The activities undertaken were:



- Removal of debris north side of Quila kothi and bottom portion of verandah.
- ✓ Lowering of bulged Tilted settled stone beam stone pillar damaged masonry wall of verandah, terrace and parapet wall.
- Careful removal of old flag stone and old dead concrete from the Quila Kothi of floor, drawing room, guest room and gallery.
- Dismantling of food window and clear story window steel or wood second and firs floor of the building including dismantling of glazed tiles flushing cistern, WC pan of toilet bath, and guest room.
- Resetting of stone beam, pillar base of verandah including mending joint and providing stainless steel clamps
- Providing and fixing flag stone flooring lime concrete sand stone jail, chhaja stone.
- Excavation in foundation concrete in foundation RR masonry in foundation & plinth on link road side wall from Quila Kothi
- CR stone masonry in retaining wall beside the collapsible verandah above the beam & boundary including recess pointing.
- Providing and laying lime plaster on external facing of Quila Kothi parapet wall guest room internal face of Quila Kothi & first floor area.
- Reconditioning of interior and exterior part of the building including toilet block bath room guest room and door window work

Project Review:

The Quila Kothi was damaged which led to its reconstruction. This has also enhanced the view of Chanderi from the fort premises and gives a convenient accommodation for VIPs in Chanderi. After construction work was completed the Kothi has been handed over to the CPWD for its maintenance and routine running.

Issues and constraints cited were:

- ⇒ It was sited by the officials that there were no hassles in implementation of the project except for the delay in disbursement of funds in the second phase.
- ⇒ Supervision of project implementation and progress is necessary to complete the project on schedule as well as meet procedural delays in the process.
- ⇒ The issue of maintenance after hand over and successful implementation to concerned agencies is a precondition for sustainable implementation of the project.



iii) Development of Dhubela District Museum, Chattarpur, Madhya Pradesh:

An important relic of the Bundelkhand region, the Chhatrasal museum is located in a palace built by Maharaja Chhatrasal, who ruled Bundelkhand from 1671-1731. The museums houses inscriptions, copper plates, arms and artifacts form the period, sculptures from the Shakti cult and also a significant collection of Jain images.

Project Details:

The activities undertaken were:

- ✓ Improvement of Road Connectivity, Loading to the tourist site from National Highway Mausahaniya to Dhubela Museum 1.60 KM
- ✓ Improvement of the surrounding of the Destination Pathways, Development of Park, Lighting, Beautification of Museum Campus
- ✓ Improvement of the surrounding of the destination Construction of Compound wall at Mastani Mahal.
- ✓ Improvement of road connectivity leading to the tourist site from National Highway Kamalapat/Chatrashal Magbara/ Sheetal Gadi/ Maheba Gate.
- ✓ Improvement and beautification of Dhubela Talab at Dhubela
- ✓ Improvement of Road Connectivity, leading to the tourist site from National Highway Berchha Rani Magbara at Dhubela
- ✓ Improvement of Drinking Water Facilities
- ✓ Landscaping and beautification of Bhimkund Temple Group, Kamalapat Makabara, Chatrasahi Magbara and Sheetal Gadi at Dhubela
- ✓ Signage's

Project Cost and Financing:

The total cost of project was pegged at Rs. 441.30 lacs which was sanctioned by the Ministry of Tourism, Govt. of India to and implemented by Madhya Pradesh Tourism Development Corporation Limited (MPTDC). The project was completed on schedule in July 2011.

Project Review and Status:

The project was implemented in collaboration with Sakshi Associates, Bhopal; and S&S Construction, Bhopal under the supervision of MPTDC. The activities have been completed and the museum is open to visitors. The improvement of road connectivity has made the site accessible to tourists. The number of tourists has increased considerably. This has also given rise to small scale businesses around the site



generating incomes for the local people who are basically agriculture workers. The officials contacted opined the project should have implemented earlier.

Project Overview:

Attribute	Views of the Respondent
Scope & Coverage of the Scheme	Excellent for the tourism purpose
Time taken for approval	It should be done before
Limit of Financial Assistance	Ok
Amount of Paper Work Required	Ok
Is the scheme hassle free	N/A
Merits / Demerits of the scheme	Yes

iv) Repairs & Reconditioning of Colonial Buildings No. B3 & B 4 AT Red Fort, Delhi

The Red Fort is under the occupation of the Archaeological Survey of India (ASI). The buildings B3 & B4 were built in first decade of 19th century by the east India Company. The site was later under the occupation of the Indian Army which was then passed on to the ASI.

Project Details:

The renovation was carried out by Jain and Company under the supervision of the ASI. The buildings were in highly deplorable condition. The activities undertaken were:

- ✓ Taking out Asbestos sheet roofing/ to old damaged concrete; plaster etc.
- ✓ Structural steel work in single section fixed with connecting plates.
- ✓ Lakhori Brick masonry with lime mortar/ G. B. Masonry.
- ✓ Lime Plaster 12mm to 20mm with lime mortar/pointing work
- ✓ Colonial building B3,B4 all activities attached

Project Cost and Financing:

The total project cost was Rs. 3.67 cr in repairs and maintenance works which was sponsored by the Ministry of Tourism under the scheme. The project was timely completed.



Project Review:

Prior to project implementation the buildings were in dangerous condition which made the repair work very risky. The repairs were undertaken while preserving the original shape. The building was handed over to ITDC to begin a Digital museum, but due to technical constraints the project was cancelled. The building presently lies vacant.

The constraints cited were delay in receiving financial assistance. The team also had problems getting technical assistance for the renovation work carried out on such an old building in ruins.

Project Overview:

Attribute	Views of the Respondent
Scope & Coverage of the Scheme	Too Big
Time taken for approval	Too Long
Limit of Financial Assistance	Unlimited
Amount of Paper Work Required	No
Is the scheme hassle free	No
Merits /Demerits of the scheme	It is very beneficial for the conservational heritage buildings.

v) Hiuen Tsang Sanskriti Gram, Bihar

Hiuen Tsang Memorial is one of the major tourist attractions in Nalanda. Hiuen Tsang Memorial is erected in the memory of the famous Chinese traveler Hiuen Tsang. During the glorious days of Nalanda University, Hiuen Tsang came to study Buddhism and mysticism in India. He came in India in 633 AD i.e. during the Gupta period and stayed at Nalanda University for twelve years. He traveled the whole India during his stay at Nalanda. In order to protect and showcase the centre learning at Nalanda the Bihar government with a CFA from the Ministry of Tourism set up a model village by the name of 'Hiuen Tsang Gram' at Nalanda University, Bihar.

It has been designed as a memorial to celebrate the famous traveler teacher's contributions to recording India's history of the time. His descriptions on Indian polity, society and religion are rare documents of the period enlightening us of India's glorious



tradition of education of yore. It is one of the much visited sites in Nalanda University. The Nalanda museum receives 50, 000 visitors annually, including 4000 foreign tourists.

· Project Details:

The project activities include:

- 1. Guest House (16 AC rooms)
- 2. 25-suit type (Inner pathways)
- 3. Cultural open air theatre (100 people seating capacity)
- 4. Street lights
- 5. Tube wells and submersible pump
- 6. Two boutique stores
- 7. Kitchen room with stores rooms
- 8. Modern amenities

The project was undertaken by the CPWD in collaboration with the state tourism department, the cultural ministry and the Nav Nalanda Mahavir University. The project features were planned to meet needs of tourists, scholars and students visiting the university and the historic site.

Project Cost and Financing:

The estimated project cost sanctioned was Rs. 408.93 lacs over an area of 11.94 acres which was provided by the state government free of cost. The estimated cost included construction, equipment, manpower and working capital, etc. The project is on going and the expense incurred up to June 2012 was Rs. 407.74 lacs.

• Project Status:

The project is not complete, although the target date for completion was in 2011. The project targets completion by October 2012. All types of modern amenities have been installed, except for fire fighting system that is yet to be set up.















· Project Review:

The project is running beyond schedule. The delays identified were

- ⇒ Disbursal of funds not on time
- ⇒ The architecture designs of the proposed site were delayed due to delay in communication and involvement of multiple agencies independent of each other.
- ⇒ Monitoring of the project has been lackasidal thus, leading to delays
- ⇒ Assistance on technical aspects was a problem



Attribute	Views of the Respondent
Scope & Coverage of the Scheme	Good
Time taken for approval	Average
Limit of Financial Assistance	Average
Amount of Paper Work Required	Average
Is the scheme hassle free	Average
Merits / Demerits of the scheme	Average

vi) Development of Western Group of temples, Khajuraho

Khajuraho is a famous World Heritage site in Madhya Pradesh, built over a period 200years from 950-1150 AD by the Chandela Rajput kings who had their capital at Kalinjar fort, which was later shifted to Mahoba, presently in Uttar Pradesh.

Project Details:

The project activities to be undertaken under the project were:

- Construction of WBM road from main road to T Junction
- Construction of C. C. Road with Panna Stone from T Junction to new entrance
- Construction of C. C. Road with Panna Stone from T Junction to Chousath Yogini
- Desilting of Shiva Sagar Lake
- Construction of Two Numbers Culvert
- Pitching of Bund West side of Shiva Sagar lake

• Project Review:

The site is under the Archaeological Survey of India. The development work is being undertaken by the CPWD under the supervision of ASI. The target date for completion is March 2012, but the actual date of completion was March 2008.

The project is presently stalled due to



- ⇒ Delay in disbursal of funds for project activities
- ⇒ The plans and designs prepared by the CPWD have not been approved by the ASPA, Bhopal.

vii) Integrated Development of Bhatinda as a Tourist Destination

Bhatinda nicknamed 'City of Lakes' is an important industrial hub in Punjab. The project objectives included multiple developments of the city infrastructure and facilities to promote it as a tourist destination. The activities planned were:

- o At the Bhatinda Fort:
 - Wall
 - Street
 - Rolling
 - Outer Rolling
 - Park
 - Shed
 - Road
 - Street Lighting
- o At Mandir Maiser Khana:
 - Shed
 - Road
 - Street Lighting
- At Zoo Beer Talab:
 - Main entry gate including ticketing counter
 - Civil Construction
 - Installation of Borewell and RO system
 - Construction of Watch Towers
 - Construction of Public Toilets
 - Construction of Machan
 - · Construction of Cafeteria

Project Cost & Financing:

The total cost of the projects as per different section heads are as follows:



- ➤ The total Project cost at Bhatinda Fort: Rs. 50 lacs
- ➤ Project cost at Maiser Khana is Rs. 40 lacs to be implemented by BDA.
- ➤ Project Cost at Zoo and Beer Talab was estimated at Rs. 65.78 lacs of which Rs. 31.42 lacs as in July 2012, has been released to the Chief Wildlife Warden.

Project Review & Status:

- ✓ The Bhatinda fort is under the supervision of the ASI. The work has been stalled
 and the ASI has been issued a letter to refund the funds to the Ministry of
 Tourism due to non completion of the project. The Punjab Heritage and Tourism
 Promotion Board, Dept. of Tourism, Punjab has demanded more funds for
 completion of the works at the fort. Another issue stated was the delay in
 disbursal of funds to the implementing agencies thus causing delay and closure of
 the project.
- ✓ The Maiser Khana project has been completed on time. The renovation has attracted higher number of tourists to the site. The constraint sited was the delay in disbursal of funds which led to delay in completion of one of the sections of construction. The total expenses incurred were Rs. 82.5 lacs.
- ✓ The Zoo and Beer Talab has been completed recently and the number of tourists
 has increased with the better facilities available at the site. There has been a delay
 in disbursement of funds, thus causing delay in project completion.

viii) Development of Niranjana River Front & Parikrama Path from Mahabodh temple to Bragpodh, Bodh Gaya

The project has been stalled due to unavailability of land. The state government has not provided the same due to which the project is now stalled and funds may not be released any further for the project.

ix) Light & Sound Show at Tatatal Ghar, Sibsagar

This project is also stalled as the plans and drawings have still not been approved by ASI as informed by the Assam Tourism Development Corporation.

x) Establishment of Digital Museum at Red Fort, New Delhi

The project has been deemed technically unfit as the technology for the same is not presently available in the country. ITDC has surrendered the funds to Ministry of Tourism, Govt. of India in June 2012.



xi) Development of Dang Tourist Circuit as tourist destination

The project was never initiated since no funds or communication was received from Ministry of Tourism.

2.4 Conclusion – Overview of the Project:

1. Coverage of the Scheme:

The projects sanctioned under the scheme are in conjunction to the scope mentioned in the revised guideline. During the Eleventh Plan period 12 projects have been sanctioned of which only four projects have been successfully implemented and are presently open to tourists. There is a lack of convergence of resources and coordinated efforts by the nodal agencies involved in implementation of the projects.

2. Project Implementation:

- The revised guideline outlines in Clause 4 the provision of making land availability of projects by the central agency. It has been observed during the study that the project 'Development of Niranjana River Front & Parikrama Path from Mahabodh Temple to Bragpodh, Bodh Gaya' in Bihar, has been stalled due to non availability of land. The land was to be made available by the state government which has been unable to do so due to local resistance.
- An important issue in implementation has been the delay in paper work and receiving technical assistance for the project.
- Clause 2 in the guidelines on the scope of the project mentions for convergence of resources and expertise through coordinated action with concerned agencies. However, it has been observed in the study that project implementation has been delayed or else stalled due to variance in procedures and delays in approvals in case of multiple stakeholder involvement. Project implementation has been affected in projects involving multiple organizations such as ASI, CPWD, state tourism departments have been greatly affected due to the variance of resources. The Development of the Western Group of Temples at Khajuraho has been delayed due to delay in approval of designs by ASPA prepared by the CPWD. The 'Setting up of Sound & Light Show at Tatatal Ghar in Sibsagar' has also been stalled due to non approval of designs prepared by the Assam Tourism Development Corporation (ATDC) by the ASI.
- Non availability of technology led to cancellation of project as in the case of 'Establishment of Digital Museum at Red Fort'.



3. Financial Limits:

It has been observed that the project implementation has been delayed due to delays in disbursement of funds (construction of Hiuen Tsang Gram, the Red Fort repair and reconditioning project, Integrated development of Bhatinda as a tourist destination, etc) for projects either by the state tourism department or the implementing organization. Delays in implementation have resulted in increase in financial costs of the projects.

4. Procedural Aspects:

The management of assets as mentioned in the revised guidelines has to be managed by the central agency. The project evaluation pointed out to the constraints in funds for management of destinations in projects such as at Kila Kothi which is being maintained by CPWD, although Clause 8 specifies for a sustainable management plan created through the CFA, which must be built in the project proposal. In most of the projects sanctioned there have been delays in acquiring approvals and timely disbursal of paper work by the concerned nodal agencies. The monitoring of the projects by the nodal agencies and the state tourism departments is not satisfactory. Timely monitoring of projects would have helped in timely implementation of the projects.

2.5 Suggestions for modifications to the Projects:

S. NO.	STATE	IMPLEMENTING AGENCY	DETAILS	SUGGESTED CHANGES / MODIFICATIONS
1	Assam	ASI	Setting up of Sound & Light Show at Tatatal Ghar in Sibsagar	Speedy processing of formalities and approvals
2	Bihar	CPWD	Construction Of Hiuen Tsang Gram, Nalanda	 Light & Sound system, if introduced, would increase tourist interest in the project Separate fund allocation, if provided to this project, can be utilized in development of Boudh art in the guest house More land should be handed over to Sanskrit gram for development of



				formation to contact a magnification
				further tourist amenities
3	Bihar	CPWD	Development of Niranjana River Front & Parikrama Path From Mahabodh Temple to Bragpodh, Bodh Gaya	Land allotment at the earliest
4	Delhi	ITDC	Financial Assistance For Establishment of Digital Museum at Red Fort	The project was deemed not technically viable, ITDC has surrendered back to Ministry of Tourism, Government of India, and the funds in June 2012.
5	Delhi	ITDC	Sound & Light Show at Purana Quila	No changes are suggested.
6	Delhi	ASI	CFA For The Project Special Repairs and Reconditioning of Colonial Building B- 3,B-4 & L-5 at Red Fort Under the Scheme for Assistance to Central Agencies for Tourism Infrastructure Development	The scheme needs to be changed a bit for better financial assistance, so that the repairs and conservation of the heritage buildings can be done in time and also be managed properly.
7	MP	ASI	Conservation & Restoration of Kila Kothi	Suggested changes are: 1. Financial assistance should be on time 2. Inspection by head office should be from time to time 3. Supervision of work by higher authorities will help in faster completion of work 4. Regular maintenance procedure should be in place after handover of



				the project to concerned agencies
8	MP	CPWD	Development of Western Group of Temples, Khajuraho – Project could not be Implemented	No changes are suggested.
9	MP	CPWD	Development of Dubella District Museum, Chattarpur	After completion of all activities, a maintenance fund should be released on a regular time interval for sustainability of the project.
10	Punjab	ASI	Integrated Development of Bhatinda as a Tourist Destination	Sufficient fund should be provided at the specified time for the continuous progress of work.
11	Rajasthan	ASI	Development of Dang Tourist Circuit as Tourist Destination	No Fund Or Communication Received From Ministry Of Tourism, Government Of India. Therefore Project Not Started (Letter enclosed).

2.6 Recommendations for Central Agencies for Tourism Infrastructure Development

- 1. The projects identified are of national importance and have potential to increase tourist inflow and increase revenue. The projects thus, identified should rope in various state tourism departments and nodal agencies to increase the visibility of the projects.
- 2. There is a need for wider coverage and publicity of the various projects to increase the visibility and thus the number of tourists visiting the sites.
- 3. Detailed market viability studies in terms of demand-supply ratio and availability of technology should be carried out prior to planning and acquiring funds under the scheme by the central agencies. The project focus should be on increasing the socio-economic and environmental impacts of the projects in and around the respective locations. The projects should involve the local communities at various



stages of implementation as well as in the maintenance and upkeep of the sites after completion.

- 4. There is a need to initiate higher participation of the private players from industry and civil society in creating investment opportunities and partial running of projects on Public-Private partnership models.
- 5. A location study also needs to be carried out to know the existing tourist traffic and the proposed tourist traffic by taking into account the connectivity of the project from the town or nearby area so as to determine the viability.
- 6. Coordination and convergence of resources between various departments and nodal agencies involved is a necessary precondition for the successful implementation of a project as observed in the delays caused by the delay in approvals in projects requiring multiple authorization (

Operational Dynamics:

- 7. As per Clause 10, appointment of project monitoring committee should be made mandatory for every project. The committee should also include a technical expert on the subject who can provide technical assistance to the implementing organization.
- 8. Project should be made strictly time bound adhering to timelines with clear cut responsibilities delineated to the implementing central agency, forfeiting which penalties should be levied to the concerned parties. The project progress and outcomes should be monitored timely commensurate to the period of implementation by the project monitoring committee as well as the central and state tourism departments.
- 9. The disbursement of funds should be made timely to the implementing organizations to avoid project delays and escalation of costs. After completion of projects, the costs of maintenance should be clearly outlined and grants in aid for maintenance should be put in place.



10. The guidelines should specify for land acquisition and approval of projects to be undertaken prior to implementation in addition to responsibilities mentioned in Clause 4 of the revised guidelines.



ANNEXURE I – Questionnaire

ASSISTANCE TO CENTRAL AGENCIES FOR TOURISM INFRASTRUCTURE <u>DEVELOPMENT</u>

1.	Name of the Agency:
2.	Title of the Project::
3.	How did you come to know about this scheme:
	MOT Website Circular wspaper Advt Beneficiaries
4 .	Please give a detailed description of the Project: Facilities Planned:
	> Expected Users:
	> Attractions:
	> Collaborating Agencies, if any:
	Please mention the activities undertaken for this Project:
a	
b	
С	
d	
e	



f	 	 	
g			
h		 	

6. Please give details of cost estimates:

Estimate Head	Amount (in INR)
Land	
Construction	
Equipment	
Manpower Costs	
Working Capital	
Maintenance Cost	
Other Developmental costs	

7. Please give details of implementation:

SI. No.	Activity Name	Target Date/ Expected Date (For ongoing)	Actual Date Completion	
140.	Activity realife	Date (i or origonia)	Completion	Delay
1				
2				
3				
4				
5				
6				



7		
8		
9		
10		

8.	(For completed projects) How would you describe the Impact of this project, in general? Please give reasons.			

9. Did you face any problem in any the following categories, while implementing the project/ scheme?

	Faced Problem	Exact Problem	Suggested
Category	(Yes/No)	Faced	Solution
Assistance on the Scheme			
Completion of Formalities			
Meeting conditions of the scheme			
Receiving Financial assistance			
Assistance on technical aspects			
Receiving critical inputs			
Getting required equipments			
Any Other (Please specify)			



Any Other (Please specify)	

10. What is your opinion on the following aspects?

Attribute	Views of the Respondent
Scope & Coverage of the Scheme	
Time taken for approval	
Limit of Financial Assistance	
Amount of Paper Work Required	
Is the scheme hassle free	
Merits / Demerits of the scheme	
Any other	

Please suggest changes or modification in this scheme to make it better (in regards to scope, eligibility, financial assistance, implementation procedure, etc.). Please provide your reasons for the suggestions.			



Annexure II – Collaborating Agencies

S. NO.	STATE	IMPLEMENTING AGENCY	DETAILS	COLLABORATING AGENCIES
1	Assam	ASI	Setting Up Of Sound & Light Show At Tatatal Ghar In Sibsagar	Assam Tourism Development Corporation.
2	Bihar	CPWD	Construction Of Hiuen Tsang Gram, Nalanda Ph-Ii	State Tourism Department, CPWD, Ministry of Tourism (Government of India), Culture Ministry
3	Bihar	CPWD	Development Of Niranjana River Front & Parikrama Path From Mahabodh Temple To Bragpodh, Bodh Gaya	Government Of Bihar
4	Delhi	ITDC	Financial Assistance For Establishment Of Digital Museum At Red Fort	Did not get the right partners
5	Delhi	ITDC	Sound & Light Show At Purana Quila	M/S Twos a Film Company (Gurgaon) & M/S Modern Stage Services (New Delhi)
6	Delhi	ASI	CFA For The Project Special Repairs And Reconditioning Of Colonial Building B-3,B-4 & L-5 At Red Fort Under The Scheme For Assistance To Central Agencies For Tourism Infrastructure Development	Jain & Companies
7	MP	ASI	Conservation & Restoration Of Kila Kothi	M/S D.K. Jain Enterprises, Vidisa
8	MP	CPWD	Development Of Western Group Of Temples, Khajuraho – Project Could Not Be Implemented	CPWD
9	MP	CPWD	Development Of Dubella District Museum, Chattarpur	Sakshi Associate (Bhopal) & S & S Construction





				(Bhopal)
10	Punjab	ASI	Integrated Development Of Bhatinda As A Tourist Destination	ASI
11	Rajasthan	ASI	Development Of Dang Tourist Circuit As Tourist Destination	No Fund Or Communication Received From Ministry Of Tourism, Government Of India. Therefore Project Not Started (Letter enclosed).



Annexure III – Implementation Time

S. NO	STATE	IMPLEMENTI NG AGENCY	DETAILS	IMPLEMENTATI ON TIME	REASON FOR DELAY
1	Assam	ASI	Setting Up Of Sound & Light Show At Tatatal Ghar In Sibsagar		Plans not approved by ASI
2	Bihar	CPWD	Construction Of Hiuen Tsang Gram, Nalanda Ph-Ii	The project work is still going on. The scheduled year of completion for the project was 2011 but the project work is expected to be completed by October 2012.	The reasons for delay were 1. Fund disbursal not being on time 2. Approval on architecture 3. Delay in time to time monitoring
3	Bihar	CPWD	Development Of Niranjana River Front & Parikrama Path From Mahabodh Temple To Bragpodh, Bodh Gaya	2011. projected to be completed by Oct'2012	Unavailabi 2 lity of land
4	Delhi	ITDC	Financial Assistance For Establishment Of Digital Museum At Red Fort	Funds refunded in Ju	ne 2012
5	Delhi	ITDC	S&I Show At Purana Quila	The project work got completed in September 2010 and the Light and Sound show was launched	No Delay



				in January 2011.	
6	Delhi	ASI	CFA For The Project Special Repairs And Reconditioning Of Colonial Building B-3,B-4 & L-5 At Red Fort Under The Scheme For Assistance To Central Agencies For Tourism Infrastructure Development	The project was completed on time.	No Delay
7	MP	ASI	Conservation & Restoration Of Kila Kothi	The project was completed on time.	No Delay
8	MP	CPWD	Development Of Western Group Of Temples, Khajuraho — Project Could Not Be Implemented	All the activities were scheduled to get completed by March 2008 but the expected date of completion for all the sanctioned activities for this project is March 2013.	The reasons for delay were 1. Fund allocation and disbursal not being on time 2. Drawing of the projects not being approved by the ASPA (Bhopal)
9	MP	CPWD	Development Of Dubella District Museum, Chattarpur	The project was completed on time.	No Delay





10	Punjab	ASI	Integrated Development Of Bhatinda As A Tourist Destination	The project wprk is stopped at present and expected date of completion of project is not known by the authorities implementing the project.	Required funds for developmen t of fort have not been received and due to this the work has been stopped.
11	Rajasthan	ASI	Development Of Dang Tourist Circuit As Tourist Destination	No Fund Or Communication Received From Ministry Of Tourism, Government Of India. Therefore Project Not Started (Letter enclosed).	



Annexure IV – Impact of Project

S. NO.	STATE	IMPLEMENTING AGENCY	DETAILS	IMPACT OF THE PROJECT
			0.11. 11. 0.0	
1	Assam	ASI	Setting Up Of Sound & Light Show At Tatatal Ghar In Sibsagar	The Plan and the Drawing still has not been approved by ASI, hence project is under process – as per Assam Tourism Development Corporation.
2	Bihar	CPWD	Construction Of Huen Tsang Gram, Nalanda Ph-Ii	The project is ongoing and hence impact of the project cannot be determined at this stage.
3	Bihar	CPWD	Development Of Niranjana River Front & Parikrama Path From Mahabodh Temple To Bragpodh, Bodh Gaya	Land Has Not Been Made Available By The Government Of Bihar. Therefore Fund Not Released And Project Not Started (Letter Enclosed)
4	Delhi	ITDC	Financial Assistance For Establishment Of Digital Museum At Red Fort	The project was deemed not technically viable, ITDC has surrendered back to Ministry of Tourism, Government of India, and the funds in June 2012.
5	Delhi	ITDC	Sel Show At Purana Quila	Impact is determined as good at present and is promising since the light and sound show is one of a kind in India as has been developed maintaining international standards.
6	Delhi	ASI	CFA For The Project Special Repairs And Reconditioning Of Colonial Building B-3,B- 4 & L-5 At Red Fort Under The Scheme For	The project is ongoing and hence impact of the project cannot be determined at this stage.



			Assistance To Central Agencies For Tourism Infrastructure Development	
7	MP	ASI	Conservation & Restoration Of Kilakothi	The work is complete for this project but the shifting of the museum is yet to take place. The impact of the project can then only be determined.
8	MP	CPWD	Development Of Western Group Of Temples, Khajurao – Project Could Not Be Implemented	The kothi was totally damaged before and after the project got completed the attractiveness of the area surrounding the Quila has got enhanced. Before this project, there was not place for VIPs to stay in the Chanderi.
9	MP	CPWD	Development Of Dubella District Museum, Chattarpur	Tourist interest has increased in the museum and tourists travelling from Jhansi to Khajuraho have started visiting the Historical place.
10	Punjab	ASI	Integrated Development Of Bhatinda As A Tourist Destination	The work on this project has been stopped and the project is not yet complete, hence, the impact of the project cannot be determined at present.
11	Rajasthan	ASI	Development Of Dang Tourist Circuit As Tourist Destination	No Fund Or Communication Received From Ministry Of Tourism, Government Of India. Therefore Project Not Started (Letter enclosed).



Annexure V— Problems faced in Implementation of Projects

S. NO.	STATE	IMPLEMENTING AGENCY	DETAILS	PROBLEMS FACED
1	Assam	ASI	Setting Up Of Sound & Light Show At Tatatal Ghar In Sibsagar	The Plan and the Drawing still has not been approved by ASI, hence project is under process – as per Assam Tourism Development Corporation.
2	Bihar	CPWD	Construction Of Huen Tsang Gram, Nalanda Ph- Ii	The problems faced are primarily - non-receipt of funds on time, assistance on technical aspects of the project like architecture and in monitoring of the project work.
3	Bihar	CPWD	Development Of Niranjana River Front & Parikrama Path From Mahabodh Temple To Bragpodh, Bodh Gaya	Land Has Not Been Made Available By The Government Of Bihar. Therefore Fund Not Released And Project Not Started (Letter Enclosed)
4	Delhi	ITDC	Financial Assistance For Establishment Of Digital Museum at Red Fort	The project was deemed not technically viable, ITDC has surrendered back to Ministry of Tourism, Government of India, and the funds in June 2012.
5	Delhi	ITDC	Light and Sound Show At Purana Quila	No problems were faced in the implementation of this project.
6	Delhi	ASI	CFA For The Project Special Repairs And Reconditioning Of Colonial Building B-3,B-4 & L-5 At Red Fort Under The Scheme For	The areas where problems were faced by the implementers in this project are: 1. Receiving financial assistance on time



			Assistance To Central Agencies For Tourism Infrastructure Development	2. Receiving critical inputs3. Receiving assistance on the scheme itself
7	MP	ASI	Conservation & Restoration Of Kila Kothi	The only problem that the implementers of this project faced was receiving financial assistance on time. An amount of 27 lakhs was not released on time.
8	MP	CPWD	Development Of Western Group Of Temples, Khajuraho – Project Could Not Be Implemented	The areas where problems were faced by the implementers in this project are: 1. Receiving financial assistance on time 2. Receiving technical assistance
9	MP	CPWD	Development of Dubella District Museum, Chattarpur	No problems were faced in the implementation of this project.
10	Punjab	ASI	Integrated Development Of Bhatinda As A Tourist Destination	The only problem that the implementers of this project faced was receiving financial assistance on time. The suggested solution to the problem, as expressed by the implementer is that Fund disbursal should be on time.
11	Rajasthan	ASI	Development Of Dang Tourist Circuit As Tourist Destination	No Fund Or Communication Received From Ministry Of Tourism,