

Government of India  
Ministry of Tourism  
(Market Research Division)

Report on

**EVALUATION OF THE PLAN SCHEME - PRODUCT INFRASTRUCTURE  
DEVELOPMENT AT DESTINATIONS AND CIRCUITS (PIDDC)**



Prepared By:



**REPORT ON  
EVALUATION OF THE PLAN SCHEME  
PRODUCT INFRASTRUCTURE DEVELOPMENT AT DESTINATIONS AND  
CIRCUITS (PIDDC)**

**Submitted to**  
Government of India  
Ministry of Tourism, Market Research division  
C-1 Hutments, Dalhousie Road  
New Delhi-110011  
Tel: 2301 3072  
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# CONTENT

## PAGE NO.

### PREFACE

### ABBREVIATIONS

### **EXECUTIVE SUMMARY**..... **I-XIV**

### **CHAPTER I: INTRODUCTION**..... **1**

1.1 BACKGROUND.....	1
1.2 PRODUCT/INFRASTRUCTURE DEVELOPMENT FOR DESTINATIONS AND CIRCUITS (PIDDC) SCHEME	2
1.3 ASSISTANCE FOR ORGANIZING FAIRS, FESTIVALS AND TOURISM RELATED EVENTS.....	3
1.4 EVALUATION OF THE SCHEMES UNDERTAKEN IN 11TH FIVE YEAR PLAN.....	3

### **CHAPTER II: DATA AND METHODS** ..... **4**

2.1 OBJECTIVES OF THE EVALUATION .....	4
2.2 SELECTION OF THE PROJECTS FOR EVALUATION.....	4
2.3 QUESTIONNAIRES FOR COLLECTION OF DATA.....	6
2.4 APPROACH ADOPTED IN IMPACT EVALUATION OF THE PIDDC SCHEME .....	6
2.5 SELECTION OF THE RESPONDENTS FROM DIFFERENT CATEGORIES OF STAKEHOLDERS.....	7
2.6 TRAINING FOR THE FIELD WORK.....	8
2.7 DATA QUALITY ASSURANCE .....	8
2.8 ANALYSIS OF DATA .....	9
2.9 REPORT WRITING.....	9

### **CHAPTER III: EVALUATION OF PIDDC SCHEME**..... **10**

3.1 BACKGROUND.....	10
3.2 AWARENESS OF THE PIDDC SCHEME AND THEIR SOURCES.....	10
3.3 MEASURES TAKEN FOR MAINTENANCE AND SUSTAINABILITY OF THE ASSETS CREATED .....	12
3.4 PROCESS OF DEVELOPMENT OF THE PROJECT PROPOSAL.....	15
3.5 EXPERIENCES OF IMPLEMENTATION OF THE PROJECT AND ITS CURRENT STATUS .....	16
3.6 IMPACT OF PIDDC SCHEME .....	21
3.7 CURRENT STATUS OF TOURISM INFRASTRUCTURE IN DISTRICTS/TOURIST SITES .....	28
3.8 SUGGESTIONS FOR STRENGTHENING THE PIDDC SCHEME .....	31

### **CHAPTER IV: EVALUATION OF FAIRS AND FESTIVALS**..... **35**

4.1 BACKGROUND.....	35
4.2 PLANNING OF THE FESTIVALS .....	36
4.3 IMPLEMENTATION OF THE FAIRS AND FESTIVALS.....	37
4.4 EXPENDITURE INCURRED AND INCOME GENERATED.....	37
4.5 IMPACT OF THE FESTIVALS.....	38
4.6 RECOMMENDATIONS.....	41

### **CHAPTER V: SUMMARY FINDINGS AND RECOMMENDATIONS**..... **44**

5.1 BACKGROUND.....	44
5.2 EVALUATION OF PIDDC SCHEME - IMPORTANT FINDINGS.....	44
5.3 RECOMMENDATIONS FOR PIDDC SCHEME.....	48
5.4 EVALUATION OF FAIRS AND FESTIVALS—IMPORTANT FINDINGS .....	50
5.5 RECOMMENDATIONS FOR GREATER EFFECTIVENESS OF THE FAIRS AND FESTIVALS .....	52

ANNEXURE I – STATE WISE LIST OF SAMPLE SELECTED FOR THE STUDY .....	55
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ANNEXURE II – QUESTIONNAIRES .....	74
------------------------------------	----

ANNEXURE III– STATE WISE LIST TO SELECTED FAIRS / FESTIVALS .....	75
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## PREFACE

The Ministry of Tourism (MOT), Government of India has been funding the states to build and strengthen the existing infrastructure at the tourist sites to make the destinations more attractive for tourism. Such efforts have been continuing since ninth five year plan in different and progressively more integrated fashion.. This centrally sponsored scheme focuses on integrated infrastructure development of tourism circuits/ destinations and also on the improvement of the existing products as well as development of new tourist products (PIDDC). In addition, the Ministry of Tourism also funds fairs/festivals as a step to promote tourism. The 11th five year plan made further efforts to strengthen this scheme so as to harness full potential of tourism sector by improving infrastructure.

These schemes have been very useful in increasing tourism in the country and in enhancing the contribution of tourism in the development of the country. It was therefore important to know how these schemes had performed in the 11th five year plan and whether they need to continue in future, in the same format or strengthened format, for better results.

We, at GfK MODE, feel privileged to have been entrusted responsibility to undertake a comprehensive evaluation of the scheme and make necessary recommendation to further strengthen it for their better impact on tourism and in the development of the country.

We will like to express our sincere thanks to the Department of Tourism, Government of India for all the support, both technical and logistical, they provided to us in the execution of this study. In the initial stages of its execution, support came from Dr R.N. Pandey, Addl. Director General (MR); Shri Ajay K. Gupta , Addl. Director General, Ms. Sandhya Singh and Ms. Neha Srivastava, both Deputy Directors (MR); we express thanks to them. In the report writing stage, useful comments came from Shri Parvez Dewan, Union Secretary of Tourism, Ministry of Tourism, Government of India, Shri C. Vishwanath, Additional Secretary and Financial Advisor (Tourism), and Shri R.K.Bhatnagar, ADG (MR) on the draft report. These comments helped us in finalization of the report. We express thanks to them. We also thank Mr. S.K Mohanta, DPA GR “B” (MR), Ministry of Tourism for extending his support from time to time. Without their support, it would not have been easy for us to complete the study.

We, at GfK MODE hope that the Ministry of Tourism, Government of India, finds the findings and recommendations useful for strengthening the scheme PIDDC. We feel that utilization of the recommendations will help it to further strengthen the scheme to promote tourism in India and achieve the ultimate goal of the Ministry of Tourism and increase satisfaction of the tourists during their visit to “Incredible India” of the first phase and “Find What You Seek” and “Go Beyond” of the second phase of campaign. If this study achieves these objectives, even partly, we will feel rewarded for the hard work of our team of people at GfK MODE . We will consider this as our small contribution in the development of our country.

Team of Social Division, GfK MODE  
N-161A, 1<sup>st</sup> Floor, Yusuf Sarai, Gulmohar Enclave  
Commercial Centre, Gautam Nagar

## ABBREVIATIONS

DOT	Department of Tourism, State level
MOT	Ministry of Tourism, Central Government level
PIDDC	Product Infrastructure Development at Destinations and Circuits
TOR	Terms of Reference
UC	Utilization Certificate
UT	Union Territories

## EXECUTIVE SUMMARY

### 1. Background

The Ministry of Tourism (MOT), Government of India has been funding the states to build and strengthen the existing infrastructure at the tourist sites to make them more attractive for tourism. Such efforts started in the ninth Five year plan in the form of financial assistance for specific activities like construction of budget accommodation, tourist complexes etc. These individual activities were pooled into full-fledged scheme in the 10th five year plan so that the states could request funds for building/improvement of the tourist sites in more integrated/comprehensive fashion. This scheme of the 10th five year plan was further streamlined in the 11th five year plan. This plan made further efforts to harness full potential of tourism sector by improving infrastructure. This Centrally- sponsored scheme focuses on integrated infrastructure development of tourism circuits/destinations and also on the improvement of the existing products of the Ministry as well as development of new tourist products (PIDDC).

The states could also get funds if they organize fairs/festivals to invite the tourists. This scheme aims at promoting tourism –people will come to enjoy fairs/festivals and will ultimately convert to be tourists.

The Ministry of Tourism, Government of India is interested in evaluation of the scheme (Product Infrastructure Development for Destinations and Circuits) of the 11th five year plan so as to (i) assess impact of the scheme, and (ii) learn lessons to further strengthen/modify the scheme in the next plan periods for improved impact on tourism.

The agency, GfK MODE, was selected, after due tendering process, to undertake this evaluation in 16 states and two UTs; all the mega projects funded in the 11<sup>th</sup> five year plan were also to be evaluated. **This report presents findings of this evaluation.**

### 2. Data & Methods

#### 2.1 Objectives of the Evaluation

The objectives of the study, listed in the Terms of Reference (TOR) document of the Ministry of Tourism, are.

1. To evaluate the impact and effectiveness of the scheme in terms of the following parameters:
  - Tourist arrival
  - Creation of infrastructure like accommodation units, travel agencies, guides services etc.
  - Employment generation
  - Income creation, socio-economic upliftment of local people
  - Overall development of the area

2. To evaluate the system of maintenance of various facilities created at the circuits/ destinations, and its sustainability
3. To get perceptions, experience and expectations of tourists, both foreign and domestic, about the circuit/destination, and the facilities
4. To make recommendations, in the context of the findings that flow from the study for making modifications in the scheme guidelines
5. To assess the awareness about the scheme amongst tourists/tour operators/travel agents/tourist guides etc.

## 2.2 Selection of the projects for evaluation

### 2.2.1 Number of the projects for evaluation

The Terms of Reference of the Ministry of Tourism had specified the following coverage of the projects:

<b>Projects supported in 11<sup>th</sup> five year plan</b>	<b>Required Coverage</b>
Mega projects	All in India
Circuits	3 in each of the 16 states and 1 each in two UTs
Destinations	2 in each of the 16 states and 1 each in two UTs
Fairs/festivals/tourism related events	2 in each of the 16 states
16 States are: Andhra Pradesh, Arunachal Pradesh, Assam, Gujarat, Himachal Pradesh, , J&K, Kerala, Madhya Pradesh, Manipur, Nagaland, Odisha, Rajasthan, Sikkim, UP, Uttarakhand, and West Bengal	
2 UTs are: Delhi and Chandigarh	

In all, 151 projects, spread over 35 Mega projects, 50 Circuits, 34 Destinations and 32 Fairs/festivals were covered in the impact evaluation.

### 2.2.2 Selection of the projects

Two criteria were specified for the selection of the projects for evaluation:

- Completed projects should be the first priority; if the required number is not available, then the ongoing ones will be selected
- Selection should be done by order of sanctioned amount.

The website of the MOT was searched for developing three sampling frames of all the three categories of the projects, circuits, destinations and fairs & festivals, sanctioned under PIDDC and tourism related events during the 11<sup>th</sup> five year plan. The required number of projects were selected on the basis of criteria listed in the document of the MOT.

### 2.3 Questionnaires for collection of data

The following questionnaires were developed for interviews:

(1) For evaluation of the impact of Mega projects, Circuits and Destinations

- Questionnaire for district level officer
- Questionnaire for Tourist Office/Reception Office at the site
- Questionnaire for Tourist Guides
- Questionnaires for Hotels/Guest Houses
- Questionnaire for Travel Agents/ Tour Operators
- Questionnaire for Bus/Taxi Operators
- Questionnaire for Restaurants
- Questionnaire for Gift/Souvenir Shops
- Questionnaire for Tourists

(2) For evaluation of the impact of Fairs/Festivals

- Questionnaire for Officers responsible for organization/coordination of Fairs/Festivals
- Questionnaire for Hotels/Guest Houses near the place of Fairs/festivals

### 2.4 Approach adopted in impact evaluation of the PIDDC scheme

In view of the large number of projects and the stated objectives of the study “Impact Evaluation of the scheme PIDDC”, it was decided that the evaluation will be for PIDDC scheme (by pooling data collected for all the three categories of projects-Mega, Circuits and Destinations) and for the fairs and festivals separately. This decision of combining three categories of projects was taken in view of the fact that objective of the study was to evaluate the PIDDC scheme and from the fact that combining all the projects will have sample size large, with the result that the computed indicators will have more reliable and stable estimates of parameters.

### 2.5 Selection of the respondents from different categories of stakeholders

While looking at the project proposals for which assistance was given, it was found that some circuits and mega circuits were spread over several districts and there were several tourist sites covered within the districts covered by the selected projects. In view of the time limit and budget resources, all the districts in which a particular project was spread were covered but only two major (where fund commitment was the highest) sites within each district were covered. All efforts were made to select 10 stakeholders of each category and cover in a project, if more than 10 stakeholders existed within a radius of 10 Kms of the selected tourist circuit/destination. In case, their number was less than 10, they all were covered.

If the number of stakeholders were more than 10 in a parameter of 10 Kms, then 10 were selected with a statistically valid technique so that results of these questionnaires were representative of the category of the stakeholders. For this selection, the field teams made a listing of all the stakeholders within a radius of 10 Kms and sent to the research team in Delhi. The research team adopted a stratified random sampling to select the sample of stakeholder and the list was sent to the field teams for data collection.



## 2.6 Report writing

The report consisted of the following chapters and, Executive Summary, preceding them

- Chapter I: Introduction
- Chapter II: Data & Methods
- Chapter III. Evaluation of PIDDC scheme
- Chapter IV. Evaluation of Fairs and Festivals
- Chapter V: Summary Findings and Recommendations

## III. Results

### 3.1 Evaluation of PIDDC—Important findings

The evaluation of the PIDDC scheme is based on the study of **all the 35 mega projects, selected 50 Circuits and 34 Destinations** supported by the Ministry of Tourism, Government of India in the 11<sup>th</sup> Five Year Plan. They were spread over 24 states and two UTs. The data was collected from all the stakeholders at the selected tourist sites where the sampled projects were located. These stakeholders were:

#### Department of Tourism

- State/District Tourist Officers responsible for implementation or coordination/ monitoring the progress of work of the selected projects
- Reception offices/Ticket offices located at the site of the selected projects

#### Other Stakeholders

- Tourist Guides
- Hotels/Guest Houses
- Tour Operators/ Travel Agents
- Bus/ Taxi Operators
- Restaurants
- Souvenir shops
- Tourists

This section discusses the findings based on the data collected from all the stakeholders of these projects. The findings are presented in the following sections:

- Awareness of the PIDDC scheme and their sources
- Measures taken for maintenance and sustainability of the assets created
- Process of development of project proposal
- Experiences of the implementation of the project and its current status
- Impact of the PIDDC scheme
- Current status of tourism infrastructure in districts/where tourist sites were located, and
- Suggestions for strengthening the PIDDC scheme

### 3.1.1 Awareness of the PIDDC scheme

- Only 65 percent of the district/state tourism officers were aware of the PIDDC scheme. This percent looks to be too low, particularly as the projects sanctioned under the scheme were supposed to be implemented by them (District/State Tourist officer) or at least under their supervision though some of the officers might be new since projects being evaluated here might have been initiated in the beginning years of the 11<sup>th</sup> five year plan.
- The level of awareness of PIDDC was lower (45%) among the staff manning the Reception Centres/Ticket counters of the tourist sites being evaluated.
- This awareness was still lower among other stakeholders
- Regarding the source of awareness of the PIDDC scheme, district/state tourist officers got to know about the scheme from the government circulars; most of the other stakeholders learnt about it from newspaper advertisements.

### 3.1.2 Measures taken for maintenance and sustainability of the assets created

- About 12 to 22 percent employees of the Department of Tourism could not report the arrangements for maintenance of the tourist destinations. Another 12-21 percent reported that no specific arrangements for maintenance existed.
- Those who knew the maintenance arrangements, reported responsibilities of three types of agencies, in decreasing percentage: Division of Department of Tourism, Local Committees with membership of Department of Tourism, Village Pradhan and temples, and local Government Departments like PWD etc.
- Only 60 to 65 percent personnel of the Department of Tourism were satisfied with the maintenance arrangements.
- Obviously, there was need to streamline arrangements of maintenance of the tourist sites though they are being maintained periodically and on-call basis..
- One important suggestion was that strong monitoring system for maintenance needs to be created—one senior officer should be given such responsibility and he/she be made accountable for quality of maintenance.

### 3.1.3 Process of development of proposal

- Important tourist sites, selected on the basis of flow of tourists and infrastructure needs, are selected for the support under PIDDC.
- Though responsibility of preparation of proposal is that of the Director of Tourism, he/she has been using different modes for its preparation in different states. The important modes are: (i) A committee of the officers of Department of Tourism, (ii) Hiring of a Consultant, and (iii) giving responsibility to a local team consisting of District Tourist Officer and District Collector.
- No study is generally undertaken to determine the infrastructure needs of the site. But inputs of the stakeholders is taken to identify the infrastructure for support from PIDDC

- It takes about three to four weeks to write proposal and the cost comes to about Rs. 50,000.
- Some District Tourist Officers reported that the proposals submitted for support were not comprehensive; they suggested need for a quick study.

#### 3.1.4 Experiences of implementation of the project and its current status

- The execution of the project is undertaken differently in different states. In some states, a unit is created to execute the activities. In some other states, the district collector is given responsibility to implement it.
- In most of the states, a board is put up at the site to give details of the work being undertaken, including source of its funding which is Ministry of Tourism, Government of India.
- Forty seven percent projects exclusively used funds received from the Ministry of Tourism to execute the strengthening activities. Other projects had some small share of the state governments, supplementing the MOT grant.
- Only 50 percent projects got implemented within six months of their sanction. On the other extreme, 16 percent projects got implemented after one year of the sanction. Major reason cited for this delay was either “do not know” (58%) or “delay in inviting or approval of the tenders” (35%)
- Only 34 percent projects sanctioned in the 11th five year plan got completed during the plan period. Others got delayed; major reported reasons for the delay were: “delay in the tendering process”, “cost exceeded the budget”, and “delay in the execution of the project by contractor”
- About two-fifths of the projects did not face any problem in its execution.

#### 3.1.5 Impact of PIDDC scheme

The impact of the projects was measured by three types of indicators: **“thoughtful perception”** of district/state tourist officers of the impact, increase/change in the number of tourists visited the project sites during different years of 11<sup>th</sup> five year plan, and increase/change in employment of the manpower in the tourism related industry in different years of 11<sup>th</sup> plan period. **It may be pointed out that the impact, here, has been assessed on the basis of one indicator of perception and two quantitative indicators.** Even indicator of perception was more than perception since the respondents were asked, following their reported perception, why they thought so; they were asked to give reasons for the response they had given. **Thus, perception related response was based on their assessment of the ground situation and therefore, it was not mere perception but a “thoughtful perception”.**

These findings have been discussed in this section.

- More than about two-thirds of the stakeholders perceived (thoughtfully perceived) increase (“Substantial increase” or “Somewhat increase”) in the attractiveness of the tourist sites as well as increase in the number of tourists who visited the site.
- About 50 percent stakeholders perceived increase in the employment opportunities, increase in the income, increase in the living pattern of the residents of the area and overall development of the area.**(Thoughtful perception).**

- **Number of tourists** visiting the districts of the sampled tourist destinations, reported by the district/state tourist officers, showed increase of 82 percent in the year 2010-11 compared to their number in 2007-08. Such increase in tourists for the total of India was only 40 percent. **(Substantial quantitative increase indeed!)**
- Increase in number of tourists served by hotels/guest houses in the districts of the sampled tourist sites was 149 percent in 2011-12 compared to 2007-08 and tourists served by buses/taxi operators increased by 61 percent in five year period of the 11<sup>th</sup> five year plan. **(Quantitative change)**
- Manpower deployed by stakeholders in the sampled districts increased by 40 percent, 84 percent, 78 percent, 41 percent and 74 percent for hotel/guest houses, restaurants, tour operators/travel agencies, bus/taxi operators and souvenir shops respectively, during the period 2007-08 to 2011-12 (five years of 11<sup>th</sup> five year plan). This increase in employment was needed, mainly because tourist traffic had increased during the period. **(Quantitative change)**

### 3.1.6 Current status of tourist sites

The district/state tourist officers manning the districts studied here were asked their perception of the current infrastructure at the tourist sites. Similarly, the tourists visiting the destination studied were also asked their tourism related experiences. Their responses, reported here, are suggestive of the strengthening needs of the area and the scheme PIDDC.

- About 600 projects (or 27%) in the districts under study have not yet been strengthened under PIDDC scheme. But according to reporting of the district tourist officers, only 19% of them have poor or very poor infrastructure. Thus, it seems that 114 projects in these districts still needed strengthening.
- As stated earlier, only about 34% projects sanctioned in the 11<sup>th</sup> five year plan have been completed; they still needed time to be completed.
- Less than 50 % **tourists** had reported satisfaction with (i) response of tourist office at state level, (ii) tourist office at district level, and (iii) service of the tour operators whose services they had hired.
- Less than two-thirds of the tourists (but more than 50%) reported satisfaction with (i) response of the Reception Office, (ii) Ticket office, (iii) Signages at the monuments, (iv) drinking water facilities, and (v) Toilet facilities.
- The tourists who had visited the tourist sites under study had suggested the following types of improvements in the tourist sites:
  1. Improve the beauty and cleanliness of the surroundings
  2. Provision of drinking water at the site
  3. Provide more public toilets
  4. More lighting at the site
  5. Creation of parks at the site
  6. Good hotel/lodging facilities

7. Good parking facilities, and
8. Security of the tourists, particularly of the foreign tourists. Though this is not the direct responsibility of the tourism ministry, they need to coordinate with the concerned departments.

### 3.2 Recommendations for PIDDC scheme

It may be noted that several tourist destinations/circuits still require strengthening. Sixty six percent of the projects sanctioned during 11<sup>th</sup> five year plan are still to be completed. In addition, there are 114 tourist destinations in the districts where the current study was undertaken (24 districts in 18 states/UTs) needed to be strengthened as their infrastructure was reported to be “poor” or “very poor”. In other words, PIDDC scheme which was started since 9<sup>th</sup> five year plan (in different formats) **needed to continue** to strengthen the tourism infrastructure in the country.

Regarding the PIDDC scheme, the district/state tourist officers expressed great appreciation for the scheme. They felt that such support from the MOT, Government of India was the only way in which tourism in the country could improve. **It is, therefore strongly recommended that this scheme should continue as Centrally sponsored scheme.** Such schemes of the MOT should get more funds from the Planning Commission as projects strengthened under such schemes could greatly help not only to increase tourism in the country and earn foreign exchange but would improve lives of the residents of the area by giving them more income and other facilities which make quality of life better. Tourism also gives opportunity to the states/country to showcase its culture, art, music, handicrafts etc, in addition to generating employment and better earnings of the people. According to them, there is direct relationship in the increased flow of tourists and development of the area and its residents. It was also suggested that such schemes of Government of India should get more publicity so that more and more states and districts could benefit from such schemes.

As far as PIDDC scheme is concerned, it was found to be comprehensive and it could fund all the needs of the tourist destinations/circuits except (i) security concerns of tourists, and (ii) behavioral issues of the tourist staff (reported by tourists) at the state, district and reception centres of the Department of Tourism and the employees of the tourism industry. **The earlier component suggests need for MOT to coordinate with concerned Departments for the security of the tourists. The latter component suggests need for some periodic orientation and sensitization of the staff of the department of tourism and others who deal with tourists.**

**Thus, the PIDDC scheme as such needs to be continued with some additionalities (indicated above), but need was expressed to strengthen its implementation and improve its impact by streamlining the process of proposal writing, implementation and monitoring. (Recommendations in these regards have been later in the section).**

A few suggestions to streamline functioning and actual implementation of the PIDDC scheme (given by the district/state tourist officers and emerged from the findings of the study) were the following:

- It seems that the district/state tourist officers and persons in-charge of the Reception centres of the tourist sites were not involved in development of the proposal. This had affected their commitments towards execution of the PIDDC supported activities.. It is therefore recommended that these officers should get involved in preparation of the proposal and then in its execution.
- The proposals submitted for funding from PIDDC were reported to be not fully comprehensive. It was therefore suggested that PIDDC should provide some funding for pre-proposal stage so that the state could undertake a quick study to assess “strengthening needs of the tourist destination/circuit”. This small fund could help in ensuring that the proposal submitted was comprehensive where views of all stakeholders including that of the tourists were taken and included in the proposals.
- The maintenance of the assets created under the scheme did not get enough emphasis. Therefore, it was suggested that one pre-requisite for acceptance of the proposal should be that the state sends maintenance plan after strengthening was done by PIDDC. The Ministry of Tourism, Government of India should insist to receive a plan of maintenance as a part of the proposal. In this way, commitment of the state would be ensured in long term maintenance of the tourist site.
- Many states expressed need for technical guidance/support to develop a comprehensive proposal and optimally utilize funding received to achieve the project goals. It is, therefore, recommended that the Ministry of Tourism should have a technical committee attached to PIDDC to scrutinize the proposal received from the states. This scrutiny should involve site visits to ensure that all the needs of the area were included in the proposal as well as a sound maintenance plan is set up. This approach could make the proposal more comprehensive and will help improve the tourist sites in the country.. This committee should also be made responsible for monitoring the execution of the project by periodic visits to the sites. **In other words, it is suggested that MOT should undertake greater role in making proposal better and improving implementation of the proposal when funded. A group should be formed at MOT level for review of the proposals, technical guidance in its implementation and continuous monitoring of the progress of the project. This type of support will have very high cost-effectiveness of the PIDDC scheme supported projects.**
- The limits of funding put in the scheme should be flexible. A review of the needs of the tourist sites should allow justifying higher level of funding and recommending relaxation of the financial limits. Even changes in the funding lines may be allowed.
- The PIDDC scheme provided 100% funding from the Central government. On the basis of our (GfK MODE’s) earlier experience with other such schemes, we recommend that states might be asked to contribute a small part of the funding for the project submitted for PIDDC support (say 10%). This will improve the quality of execution as states would have more commitment and better monitoring.

### 3.3 Evaluation of Fairs and Festivals—Important Findings

This study had selected two fairs/festivals organized by 16 states. These 16 states have been shown in Annexure I. Their selection process was based on the budget of the fairs/festivals – two highest budgeted festivals/fairs were selected for the study from each of the 16 states. These 32 projects were grouped into festivals and fairs with the definitions specified in Google. There were 14 fairs and 18 festivals. They have been listed in the report. Since the findings for these both categories of events were similar on some dimensions, they have been discussed for those dimensions together.

Data for evaluation was collected from the organizers of the festival and fairs at district/state level and a few hotels/guest houses located in the vicinity of the tourist sites where fairs/festivals were held.

This section discusses the findings based on the data collected for the selected fairs and festivals. The findings are presented in the following four sections:

- Planning of the fairs/festivals
- Implementation
- Expenditure incurred and income generated, and
- Impact of the fairs/festivals.

#### 3.3.1 Planning of the fairs and festivals

- Most of the fairs and festivals were organized in winter months when important festivals like Deepawali, Christmas, Durga Puja etc. come. The idea, perhaps, might be that besides, good weather in the months of September through February, people in these months would be in festive mood. This would be the right time to attract tourists to the festivals/fairs.
- More than two-thirds of the festivals were organized for the duration of seven days or less. The modal duration was 3 days or less; modal value was 3 days.
- In the case of fairs, modal duration was 4-7 days with modal value of 5 and 7 days.

#### 3.3.2 Implementation of the fairs and festivals

- No particular difference was found in implementation of the festivals and fairs.
- Most of the fairs and festivals had a focus on some specific activity related to religion, sports, culture or any such thing but multiple activities were organized so as to attract more tourists/visitors. In other words, there were more activities than the focused one to make it a *mela*. While this had been the general approach in implementation, there were several fairs/festivals where commercial interests were also kept in mind—the traders and craftsmen were involved so that they could exhibit and sell their merchandise/ products/handicraft.

#### 3.3.3 Expenditure Incurred and income generated

- Most of the festivals/fairs did not charge entry fee—More fairs had levied entry fee than festivals

- Thus, most of the festivals had no income from this (entry fee) important source. Therefore, most of the festivals depended on the grants they had received from the governments, both Central and the State. Only thirty three percent festivals and 64 percent fairs had generated some income..
- Though fairs/festivals were organized by sharing the cost between the Centre and the States, many festivals mentioned need of small **additional grant** from the state – as cost over-ran the initial estimates. This happened in the case of both fairs and festivals --57 percent of them.

### 3.3.4 Impact of the festival

Three questions related to the impact were asked from both categories of respondents (organizers of the festivals and hoteliers/guest house operators) for both categories of events. These questions were:

1. Attendance at the festival,
2. Impact of the festival on number of tourists in the area during festival days and after, and
3. Role of festivals in increasing tourism.

Findings from these questions have been given below.

- There was a large variation in the reported number of the attendees in the festivals. This was so as there was no data collected/maintained on the numbers who actually attended the festival/fairs; every respondent to the question had his/her own guess on the numbers who attended the fairs or festivals. In the case of ticketed festivals (which was only a small percent) the number of attendees reported were quite encouraging.
- In the case of ticketed fairs, attendance reported varied between 100,000 to 150,000.
- All organizers of the fairs/festivals reported increasing trend in tourism by about 5 to 10 percent per year after the event. The hoteliers located around the festival sites also reported (a) about 100% occupancy of their rooms during the festival days, and (b) increase in occupancy of about 2 to 5 percent per year after the festival.
- In order to attract more tourists, both categories of respondents pointed out need for improvement in the infrastructure and quality of services at the tourist sites where fairs/festivals were held. Particular needs were pointed out for the **toilets, drinking water, parking lots and the food courts**.
- The fairs/festivals promoted tourism in two ways--by increasing the number of tourists during the festival days and by changing the mindset of people who became favourable to tourism, in general. That is, fairs/festivals, in the long run, tended to increase tourism
- The festivals/fairs also helped in spreading awareness of the local culture, art, handloom, handicraft and industry. These products got boost.
- It was pointed out that the fairs/ festivals also have commercial value as festivals/fairs increased interest in local items and handicrafts. It ultimately increased demand for these items, leading to more varied production and better income for the local traders.



- Such fairs/festivals created more self-employment opportunities. Local people could get short and long term employment.

### 3.4 Recommendations for greater effectiveness of the Fairs and Festivals

Based on the ideas of the local organizers of the festivals and **the results of this evaluation study, its impact and the role it played or could play**, the following recommendations are made:

1. Every district should organize such fairs/festivals, at least once a year, to cultivate tourism in the country which has several benefits. In the initial stages, such festivals/fairs would attract local visitors and families who would start enjoying such visits and ultimately become tourists. In order to make the visits more attractive and enjoyable, the tourist/festival sites should have all or most of the civic amenities (more details have been discussed in point 10 later, in this section).
2. It was suggested that such festivals should be held at most of the important tourist sites in every state and in districts even if they did not have tourist site as such. This was only possible if such festivals could be made “almost” self-supporting. For this purpose, organizers had suggested need for exploring the following possible sources of revenue:
  - Sponsorship
  - Advertisements
  - Stalls—merchandise, handicrafts, food items, tour operators and travel agencies etc
  - Entry tickets and passes (Reasonably priced)
  - State and Central Government Grants for fairs/festivals
3. We (GfK MODE) feel that while organizing a fair/festival, its four-fold role (cultivating and increasing tourism, generation of awareness of the local culture and music, creating awareness of the local crafts, and handlooms and commercial and employment benefits ) should be kept in view. That is, one should plan fairs and festivals carefully and comprehensively to reap all its benefits, which required coordination among all the stakeholders —Department of Tourism, Department of Culture including art and music, Department of handicrafts & handlooms and the Traders. This group should identify suitable dates, duration (suggestion, in this regard, from this study was that it should be between 5 and 7 days), venue and the activities so that all the four goals listed above could be met.
4. There is need to bring a balance between the efforts (in organization of the festival/fairs) and duration of the festival—more efforts should make duration longer. In other words, organizing such festivals for about three days (modal value of the festivals was 3 days and 5 days for the fairs studied here) might not be adequate to bring balance between efforts and the output. **The festivals could be for five days and fairs for seven days. The planning should be so done as to sustain interest of the visitors/tourists.**

5. It was also suggested that activities in the fairs and festivals should be so planned that visit to the fairs/festivals became a family activity. It was particularly suggested that fairs/festivals should organize sports, competition in games and if possible, involve the tourists in the games to make the visit more enjoyable. In other words, items which could entertain children and tourists should also be arranged in the festivals/fairs
6. For the choice of time period, suggestion was made that the dates should be selected by keeping in view the weather and holiday seasons like Deepawali, Dushehra, Christmas, Onam, Ganesh Chaturthi etc. In other words, the spirit of festivity should be fully harnessed to attract tourists for the fairs and festivals.
7. Most of the states reported that they have plans to develop couple of tourist sites in the state in such a way that fairs/festivals there could be branded with the state tourism. That is, the tourists should be able to link state with those particular festivals or fairs and plan their visits to the state, especially around those fair/festival days. This concept was similar to the idea of linking Mysore with festival of Dushehra—special activities in Mysore Palace during Dushehra days. Rajasthan wanted to brand their Desert festival in Jaisalmer and Deepawali festival in Jaipur with the state of Rajasthan. Similarly, Manipur planned to brand its Equestrian Championship fair with tourism in the state of Manipur. They even have plans to invite polo players from foreign countries during this fair. After such branding, they had plans to publicize the event widely in India and abroad. The Ministry of Tourism could use its cultural attaches in Indian embassies and its own tourism departments to publicize these fairs/festivals well in advance so that tour operators could plan their packaged tours and foreign tourists could plan their visits during these festivals/fairs. In this publicity of the fairs/festivals, interests of tourism, culture, handicrafts and shopping should be highlighted so that these festivals could appeal to all groups of people with varied interests.
8. Keeping this view in mind, it is recommended that each state should have **at least one important festival/fair** as its brand festival/fair for the state. It should be celebrated at some important and interesting tourist site on a grand scale so as to attract tourists to the state. As far as possible, dates and periodicity of such a festival should be so fixed that tourists could plan well in advance to visit the fair/festival. The Ministry of Tourism, Government of India, could help the states to coordinate the dates of such brand festivals/fairs so as to avoid overlap and enable tourists, particularly foreign tourists, to visit more than one such festivals/fairs ( in more than one state) during their trip.
9. As far as the states are concerned, they should capitalize on the visit of the tourists to the brand festival/fair. Make it a show case to show all their art, music, culture, food, dressing/textile, and other tourist sites in the neighbourhood. In other words, careful planning should be done to show tourists all the important things of the state by organizing at the site being visited and/or by taking them for short packaged trips. This would make stay in the state longer.

10. Suggestions were made for strengthening the infrastructure at the tourist sites where fairs/festivals were held so that the visits could be made more attractive and satisfying during the festivities. The following needs of the tourist sites were particularly highlighted by the organizers of the festivals:

- Sanitation services and facilities
- Drinking water facilities
- Good transportation facilities
- Parking facilities
- Construction of approach roads
- Development of picnic spots
- Lodging facilities to meet needs of all categories of tourists

For this purpose, states should utilize the funding of the Ministry of Tourism, Government of India, under the PIDDC scheme, to develop necessary infrastructure and services needed by the tourists.

## CHAPTER I INTRODUCTION

### 1.1 Background

Tourism is one of the largest sectors of the service industry in India. It is capable of providing employment to a wide spectrum of job seekers from unskilled to the specialized one. Therefore, the Planning Commission has identified tourism as the second largest sector in the country in providing employment opportunities for low-skilled and semi-skilled workers. In addition, tourism sector creates more employment opportunities (jobs and petty trade) for women compared to other modern sectors. Thus, healthy growth of tourism sector is one sure way of bringing about inclusive growth in the country. Despite its great relevance and importance, the potential of tourism sector of India has not been adequately harnessed because of poor infrastructure-- the tourists who visit India are generally reported to be not fully happy and satisfied. They point out several gaps which need to be filled.

The overall resource constraint of the country in the initial years after Independence had resulted in lower allocation to this sector. Over the years, with improvement of country's resources, the Planning Commission, Government of India and its counterpart at state level have been increasing allocation to this sector. In other words, more resources, greater commitment to exploit potential of tourism sector and more efforts to use the resources effectively are some of the factors being adopted to improve tourism in the country.

The Ministry of Tourism, Government of India and the corresponding Departments of Tourism in the states, with increased financial resources, have been taking up steps to increase and harness tourism potential for the country and the states at faster pace. The first obvious step in this endeavor has been to build and improve infrastructure at the tourist sites in the country/states so that tourists go back with happy and fruitful experience from their tourism related visits. Their satisfaction with the visit can be an important step and will go a long way to add force to the message of "Incredible India" and attract more and more tourists.

In this effort, the Ministry of Tourism (MOT), Government of India has been funding the states to build and strengthen the existing infrastructure at the tourist sites to make the destination more attractive for tourism and consequently for job opportunities of the people. Such efforts started in the ninth Five year plan in the form of financial assistance for specific activities like construction of budget accommodation, tourist complexes etc. These individual activities were pooled into full-fledged schemes in the 10th Five Year plan so that the states could request funds for building/improvement of the sites in more integrated/comprehensive fashion. This scheme of the 10th five year plan was further streamlined in the 11th five year plan.

The eleventh five year plan document of the Planning Commission states:

"Tourism is the largest service industry in the country. Its importance lies in being instruments for economic development and employment generation".

Therefore, this plan made further efforts to harness full potential of tourism sector by improving infrastructure. This centrally sponsored scheme focuses on integrated infrastructure development of tourism circuits/destinations and also on the improvement of the existing products as well as development of new tourist products (PIDDC).

In order to attract tourists there is one more scheme where states would be funded if they organize fairs/festivals to invite the tourists. This scheme aims at promoting tourism – people will come to enjoy fairs/festivals and will ultimately convert to be tourists.

## **1.2 Product/Infrastructure Development for Destinations and Circuits (PIDDC) Scheme**

The focus under this revised/streamlined scheme (in 11th five year plan) is on improvement of existing products and development of new tourism products, meeting the world standards. It also focused on integrated infrastructure development of the tourist sites. The Ministry of Tourism extends 100% Central Financial Assistance to the State Governments/Union Territory Administrations for tourism projects identified in consultation with them. This assistance is up to Rs. 5.00 crore for the development of Destinations and Rs. 8.00 crore for Circuits. Several mega tourist destinations and circuits with maximum cost of 25 to 50 crores were also sanctioned under the scheme.

The aim was to develop the circuits and destinations in integrated holistic manner so as to provide all infrastructure facilities required by the tourists. The assistance under this scheme was provided for the following:

- Improvement of the surroundings of the destination
- Illumination of the tourist destination and area around
- Providing for improvement in solid waste management and sewerage management, public conveniences
- Improvement of road connectivity leading to tourist sites, especially from national highways/state highways and other entry points
- Construction of wayside public conveniences
- Construction of budget accommodation, restaurants and wayside amenities
- Procurement of equipments directly related to tourism like water sports, adventure sports and eco-friendly modes of transportation
- Construction of public buildings which are required to be demolished because of implementation of the Master Plan
- Refurbishment of monuments
- Signages and display boards showing tourist area maps and documentation on places of interest
- Tourist Arrival Centres, Reception Centres and Interpretation Centres
- Improvement of municipal services directly related to Tourism, and
- Other work/activities directly related to tourism

It should be obvious that these areas of infrastructure strengthening clearly cover comprehensive and integrated strengthening/improvement of the sites. Such strengthening is expected to make the tourist sites more interesting and thus improve satisfaction of the tourists. This will be the step to ensure that more tourists visit the site.

### 1.3 Assistance for organizing Fairs, Festivals and Tourism related Events

In addition to strengthening the tourism infrastructure, supported under the above listed scheme, the Ministry of Tourism (MOT) also provided financial assistance for organizing fairs, festivals and tourism related events like seminars, conclaves, conventions etc. for promotion of tourism. Under this scheme, the assistance was being provided for the following items:

- Creation of semi-permanent structures
- Production of posters, pamphlets, advertisements in newspaper and production of film
- Remuneration of artists, and
- Sitting arrangements, lighting, sound, lodging and boarding, transportation, hiring of space and other similar activities.

### 1.4 Evaluation of the schemes undertaken in 11th five year plan

The Ministry of Tourism, Government of India is interested in evaluation of these two schemes (Product Infrastructure Development for Destinations and Circuits and Organizing Fairs, Festivals and Tourism related Events) of the 11th five year plan so as to (i) assess impact of the schemes, and (ii) learn lessons to further strengthen/modify the schemes in next plan periods for improved impact on tourism.

The agency GfK MODE was selected, after due tendering process, to undertake this evaluation in 16 states and two UTs; all the mega projects funded in the 11th five year plan were also to be evaluated. **This report presents findings of this evaluation.**

## CHAPTER II

### DATA AND METHODS

This chapter presents the details of the projects which were evaluated and their method of selection. It also presents methods/approach adopted for the collection of data, its analysis and writing of the report.

#### 2.1 Objectives of the evaluation

The objectives of the study, listed in the Terms of Reference document of the Ministry of Tourism, are.

1. To evaluate the impact and effectiveness of the schemes in terms of the following parameters:
  - Tourist arrivals
  - Creation of infrastructure like accommodation units, travel agencies, guides services etc
  - Employment generation
  - Income creation, socio-economic upliftment of local people
  - Overall development of the area
2. To evaluate the system of maintenance of various facilities created at the circuits/destinations, and its sustainability
3. To get perceptions, experience and expectations of tourists, both foreign and domestic, about the circuit/destination, and the facilities
4. To make recommendations, in the context of the findings that flow from the study for making modifications in the scheme guidelines
5. To assess the awareness about the scheme amongst tourists/tour operators/travel agents/tourist guides etc.

#### 2.2 Selection of the projects for evaluation

##### 2.2.1. Number of the projects for evaluation

The Terms of Reference of the Ministry of Tourism had specified the following coverage of the projects:

<b>Projects supported in 11<sup>th</sup> five year plan</b>	<b>Required Coverage</b>
Mega projects	All in India
Circuits	3 each in 16 states and 1 each in two UTs
Destinations	2 each in 16 states and 1 each in two UTs
Fairs/festivals/Tourism related Events	2 each in 16 states
16 States are: Andhra Pradesh, Arunachal Pradesh, Assam, Gujarat, Himachal Pradesh, , J&K, Kerala, Madhya Pradesh, Manipur, Nagaland, Odisha, Rajasthan, Sikkim, UP, Uttarakhand, and West Bengal	
2 UTs are: Delhi and Chandigarh	

In all, 151 projects, spread over 35 Mega projects, 50 Circuits, 34 Destinations and 32 Fairs/festivals were covered.

### 2.2.2. Selection of the projects

Two criteria were specified for the selection of the projects for evaluation:

- Completed projects should be the first priority; if required number is not available, then the ongoing ones will be selected
- Selection should be done by order of sanctioned amount.

The website of the MOT was searched for developing three sampling frames of all the projects, namely, circuits, destinations and fairs/festivals sanctioned under PIDDC during the 11th five year plan. It was found (in website link) that there were 117 Circuits, 337 Destinations and 155 Fairs/Festivals/ Events supported by MOT in 11th five year plan<sup>1</sup>. Three sampling frames were formed for selection of (i) Circuits, (ii) Destinations, and (iii) Fairs/Festivals/Events. The following method was adopted:

- Sampling frame of circuits/destinations was first arranged in completed and ongoing projects categories. (This was done on the basis of information on the amount sanctioned and amount pending utilization certificate (UC) on Feb., 2012. If difference between the two was zero, it was assumed that project is completed).
- The list of the completed projects was arranged by decreasing sanctioned amount and the required number (3 circuits and 2 destinations from each state) of projects were selected from the top.
- The remaining numbers of projects were selected from the list of ongoing projects by arranging them according to decreasing sanctioned amount and the required number was selected from the top.
- In the case of Fairs/Festivals/Events, the list was arranged by the decreasing sanctioned amount of budget and required number was selected from the top.
- All the mega projects were covered for evaluation.

Following this method, projects selected for evaluation, state-wise, are shown in Annexure I.

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<sup>1</sup> Circuits & Destinations

<http://tourism.gov.in/writereaddata/Uploaded/Project/020120120458225.pdf>

Fair and Festival –

<http://tourism.gov.in/writereaddata/Uploaded/Project/020120120450992.pdf>

Mega Projects -

<http://tourism.gov.in/TourismDivision/AboutScheme.aspx?Name=Tourism%20Infrastructure%20Development&CID=1&INO=1>



### 2.3 Questionnaires for collection of data

Three important objectives of the study were to assess increase in tourist traffic, increase in employment and increase in income of the local people. While the former set of data should be available from secondary sources if such data were maintained, the latter set of data had to be collected by interviewing the stakeholders at the destinations/circuits which had been strengthened. Therefore, it became necessary to interview all the stakeholders who were servicing the needs of the tourists (or were affected by tourists) at the tourist sites under study.

The following questionnaires were developed for such interviews:

(1) For evaluation of the impact of Mega projects, Circuits and Destinations

- Questionnaire for district level officer
- Questionnaire for Tourist Office/Reception Office at the site
- Questionnaire for Tourist guides
- Questionnaires for Hotels/Guest Houses
- Questionnaire for Travel agents/ Tour Operators
- Questionnaire for Bus/Taxi Operators
- Questionnaire for Restaurants
- Questionnaire for Gift/Souvenir Shops
- Questionnaire for Tourists

(2) For evaluation of the impact of Fairs/Festivals

- Questionnaire for Officers responsible for organization/coordination of Fairs/Festivals
- Questionnaire for Hotels/Guest Houses near the place of Fairs/festivals

Thus, nine questionnaires were developed for impact evaluation of the mega/circuits/destinations and two for the fairs/festivals. They are attached in Annexure II. These questionnaires had most of the information required to meet the objectives of the evaluation. **It may be stated that information collected was factual as well as the perception of the respondents. In order to make sure that the perceptions are given after careful thinking, the respondents were asked justification of their perception. In other words, reporting on perception was based on the respondents' well-considered views, "thoughtful perception" and not just "some answers" to the perception question.**

### 2.4 Approach adopted in impact evaluation of the PIDDC scheme

In view of the large number of projects and the stated objectives of the study "Impact Evaluation of the PIDDC scheme", it was decided that the evaluation will be for PIDDC scheme (by pooling data collected for all the three categories of projects-Mega, Circuits and Destinations) and for the fairs/festivals separately.

This decision for combining three categories of projects was taken in view of the fact that objective of the study was to evaluate the PIDDC scheme and from the fact that combining all the projects will have sample size large, with the result that the computed indicators will have more reliable and stable estimates of parameters.

## 2.5 Selection of the respondents from different categories of stakeholders

While looking at the project proposals for which assistance was received under PIDDC scheme, it was found that some circuits and mega circuits were spread over several districts and there were several tourists sites covered within the districts covered by the selected projects. In view of the time limit and budget resources, it was decided to cover all the districts in which a particular project was spread but cover only two major (where fund commitment was the highest) project sites within a district. A sample of stakeholders (for whom questionnaires were developed --listed in the section 2.3 above) was taken from these selected sites. All efforts were made to select 10 stakeholders if more than 10 existed within a radius of 10 Kms of the selected tourist circuit/destination. In case, their number was less than 10, they all were covered. Thus, the expected coverage of different stakeholders for each project was the following:

Stakeholder	No.
District/state tourist officer of the project	1
Reception officer of the site	1
Hotels	10 <sup>2</sup>
Guest houses	10
Taxi operator	10
Bus operators	10
Restaurants	10
Souvenir shops	10
Tourists	50 or all available during three days' of field work
No. of tour operators, travel agents, Tourist Guides	All available, during visit

This number was to be selected by statistically valid sampling technique, if the available number at the site was larger than the number decided to be covered. For this selection, the field teams were to make a listing of all the stakeholders within a radius of 10 Kms and send to the research team in Delhi. The research team adopted a stratified random sampling technique and selected the stakeholders and sent the list to the field teams for data collection.

<sup>2</sup> The number was 10 stakeholders if more than 10 existed. All stakeholders were covered if their number was less than 10 stakeholders in the radius of 10 Kms.

## 2.6 Training for the field work

The Field Executives for all the states where projects were located were called for two-day training in Delhi on July 20-21, 2012. They were given training on the study design, questionnaires and had mock interviews to ensure understanding of all the questions; they were also handed out a list of the selected projects and the selected project sites (for each project that was spread over several sites) where field work was to be undertaken. They were instructed to hold a meeting with the tourist officers responsible for implementation of the selected projects to understand the projects before sending the field teams for data collection.

All Field Executives met the Tourist officers responsible for the selected projects, understood the implementation of the projects and decided the field strategy (in consultation with the research team in Delhi). Once these details were worked out and decided, three two-member field teams were trained for each state. They were taken to the field for practicing data collection work. Once the Field Executive was sure that the field teams had understood the logistics of the field work and could start field work independently, they were sent for data collection. Most of the field work was completed in the month of August 2012 except a few gaps for different stakeholders, particularly for district/state tourist officers for PIDDC and organizers of fairs/festivals. The month of September was utilized to fill these gaps.

## 2.7 Data quality assurance

The following steps were taken to ensure quality of data collected:

- The study design was prepared in view of the experiences GfK MODE had in a similar project in Odisha
- The questionnaires prepared, particularly for the district/state tourist officer was field tested. All questions related to perception were followed by “give justification of the response on perception”.
- A field manual was prepared for the field teams as a ready reference.
- The Field Executives had understood all the sampled projects before training the field teams so that the field teams were given all the necessary instructions for collection of data from the stakeholders for the individual projects.
- The field teams were continuously in touch with the researchers in Delhi by mobile for any clarifications needed.
- The researchers were continuously in touch with the field teams by phones and personal visit to ensure that field work was being done as per instructions.
- The data was being scrutinized in the field and then by the researcher continuously and regularly

## **2.8 Analysis of data**

Since quite a few questionnaires were open-ended, our first step was to code the open-ended questions. The codes were developed by manual tabulations of the questions for a few questionnaires. Since the number of questionnaires of most of the stakeholders and projects were small in number, the tabulation was done manually and by computerizing them.

## **2.9 Report writing**

The report consisted of the following chapters:

- Chapter I: Introduction
- Chapter II: Data & Methods
- Chapter III. Evaluation of PIDDC scheme
- Chapter IV. Evaluation of Fairs/Festivals
- Chapter V: Summary Findings and Recommendations

A draft report was prepared and presentation was made to the Officers of the Ministry of Tourism. The final report was prepared by incorporating the comments received during the presentation of the draft report. The final report is preceded by a chapter “Executive Summary” in the format of stand-alone chapter.

## CHAPTER III

### EVALUATION OF PIDDC SCHEME

#### 3.1 Background

The evaluation of the PIDDC scheme is based on the study of **all the 35 mega projects, selected 50 Circuits and 34 Destinations** supported by the Ministry of Tourism, Government of India in the 11<sup>th</sup> Five Year Plan. They were spread over 24 states and UTs. The method of selection has been discussed in second chapter of the report. The data was collected from all the stakeholders at the selected tourist sites/destinations/circuits where the selected projects were located. These stakeholders were:

##### Department of Tourism

- State/District Tourist Officer responsible for implementation of the selected project
- Reception office/Ticket office located at the site of the selected project

##### Other Stakeholders

- Tourist Guides
- Hotels/Guest Houses
- Tour Operators/ Travel Agents
- Bus/ Taxi Operators
- Restaurants
- Souvenir shops
- Tourists

This chapter discusses the findings based on the data collected from all the stakeholders of the selected projects. Names of the selected projects, Mega, Circuits and Destinations, state/UTs wise, are shown in Annexure I.

The evaluation findings are presented in the following sections:

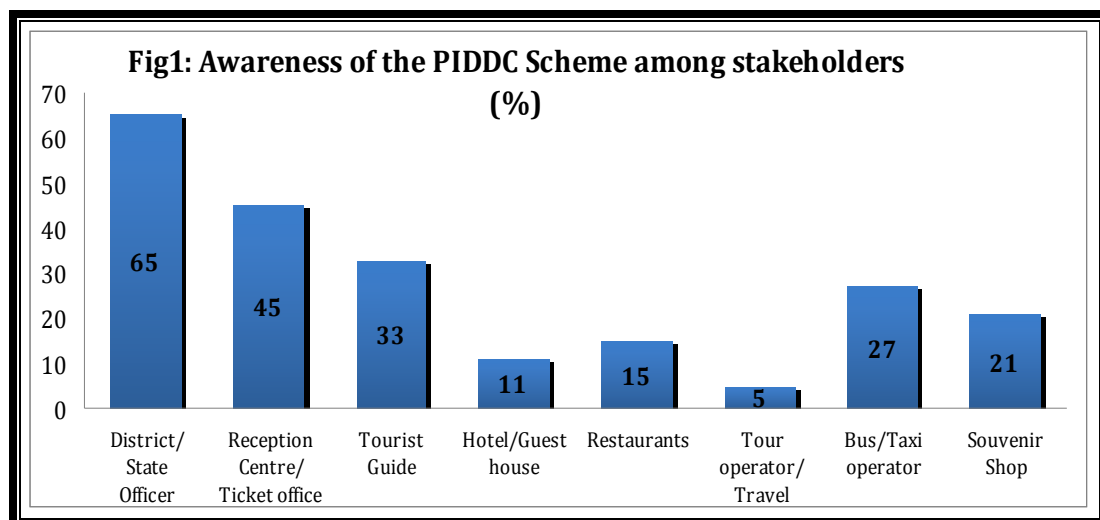
- Awareness of the PIDDC scheme and their sources
- Measures taken for maintenance and sustainability of the assets created
- Process of development of the project proposal
- Experiences of implementation of the project and its current status
- Impact of the PIDDC scheme
- Current status of tourism infrastructure at the tourist sites in the districts covered, and
- Suggestions for strengthening the PIDDC scheme

#### 3.2 Awareness of the PIDDC scheme and their sources

All the stakeholders covered in the study were asked whether they were aware of PIDDC, and its different components. If they had reported awareness of the scheme, they were further asked about the sources of their awareness. The following Table 3.1 and the figure 1 give information on the awareness of the PIDDC scheme and its different components and sources of their information.

**Table 3.1: Awareness of the scheme, its different components and the sources of information**

Information	District/ State Officer	Reception Centre/ Ticket office	Tourist Guide	Hotel/Guest house	Restau rants	Tour operator/ Travel agency	Bus/Taxi operator	Souvenir Shop
<b>1. % aware of PIDDC</b>	65	45	33	11	15	5	27	21
<b>2. Sources of awareness (%)</b>								
MOT Website	29	13	3	11	3	2	3	1
Circular /letter	91	35	13	7	11	13	4	4
Newspaper adv.	5	52	37	79	86	88	82	74
Other agencies/ beneficiaries	4	9	17	16	16	4	14	28
<b>3. Awareness of components (%)</b>								
Construction of budget accommodation	45	13	13	30	21	25	14	25
Tourist complexes	77	52	7	36	41	42	49	45
Wayside amenities	58	56	23	34	39	42	47	41
Tourist reception centres	57	43	17	27	34	40	38	30
Refurbishment of monuments	54	30	17	36	37	25	29	32
Special tourism projects	45	35	17	21	18	27	30	7
Adventure and sports facilities	38	13	7	29	26	31	25	25
Sound and light shows and illumination of monuments	58	48	33	23	28	27	37	26



The following are the findings:

- Only 65 percent of the district/state tourism officers were aware of the PIDDC scheme. This percent looks to be too low, particularly as the projects sanctioned under the scheme were supposed to be implemented by them or at least under their supervision though some of them may be new since the projects being evaluated here may have been initiated in the beginning years of the 11<sup>th</sup> five year plan.
- The awareness of PIDDC was lower (45%) in the staff manning the Reception Centres/Ticket counters at the tourist sites being evaluated.
- This awareness was still lower among the other stakeholders
- Regarding the source of awareness of the PIDDC scheme, district/state tourist officers got to know about the scheme from the government circulars; other stakeholders learnt about it from the newspaper advertisements.
- When the respondents (stakeholders) were asked about awareness of the components of the scheme, 50 % or more tourist officers (who were aware of the scheme) reported awareness of the components: “tourist complexes”, “wayside amenities”, “Tourist Reception Centres” and “Sound and light shows and illumination of monuments”. The awareness of components reported by other stakeholders was still lower. It may be so because the question had recorded their spontaneous responses on awareness of the components without any probe of the individual components.

### 3.3 Measures taken for maintenance and sustainability of the assets created

All the stakeholders were asked about the mode adopted/measures taken and quality of maintenance of the assets created under PIDDC.

The Department of tourism personnel (District/state tourism officer and Reception desk officer, if such desk existed) were asked four questions (given below) and the other stakeholders were asked the last two questions<sup>3</sup> on the quality of maintenance and suggestions.

- Type of arrangements made to maintain the assets
- Whether arrangements for maintenance are working satisfactorily
- Whether current maintenance was satisfactory, and
- Suggestions for improving maintenance

Their responses are shown in table 3.2 and the figure 2 on the following pages:

**Table 3.2: Percent stakeholders reporting on the quality of maintenance of the assets created under PIDDC**

Information	District/ State Officer	Reception Centre/ Ticket office	Tourist Guide	Hotel/Guest house	Restau rants	Tour operator/ Travel agency	Bus/Taxi operator	Souvenir Shop
<b>1. Distribution of type of arrangements made to maintain the assets</b>								
Local committees with membership of Dept. of tourism, village Pradhan and/or priest <sup>4</sup>	22	33	----	-----	-----	-----	-----	-----
A Division of Tourism <sup>5</sup>	32	29	-----	-----	-----	-----	-----	-----
District administration with local PWD <sup>6</sup>	3	14	-----	-----	-----	-----	-----	-----
No specific arrangements	21	12	-----	-----	-----	-----	-----	-----
Don't know /Can't say	22	12						

<sup>3</sup> Non-Department of Tourism respondents are not expected to know the information asked in the first two questions. Therefore, they were not asked the first two questions.

<sup>4</sup> This was the practice in the state like Odisha.

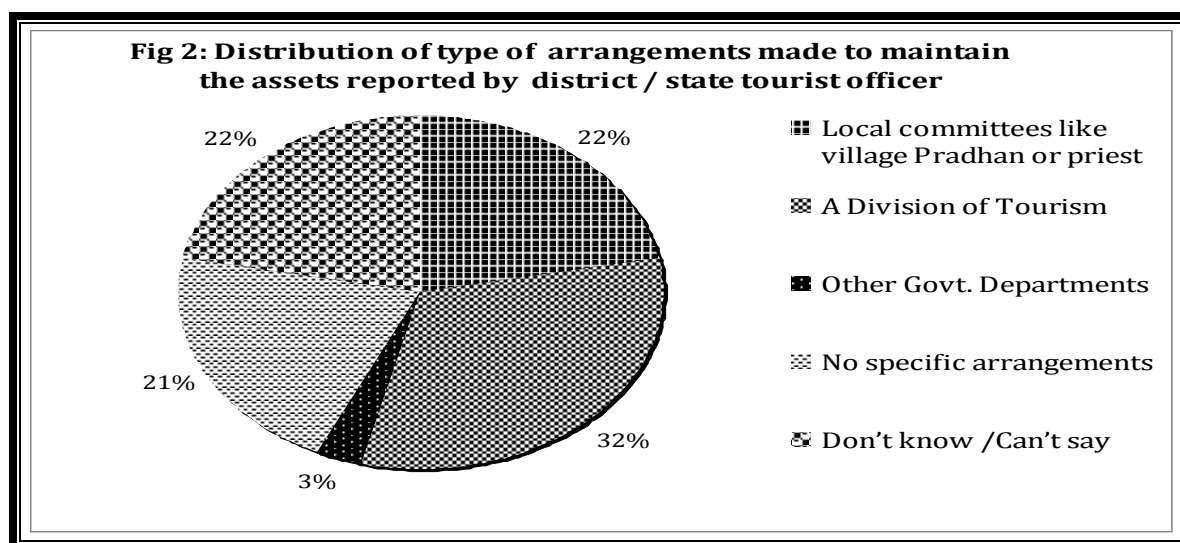
<sup>5</sup> In some states such units are created. For instance, in Kerala, District Tourism Promotion Committees are formed and they are responsible for maintenance of the tourist sites.

<sup>6</sup> In states like Tamil Nadu, the responsibility is given to district administration where local unit of PWD maintains the site.



**Table 3.2: Percent stakeholders reporting on the quality of maintenance of the assets created under PIDDC (Contd..)**

Information	District/ State Officer	Reception Centre/ Ticket office	Tourist Guide	Hotel/Guest house	Restau rants	Tour operator/ Travel agency	Bus/ Taxi operator	Souvenir Shop
2. Arrangements are satisfactory	58	65						
3. Current maintenance satisfactory	59	67	55	37	38	43	49	57
<b>4. Distribution of the suggestions for improved maintenance (%)</b>								
Local Committees with adequate budget and monitoring by the Department of Tourism (DOT)	18	47	--	--	--	--	--	--
Tourism Department create separate unit with monitoring from DOT	57	43	--	--	--	--	--	---
No suggestion	25	10	-	-	-	-	-	-
Note 1: Dash (--) stands for "information is not applicable as question was not asked to that specific category of stakeholder"								



It may be noted that 12 to 22 percent employees of the Department of Tourism<sup>7</sup> could not report on the arrangements made for the maintenance of the tourist sites. Another 12 to 21 percent reported that no specific arrangements had been made. Among those who knew the arrangements, the reported (by the district/state tourist officer) maintenance agency, in the order of decreasing percentage was

- A Division of the Department of Tourism
- Local committees with membership of Department of Tourism, village pradhan and temple priest etc, and
- Other government departments like district administration including local PWD

It may also be noted that 50 to 60 percent Department of Tourism personnel were satisfied with the current arrangements for maintenance. Obviously, something more is needed to be done to increase satisfaction with the maintenance quality.

The respondents were further asked whether they could suggest how the quality of maintenance could be improved/ strengthened to make the assets more sustainable. It was reported that though the maintenance was being done periodically and on-call basis but there was a need to improve the quality of maintenance because this aspect got very low priority. Suggestions to improve the quality of maintenance were the following:

- Maintenance responsibility could be given to a division in the Department of Tourism or the local committee with specific responsibility. But the important need reported was availability of enough budget allocation so that the needed expenses on maintenance could be met.
- Annual Maintenance Contract (AMC) could be given
- Another important suggestion, repeatedly made, was that some monitoring system should be set up to make sure that maintenance of the tourist site is continuously monitored. A senior officer is given responsibility for monitoring the maintenance and he/ she is held responsible for it.

### **3.4 Process of development of the project proposal**

The proposal for PIDDC support comes from the state tourism department to the Ministry of Tourism, Government of India. The state follows the following steps to prepare the proposal:

- It identifies tourist sites in the state where infrastructure requires improvement to attract more tourists. This identification of the tourist site is based on its potential to invite more tourists (measured by the trend in the number of tourists visiting the site) and the gaps in the existing infrastructure reported by local office of tourism. In other words, importance of the tourist site by flow of tourists and infrastructure needs of the site are the criteria for selection for the PIDDC support.

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<sup>7</sup> This category includes district/state tourism officers and reception Centre/Ticket offices at the tourist sites.

- Responsibility of preparation of the proposal for funding is with the Directors of Tourism of the state. They have been using different modes of preparing the proposals. In some states, they form committees of the department personnel which are responsible for preparing the proposal. In some other states, consultants are hired to prepare the proposal. In still other states, district tourist officers and even District Collectors are given responsibility of preparation of the proposal.
- These identified individuals/groups prepare the proposals, mostly through the process of consultation with the stakeholders. No special study is undertaken. But Kerala reported undertaking a quick study on tourist traffic, land availability and available/required infrastructure for the proposal. Emphasis in the proposal is to build enough quality in the services at the tourist sites. Thus the proposal adds all those aspects which can improve attractiveness of the site so as to attract more tourists. Here, too, emphasis in the PIDDC proposal is to get support for the infrastructure which is high-cost.
- It was reported that the proposal is “comprehensive’ in the sense that it has inputs from all the stakeholders.
- The reported time for preparation of the proposal was 21 days to a month.
- The cost of the preparation has been reported to be about Rs. 50,000. 00

### **3.5 Experiences of implementation of the project and its current status**

Since only Department of Tourism personnel, over-seeing the tourist site, could respond to the experiences of implementation of the project supported under the PIDDC scheme, six types of information were collected from the District/state Tourist officers

- Process of implementation of the project
- Monitoring the progress
- Type of strengthening done in the tourist destination
- Source of funding and its disbursement for the work to start
- Completion status of the project and its timeliness, and
- Problems faced in its execution

These aspects of implementation have been discussed below in six separate sections.

#### **3.5.1 Process of implementation of the project**

The task of implementation of the work was undertaken differently in different states. For instance, in the state of Kerala, this task was assigned to District Tourism Promotion Committee; in Odisha, this work was given to Engineering Department of tourism, in UP it was taken up by UP Nirman Nigam and in Tamil Nadu, responsibility was given to the District Collector who deployed local wing of PWD . They had to go through all the formalities like seeking clearance of various concerned departments (like Defence, Environment, CEZ, Corporation, ASI, Tehsildar, Collector’s office, Temple Secretary and/or Gram Secretary—the situations varied from one site to other), invite and approve tenders etc to undertake the work.

The respondents were particularly asked whether any board was put up at the project site. It was reported that most of the states had put up a board with information like name of the project, cost estimates, completion period, name of the implementing agency and the source of funding as Ministry of Tourism, Government of India.

### 3.5.2 Monitoring the progress of work

Responsibility of monitoring of the progress was also assigned to different agencies.. They were to send the reports to the Directorate of Tourism of the state who would monitor the progress through periodic meetings. Though monitoring was being always done but all the respondents were of the view that there was need to strengthen the monitoring system – it should involve the field visit of a senior officer who should monitor the progress on the basis of a checklist developed for this purpose.

### 3.5.3 Type of strengthening done in the 11<sup>th</sup> Five Year Plan

143 District/State officers (covered in the study) were asked about the infrastructure which was strengthened in their projects. Their answers have been reported in Table 3.3.

**Table 3.3: Percent personnel of the Department of Tourism reported components strengthened in the sampled projects**

Components strengthened	District/State officer
Construction of budget accommodation	7
Tourist complexes	8
Wayside amenities	20
Tourist Reception Centres	7
Refurbishment of monuments	38
Special tourism projects	20
Adventure and sports facilities	6
Sound and light shows and illumination of monuments	6
Do not know	30

It may be noted that about 30 percent respondents were not able to answer the question on type of strengthening done in their projects. It might be because our sample included all the projects undertaken since 2007-08 (11<sup>th</sup> five year plan) and many of the officers interviewed could be new in the position and work might have been completed before they joined the position.

As per the reported list of the assets created, relatively large percent of the projects (more than 20%) had strengthened the following components of the project:

- Refurbishment of the monument
- Wayside amenities, and
- Special tourism projects created to make the tourist site more attractive

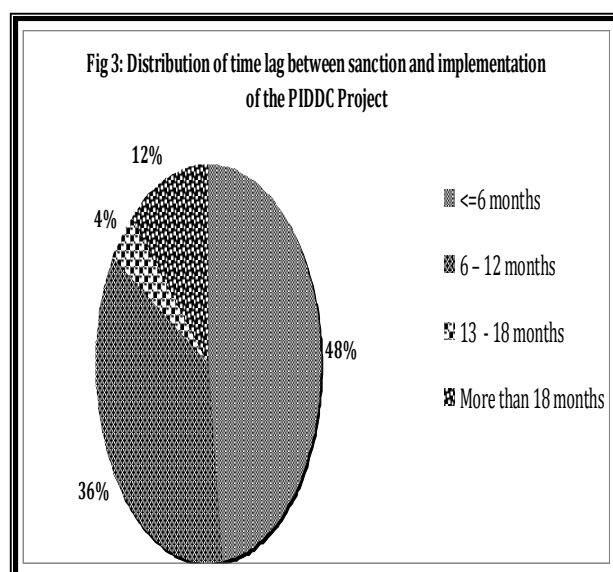
### 3.5.4 Sources of funding and its disbursement

The district/state tourist officers were asked information on the source of funding to strengthen the infrastructure at the tourist site—whether funding was exclusively from the MOT, Government of India, or the state also had added funds for strengthening the components at the tourist sites. The idea was to assess how many projects had stakes of the states in strengthening the infrastructure<sup>8</sup>.

Data was also collected on “time taken to start the project after it was sanctioned”, considered as an index of the commitment of the state.

Table below and the figure 3 shows percent of projects where funds were given by the Ministry of Tourism exclusively. It also shows the gap between the time project was sanctioned and its actual implementation/execution in the field.

Information	%
1. Projects recd. funds from MOT exclusively	47
2. Distribution of time lag between sanction and implementation	
<=6 months	48
6 – 12 months	26
13 - 18 months	4
More than 18 months	12



The following are the findings:

- Forty seven percent projects received funds exclusively from the Ministry of Tourism. The remaining projects had received funds from the states also, though contribution was small. (It may be pointed out that PIDDC funds cover 100% of the project budget)
- Almost 50 percent projects got implemented within six months of sanction (shows better commitment of the state)
- Sixteen percent projects got implemented after one year of sanction.(shows poorer commitment of the state).

<sup>8</sup> Our earlier experience showed that activities/projects where states had stakes and had allocated funds from the state budget always got implemented and monitored better.

When asked about the reasons for delay in implementation (after the sanction was received), the district/state Tourist officers gave the following reasons:

<b>Reasons for delay in implementation</b>	<b>%</b>
Money received. late	2
Delay in inviting tender and its sanction	35
Delay by the contractor	6
Don't know	58

It may be noted that majority of the respondents reported that they did not know the reasons for delay in implementation of the project. It could be due to: (i) no specific reason for the delay, (ii) non or low priority to the project activities, or (iii) the Tourist officers were new to the position. The reason stated in (ii) above stood validated when we found that about 35% projects were delayed because no urgency was shown in inviting tenders and its scrutiny.

It was reported that the Central Government give about 80% of the funding as advance in 2 to 4 installments. Rest of it was received as reimbursement. **No state complained about the funds; they were received in time and never created any problem which could delay the completion of the project.**

In most of the cases, funds from the Ministry of Tourism, Government of India came to the state or sometimes directly to the Directorate of Tourism. These funds were transferred to the executing agency.

### 3.5.5 Completion status of the project activities

The District/State tourist officers were asked about the completion status of the projects he/she was implementing. Distribution of their completion status is shown in table given below. It may be noted that most of the projects were reported to be continuing because there was still time left for its completion (perhaps time extension has been taken from the competent authority). Among others which, should have been completed, only half of them got completed in time and the other half did not complete in time.

<b>Information</b>	<b>% distribution</b>
Projects completed in time	27
Projects which are not completed in time	28
Projects which still have time for completion <sup>9</sup>	45

<sup>9</sup> Projects which were reported as “still have time for completion” may have been over-reported. This hunch got confirmed when we compared these figures with those in table 3.7

Information on completion status of the projects was also collected in a different form. The district tourist officers were asked about the projects completed out of the ones which were taken up in the 11<sup>th</sup> five year plan (reported in Table 3.7). **It was reported that only about 34% projects were completed during the 11<sup>th</sup> five year plan (out of all those sanctioned in the plan period).**

The respondents were further asked reasons for delay in completion of the project. Their responses are shown below:

<b>Reason for delay in completion</b>	<b>%</b>
Cost exceeded the budget	17
Delay in tendering process	30
Rains	5
Delay in execution of work	10
Land acquisition	3
Don't Know	35

While 35 percent officers reported that they did not know the reason for delay in completion, 30 percent blamed the official process of tendering the job which needed to be completed. Other reasons like “cost exceeded the budget”, or “delay in execution of the work” were also reported by a relatively smaller percent of respondents.

### 3.5.6 Problems faced in implementation

The district/state Tourist Officers were asked whether they faced any problem in implementation of the project. If they reported “yes” to this question, they were further asked about the problems. The responses have been listed in the Table below.

<b>Problems faced</b>	<b>% distribution</b>
No problems	38
Clearances from security agency	6
Contracting the work—tendering process, ensuring minimum response to tenders, approval of tenders etc.	18
Lack of men and material	5
Land acquisition/Land dispute	4
Tight budget/shortage of money stopped the work	7
Don't know	21

Almost two-fifths of the officers of tourism did not report any implementation problem. Another 21 percent reported that they had no knowledge of the problems; perhaps they were new to the position and/or were not associated with the project activities. The remaining projects reported different types of problems shown in the above Table.

### 3.6 Impact of PIDDC scheme

The impact of the scheme, in this report, is being measured in three different forms<sup>10</sup>. **First**, data was collected on **perception of the stakeholders on the impact of the scheme** on the parameters (1) Improvement on the attractiveness of the tourist sites, (2) Increase in the number of tourists, (3) Improvement in the employment opportunities for the people living around the area of the site, (4) Increase in the income levels of people of the area, (5) Improvement in the living pattern of the people living in the nearby areas, and (6) Overall development of the area. **The second set** of information was on the **actual increase** in the number of tourists during 11<sup>th</sup> five year plan; part of which could be attributed to the PIDDC scheme. **The third set was actual increase** in employment of manpower. The data on each of these impact parameters has been reported below.

#### 3.6.1 Perception of the stakeholders on the impact of the PIDDC scheme

All stakeholders were asked how they **perceived the impact of the PIDDC** scheme on the following six impact parameters<sup>11</sup>:

- Improvement in attractiveness of the tourist site
- Increase in the number of tourists
- Improvement in the employment opportunities
- Improvement in the income levels of people
- Improvement in the living pattern of people in the area, and
- Overall development of the area

This information was collected on three point scale—“Increased substantially”, “Somewhat increased” and “No change”. **In order to make sure that their answers were based on their own mental assessment of the ground situation (and not just random answers), they were further asked in what way they thought increase had occurred if their answers were either “increased substantially” or “somewhat increased”.**

Table 3.4 and figures 4-7 show perception of impact parameters as reported by different stakeholders and the reason why they thought so<sup>12</sup>.

<sup>10</sup> There is a fourth set of impact parameter, “Inflow of money”. This number has not been calculated here since it was not possible to compute the actual increase in the number of tourists due to the impact of the PIDDC scheme

<sup>11</sup> As stated above, this was only one parameter of impact. The other two parameters were actual numbers, discussed in 3.5.2 and 3.5.3.

<sup>12</sup> As stated earlier, this question followed the response on the impact of PIDDC scheme to make sure that their answers on the impact was based on their assessment of the ground situation. In this way, the response on the impact was not mere perception but **“thoughtful perception”**.



**Table 3.4 Reported perception of different categories of stakeholders of tourism on different impact parameters and reasons why they thought so**

Information	District/ State Officer	Reception Centre/ Ticket office	Tourist Guide	Hotel/ Guest house	Restau rants	Tour operator/ Travel agency	Bus/Taxi operator	Souvenir Shop
<b>1. % report Improvement in attractiveness</b>								
Increased substantially	33	32	20	7	9	10	15	16
Some what increased	42	54	59	41	44	42	52	51
No change	25	14	22	52	47	49	33	33
<b>2. Percent stakeholders reported various factors which had improved attractiveness<sup>13</sup> (%)</b>								
Improvement of amenities	46	53	33	35	38	37	29	34
Beautification of the surrounding areas	33	35	32	41	43	37	48	43
More infrastructure and its better maintenance	12	26	21	16	16	14	10	16
Improvement in looks of the monument	4	2	11	8	6	11	5	9
No particular reason	5	7	6	6	7	7	7	8
<b>3.% report Increase in number of tourists</b>								
Increased substantially	28	39	29	9	11	18	16	20
Some what increased	49	59	60	55	51	53	59	63
No change	22	2	11	36	38	29	25	17
<b>4. % report increase in employment</b>								
Increased substantially	13	22	15	6	4	7	8	7
Some what increased	47	55	48	42	41	54	53	50
No change	40	24	37	52	55	40	39	43
<b>5. Percent stakeholders reported various factors which have improved employment</b>								
Jobs in tourism related industry	68	69	83	65	55	63	60	75
Jobs with private businesses	19	23	19	35	42	39	35	26
Improved scope of work with handicrafts	12	21	24	17	15	13	10	18
Jobs with tourism Department	6	5	5	4	2	4	7	3
No particular reason	2	3	0	8	2	6	5	1

<sup>13</sup> Total could be more than 100 as some respondents reported more than one reason/factor for their response

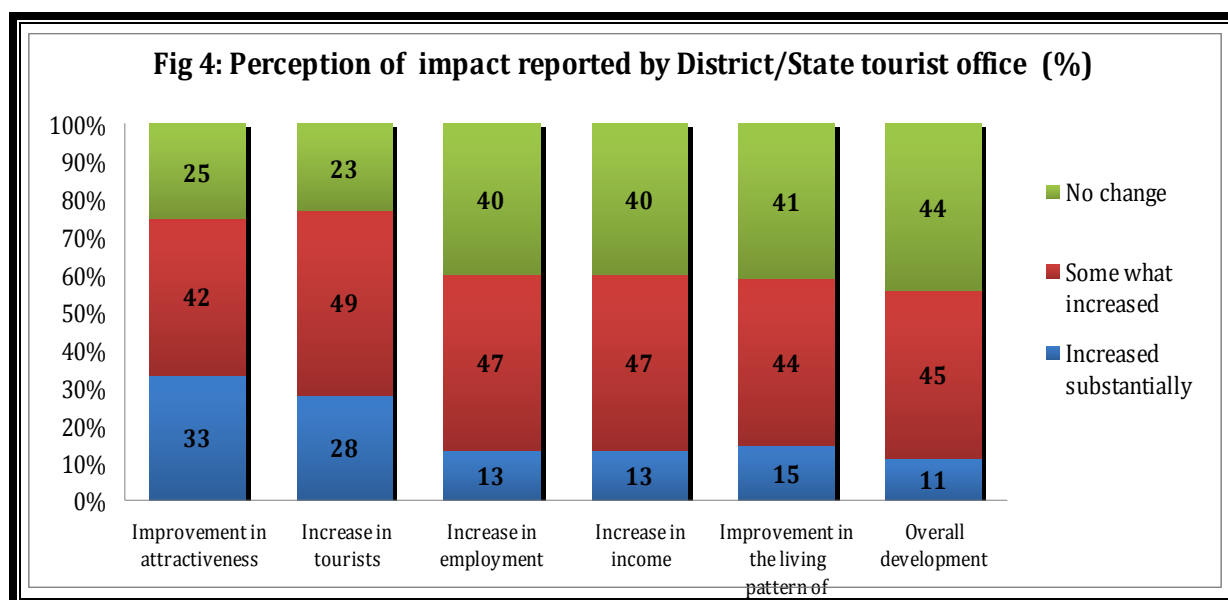
**Table 3.4 Reported perception of different categories of stakeholders of tourism on different impact parameters and reasons why they thought so (Contd..)**

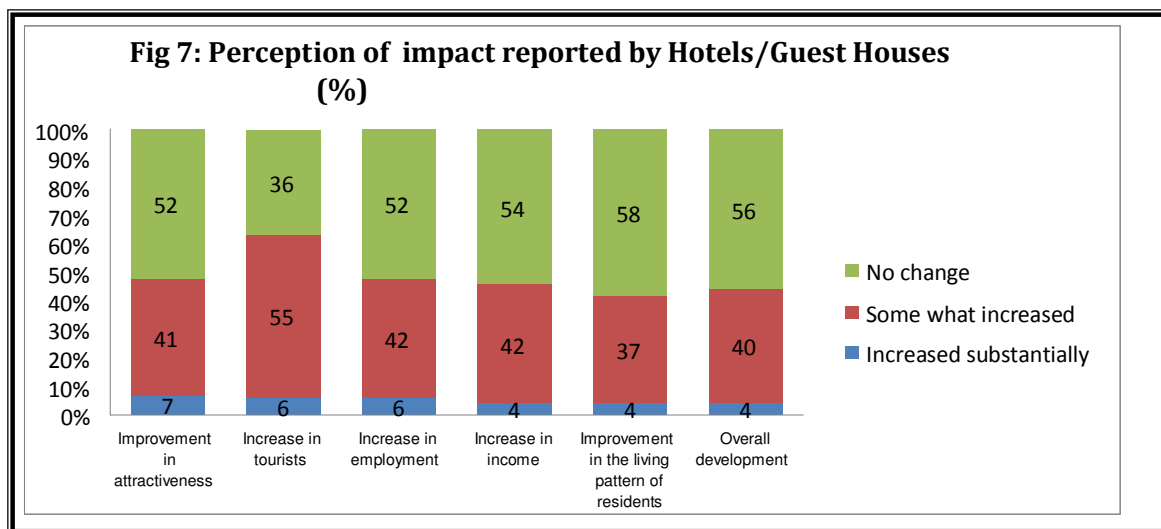
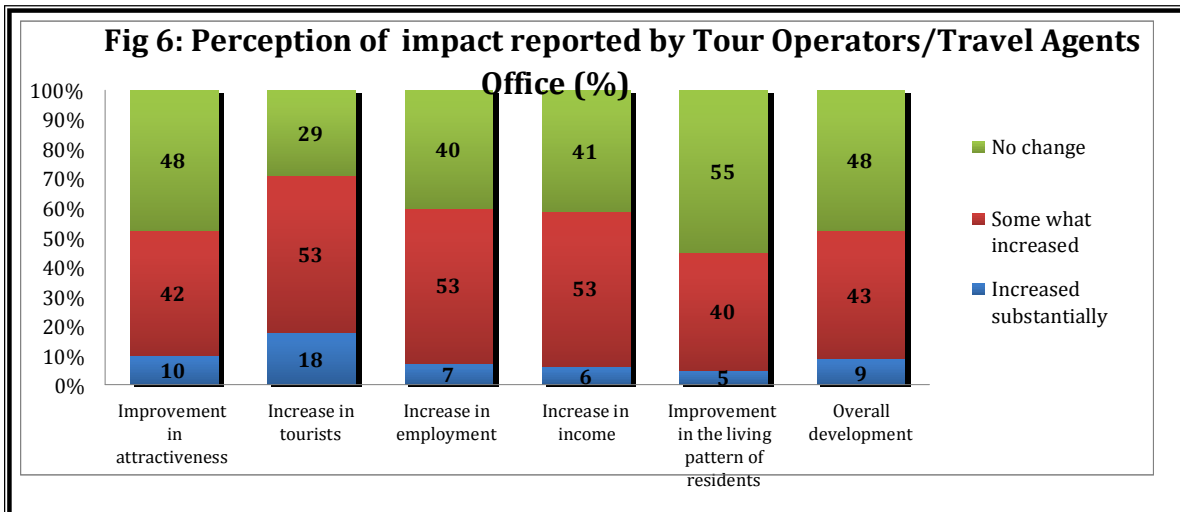
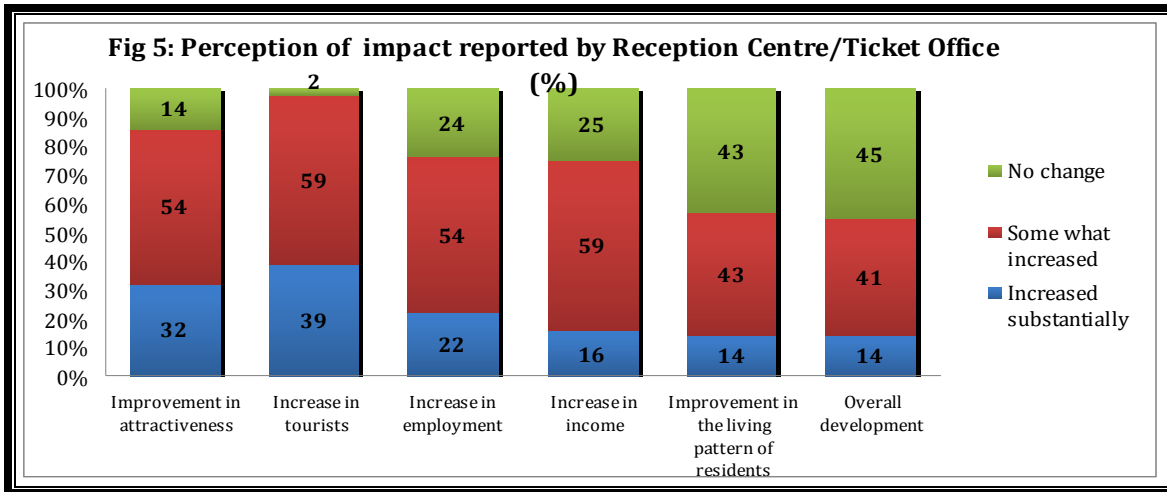
Information	District/ State Officer	Reception Centre/ Ticket office	Tourist Guide	Hotel/ Guest house	Restau rants	Tour operator/ Travel agency	Bus/Taxi operator	Souvenir Shop
<b>6. % report Increase in income</b>								
Increased substantially	13	16	14	4	3	6	5	5
Some what increased	48	59	52	42	40	53	52	52
No change	40	25	34	54	57	41	43	43
<b>7. Percent stakeholders reported various factors responsible for increase in income of people</b>								
Opportunities of new businesses— higher demand	44	53	52	54	49	47	49	57
Jobs in tourism related industry	59	53	48	31	38	45	26	32
Jobs in private Businesses – Higher demand	31	13	21	18	18	24	17	17
Higher income in business & higher salary in jobs because of more demand	19	8	13	22	21	16	13	15
Higher income because of higher demand	0	5	10	4	1	5	3	7
No particular reason	6	3	2	6	3	6	10	6
<b>8. % report improvement in the living pattern of residents</b>								
Increased substantially	15	14	8	4	3	5	6	6
Some what increased	44	43	57	37	37	40	47	44
No change	41	43	35	58	60	55	48	50
<b>9. Percent stakeholders reported various factors which have improved living pattern of residents of the area</b>								
Life style improvement <sup>14</sup>	83	55	59	68	63	63	63	60
Better choice of items for purchase	15	55	37	30	29	29	30	37
Higher income	6	17	12	10	7	8	6	7
No particular reason	12	10	3	7	3	12	5	7

<sup>14</sup> Improvement because of better roads, better parks, better transport, better choice of food, better lighting and better means of entertainment.

**Table 3.4 Reported perception of different categories of stakeholders of tourism on different impact parameters and reasons why they thought so (Contd..)**

Information	District/ State Officer	Reception Centre/ Ticket office	Tourist Guide	Hotel/ Guest house	Restau rants	Tour operator/ Travel agency	Bus/Taxi operator	Souvenir Shop
<b>10. % report overall development</b>								
Increased substantially	11	14	18	4	2	9	10	6
Some what increased	45	41	49	40	42	43	48	50
No change	44	45	33	56	56	48	42	44
<b>11. percent stakeholders reported various factors which have led to development of the area</b>								
Better Civic amenities	65	82	64	83	77	83	70	84
Better infrastructure	38	39	38	34	19	30	31	28
Increase in business opportunities	5	25	5	7	7	5	1	6
Increase in job opportunities	13	0	5	6	3	10	8	4
Increase in income	3	4	3	4	9	4	3	6
No particular reason	19	0	2	7	3	8	8	6





The following are the highlights of the findings on the impact of the strengthening undertaken of the tourist site:

- More than about two-thirds of the stakeholders perceived increase (“Substantial increase” or “Somewhat increase”) in the attractiveness of the tourist site as well as increase in the number of tourists who visited the site.
- About 50 percent stakeholders perceived increase in the employment opportunities, increase in the income, increase in the living pattern of the residents and overall development of the area.
- Their reported reason why they thought that things had improved have also been listed in the Table 3.4. Two most important reason for their “thoughtful perception” are shown in the Table shown below:

Impact of PIDDC scheme	Two important reasons for their perception on impact of the scheme—why they thought things have improved	
	Reason 1	Reason 2
Improvement in attractiveness of the tourist site	Improvement in amenities	Beautification of the surrounding areas
Increase in the number of tourists	Their clientele has increased	
Increase in employment	Increase in tourism related jobs	Availability of jobs in private businesses
Increase in income of the people	Better opportunities of new businesses. Increased demand increased competition and thus salaries	Availability of more jobs and thus higher salaries
Improvement in living pattern of residents of the area	Increase in life style of the people in the area	Availability of better choice of items of daily use
Increase in overall development	Availability of better civic amenities	Availability of better infrastructure

**In other words, stakeholders of the tourism industry thoughtfully perceived that PIDDC scheme had brought about overall improvement in the area where tourism site was located. They had also given justification why they perceived positive impact of the scheme.**

### 3.6.2 Increase in the number of tourists at the site/district

Second indicator to measure impact of the PIDDC scheme was “increase in the number of tourists” at the tourist sites strengthened under PIDDC scheme. For this purpose, two sources were utilized to collect data on the number of tourists. The first source was district authorities who were asked number of tourists in different years in the 11th five year plan. The second source was stakeholders like hotels etc who were asked the number of tourists they had served in different years of the 11th five year plan. Data on the number of tourists from both the sources have been discussed here<sup>15</sup>.

<sup>15</sup> We are using data of the domestic tourists because of their large numbers-- the trend over different years of 11<sup>th</sup> five year plan will be smoother

Table 3.5 shows data on the number of tourists reported by the district/state tourist officers of the sampled tourist sites. Though this data may not be accurate in terms of number of tourists but since the same source was utilized to collect data in different years, they can be used to assess trends in the number of tourists.

**Table 3.5: Number of tourists reported by the district/state Tourist officer in different years of 11<sup>th</sup> five year plan**

Year	No. of tourists	Index number
2007-08	169806	100
2008-09	195798	115
2009-10	266781	157
2010-11	308586	182
2011-12	Not available*	

\* Data for the whole year 2011-12 was not available for several districts.

It may be seen that population of tourists has increased by about 82 percent in the first four years of the 11th five year plan. This was a substantial increase when we compared with the increase of tourists in total India<sup>16</sup> where increase in four years was found to be about 40 percent (Based on data taken from website of the Ministry of Tourism). (We are aware of the limitations of comparing these two sets of data but they could reflect overall trend in the four years). This sharp increase (shown by the index calculated by taking numbers in 2007-08 as base) in the trend may partly be the impact of the strengthening done under PIDDC scheme.

Based on this additional increase of tourists (domestic) in the districts under study, one could get a rough estimate of the **inflow of money**<sup>17</sup>. It was found that per day expenditure of the domestic tourist was reported to be Rs. 1698.00<sup>18</sup>.

Table 3.6 shows data on tourists served by two important stakeholders –Hotels/Guest Houses and Bus/Taxi Operators. These data was collected from the stakeholders by asking the number of tourists they had served in different years of 11<sup>th</sup> five year plan.

**Table 3.6: Number of tourists served by different stakeholders in the area in different years**

Number of tourists by year	Hotel/ Guest house		Bus/Taxi operator	
	No.	Index number	No.	Index number
2007-08	459368	100	293344	100
2008-09	516894	112	311635	106
2009-10	635348	138	334418	114
2010-11	786379	171	404058	138
2011-12	1146007	249	473357	161

Note: Only figures for two categories of stakeholders has been shown to suggest the order of increase in the tourists

<sup>16</sup> The comparability of these two sets of data is unknown but since both the sources use the same source of data collection in different years of the 11<sup>th</sup> five year plan, they can be used here to compare the trend..

<sup>17</sup> We did not provide numbers since it was not possible to estimate the number of tourists which could be attributed to the impact of PIDDC scheme.

<sup>18</sup> Per day expenditure of the foreign tourist was reported to be Rs. 4250.00

It may be seen that number of tourists served by these two categories of stakeholders had increase sharply. This increase was so sharp that a part of it could be attributed to strengthening of the tourists' sites under PIDDC scheme.

### 3.6.3 Increase in employment of manpower

Third indicator taken for measurement of the impact of the scheme was “increase in the manpower employed by stakeholders in the sampled projects”. For this purpose, different stakeholders (of tourism) were asked about their manpower in different years of the 11th five year plan because it was expected that increase in the number of tourists would increase demand for the services. This increase in demand in services would be met by deploying a larger manpower.

Table 3.7 shows manpower deployed by different categories of stakeholders in different years of the 11th five year plan. Increase in the manpower has been shown by computing index numbers with 2007-08 as base.

**Table 3.7: Manpower employed by different categories of stakeholders in different years of 11<sup>th</sup> five year plan**

Number of tourists by year	Hotel/ Guest house		Restaurants		Tour operator/ travel agency		Bus/Taxi operator		Souvenir shop	
	No.	Index number	No.	Index number	No.	Index no.	No.	Index no.	No.	Index no.
2007-08	7647	100	2909	100	746	100	792	100	483	100
2008-09	8058	105	3170	109	783	105	868	109	518	107
2009-10	8805	115	3508	121	1070	143	940	119	585	121
2010-11	9848	129	4259	146	1197	160	1045	132	726	150
2011-12	10694	140	5346	184	1329	178	1114	141	839	174

It may be noted that manpower in all stakeholder categories had increased rapidly – 40 percent to 80 percent in five year period. It was mainly because the tourist traffic had increased in these districts. The PIDDC scheme could take at least a part credit for this increase in tourism.

## 3.7 **Current status of tourism infrastructure in districts/tourist sites**

In order to assess the current status of tourism infrastructure in the districts of sampled projects (where PIDDC had strengthened the infrastructure in 11<sup>th</sup> five year plan), three sets of information were collected. In the first set, the district tourist officers were asked : (i) total number of **tourist sites** in their districts , (ii) number of tourist sites where infrastructure had been strengthened under PIDDC.; the complementary figure would be the number of tourist sites where the infrastructure had still not been strengthened as yet. Then they were further asked their perception on the status of the tourism infrastructure in the district (Table 3.8).

In the second set, the district tourist officers were also asked the type of strengthening that was needed at the tourist sites in their work districts. This information was collected to see whether PIDDC scheme covers all dimensions/components of strengthening

The third set of information was collected **from tourists**. They were asked about their tourism related experiences when they visited the tourist sites in the districts. Their experiences have been reported in Table 3.9.

This section gives all these three sets of information (Table 3.8 for the first two sets and Table 3.9 for the third set):

**Table 3.8: Status of the tourists sites in the districts covered in the study**

Information	No. of tourist sites
1.No. of tourist sites in all districts covered in the study	2264
2.No. of tourist sites strengthened under PIDDC in 10 <sup>th</sup> five year plan	694
3.No. of tourist sites strengthened under PIDDC in 11 <sup>th</sup> five year plan	970
4.No of tourists sites where strengthening work in 11 <sup>th</sup> five year plan is completed.	326
5. Perception of district tourist officer on the status of infrastructure at the tourist sites in their districts (% distribution)	
Good	55
Reasonable	26
Poor	14
Very poor	5
<b>Recommended (by district tourist officer) improvement to make the tourist site more attractive for tourists</b>	
Appearance/Beautification of site	32
Wayside amenities	84
Physical infrastructure including accommodation for all categories of tourists	58
Civic sense in all service providers	12
Special tourism projects	11
Security of tourists	7

It may be noted that

1. About 600 projects ( or 27%) in the districts under study have not yet been strengthened under PIDDC scheme. But according to reporting of the district tourist officers, 19% of them might have “poor” or “very poor” infrastructure. Thus, it seemed that 114 projects in these districts still needed to be strengthened. (*This suggests need to continue PIDDC scheme*).



2. The PIDDC scheme could fund all the needs of the tourist destinations/circuits except security concerns of tourists. In this respect, PIDDC scheme is comprehensive except the component of security of tourists. *(No new component is needed in the scheme except conveying the message of security needs to the tourists to the concerned departments)*
3. Only about 34% projects sanctioned in the 11<sup>th</sup> five year plan have been completed. *(The progress of work has been slow)*

#### Experiences of the tourists during their visit

The tourists (numbering 3425 domestic and 219 foreigners ) visiting the tourist sites were asked their experiences on different components of tourism infrastructure and the services they received during their visits. The response was recorded on three point scale—“Satisfactory”, “OK” or “Unsatisfactory”. “OK” meant that the respondent was lukewarm about the services and therefore, we have considered this response as non-satisfactory. Table 3.9 shows percent tourists who reported the service as “satisfactory” (other than OK or unsatisfactory).

**Table 3.9: Tourists reporting experiences “satisfactory” for the infrastructure /services during their visits.**

Infrastructure/Services	% tourists	
	Domestic	Foreigners
Problem in getting Local transportation	15	11
Journey to site satisfactory	87	90
Got lodging within budget	83	88
Room clean	91	93
Toilet clean	83	88
Quality of food in restaurant satisfactory	84	92
Response of tourist office in state satisfactory	49	40
Response of tourists office in district satisfactory	43	48
Response of the reception office satisfactory	60	66
Response with ticket office satisfactory	74	64
Good experiences with tourist guide	95	97
Good experience with tour operator	34	57
Experience with souvenirs buying satisfactory	78	93
Good physical appearance of monument	93	96
Site was clean	78	84
Lighting was adequate	78	87
Signage clear and adequate	67	80
Descriptions on sites satisfactory	70	78
Drinking water facilities satisfactory	64	74
Toilet facilities satisfactory	50	60

The following are the highlights of the experiences of the tourists during their visit to the tourist destinations/circuits:

- Less than 50 % tourists had reported satisfaction with (i) response of tourist office at state level, (ii) tourist office at district level, and (iii) service of the tour operator whose services they had hired. In this connection, it may be noted that only 5% domestic tourists and 17% foreigner tourists had contacted the state tourist office, and 3% and 12% tourists respectively had contacted district tourist office.
- Less than two-thirds of the tourists (but more than 50%) reported satisfaction with (i) response of the Reception Office/ Ticket office, (ii) signages in the monuments, (iii) drinking water facilities and (iv) toilet facilities.

The tourists, after being asked about quality of different services (responses reported in Table 3.9 above), were further asked

*“What type of improvement could make the site more satisfactory to tourists’.*

In response, the tourists made the following suggestions for improvement, in decreasing order

- Improve the beauty and cleanliness of the surroundings
- Provision of drinking water at the site
- More public toilets
- Improvement in the communication at the site
- More lighting at the site
- Creation of parks at the site
- Good hotel/lodging facilities
- Good parking facilities, and
- Security of the tourists, particularly of the foreign tourists

It may be noted that the PIDDC scheme funds all the needs suggested by the tourists except the security component. It is therefore recommended that proposals submitted for PIDDC support should be made more comprehensive by including suggestions from the tourists. It is also recommended that the MOT should coordinate with the security agencies to make tourists feel more secure.

### 3.8 Suggestions for strengthening the PIDDC scheme

Two sources of data have been used to suggest strengthening measures for the PIDDC scheme. The first source was district/state tourist officers who were directly asked suggestions for strengthening the PIDDC scheme so that the scheme could achieve its desired goals. **They were directly responsible for implementation (or monitoring/coordinating) of the project and thus knew the problems.** The second source was the findings which have emerged from analysis reported in the earlier sections of the chapter or came as suggestions from different categories of respondents. This section presents these suggestions.

### 3.8.1 Suggestions from the district tourist officers

The district tourist officers involved in implementation of the project supported by PIDDC were asked suggestions for strengthening the PIDDC scheme. Their suggestions under various broad headings are shown below.

#### **1.Scope & coverage of the PIDDC scheme**

1.1 There is a need to make the tourist site more attractive to tourists. It required beautification of the site and its surroundings including creation of basic infrastructure and desired civic amenities so that tourists could enjoy their visit with minimum discomforts.

1.2 PIDDC scheme should provide funds for inviting ideas from planners and architects to make the tourist site more attractive and beautiful. This was the requirement tourists had suggested to make the site more attractive.

1.3 Funding should also be provided for strong supervision/monitoring of the work during the work period, The MOT should also continuously monitor the progress by making actual field visits to the tourist sites.

1.4 It was suggested that components which could add entertainment items at the tourist sites should also be added for funding in the PIDDC scheme. This would help tourists to come to the tourist site with family, including children. Family tourism would be useful for promotion of tourism in the long run. In other words, it was suggested that the tourist destinations should have value not only as sight seeing/ religious tourism/ historical tourism but also entertainment tourism.

1.5 It was suggested that security of tourists, particularly foreign tourists was of great concern and thus should receive attention of the concerned department/agency.

#### **2.Quality of preparation of the project proposal**

2.1 Many of the district tourist officers and persons in-charge of the reception centres expressed opinion that they should be involved while formulating proposal for the PIDDC. It seemed that they were not involved in development of the proposal though different modes were adopted by different states to prepare proposals for submitting to the Ministry of Tourism.

2.2 Many of the district tourist officers/reception desk officers felt that proposals could be made more comprehensive. They suggested that some funding should be provided in pre-proposal stage so that the state could undertake a quick study to assess strengthening needs of the tourist destination/circuit. This small fund could help in ensuring that the proposal was comprehensive where views of all stakeholders including the tourists could be taken and included in the proposal for funding. .

2.3 The officers pointed out need for detailed guidelines on preparation of the proposals. The existing guidelines were felt not detailed enough. .

2.4 It was suggested that MOT should carefully review the proposals by making a visit to the state/district to discuss the proposal, changing it if necessary and then finalizing it. This may require a team of professionals with such background in the MOT to help in development and monitoring the projects.

2.5 Adequate time should be given for developing proposal so that a pre-proposal study (indicated in 2.2 above) could also be conducted

2.6 One pre-requisite of the proposal should be listing of maintenance plan of the state government after strengthening was done under PIDDC. In this way, commitment of the state would be ensured in the maintenance of the assets created..

2.7 Some of the tourist officers suggested a good deal of flexibility in the timeline as many unforeseen issues emerge during implementation of the sanctioned projects. This longer time of execution also increased the fund requirement. Thus funding limit specified in PIDDC should be raised.

### **3. Time taken for approval**

3.1 Time for approval should be reduced to maintain and sustain interest of the staff who submitted the proposal. Too long a time could affect interest in the project.

3.2 Funds should be released as early as possible after approval of the project.

3.3 Strong monitoring by the state and the Centre will ensure timely completion of the project. Thus monitoring mechanism should be built, both at the Centre and the state levels.

### **4. Financial assistance**

4.1 The district/ state tourist officers had suggested some flexibility in switching of the budget heads, if necessary.

### **5. Merits of the scheme**

5.1 All tourist officers greatly appreciated this scheme. According to them, the PIDDC scheme is very useful for improving tourism in the country. More and more funds should be committed to this and other such schemes. In addition, a good deal of publicity should be given to such schemes so that more and more states/districts could take benefits from such schemes.

5.2 The Tourist officers suggested that such schemes of the MOT should get more funds from the Planning Commission as projects strengthened under such schemes could help develop the areas. There is a direct relationship in the increased flow of tourists and development of the area and its residents.

5.3 Many states expressed need for technical guidance to optimally utilize funding from the scheme effectively and achieve their tourism potential.

### **6. Constraints of the scheme**

6.1 Many tourist officers did not know about the proposal as they were not involved in its development. This non-involvement affected their sincerity and commitment to the project.

6.2 Many tourist officers expressed inadequacies in the projects in view of strengthening needs of the tourist sites. It was therefore necessary that proposals should be comprehensive and based on actual assessment of the infrastructure needs of the tourist sites.

6.3 Many states expressed need for technical support for preparation of the project proposal. After financial support, the states might even need technical support for implementation and monitoring to control quality of work and timeliness.

6.4 The scheme had helped only a limited number of tourist sites. Many more sites needed strengthening. Thus more funds, covering more tourist sites, were needed for increasing tourism in India and take its allied benefits.

**In other words, it is strongly recommended that this scheme should continue as centrally sponsored scheme but there is need to streamline it to ensure (i) good project proposal, (ii) serious effort in its implementation, (iii) careful systematic and strong monitoring, both at the centre and state levels, and (iv) assurance for good maintenance of the assets created .**

### 3.8.2 Other suggestions (based on findings and our earlier experience in such projects)

- The PIDDC scheme provides 100% funding from the Central Government. We (GfK MODE from their experience with other similar projects) recommend that states might be asked to contribute a small part of the funding (say 10%). This is **our recommendation in view of our earlier experience**; this would improve the quality of execution, as states would have greater commitment and better monitoring for the projects where they have stakes.
- Based on the suggestion of the state/district tourist officers and our earlier experience with such projects, it is recommended that the Ministry of Tourism should have a full-time technical committee to scrutinize the proposals, monitor the progress, to give technical advice and help the states to share experiences of each other. This will greatly improve the quality and timeliness of the execution of the project. This committee members may also need to make visits to the site where work is being undertaken.
- Involvement (in the form of project development, project execution and monitoring) of the district tourist officer did not exist in many projects. Therefore, district tourist officers had no interest in the project. Their cooperation was limited, mainly because of lack of their interest in the project.
- We strongly suggest conducting a quick survey for need assessment of the tourist site. The Marketing Division of the Ministry of Tourism should take technical lead for such a survey. This survey should be able to identify needs of the tourist sites so that project proposal can include those needs of the tourist site.

## CHAPTER IV

### EVALUATION OF FAIRS AND FESTIVALS

#### 4.1 Background

This study had selected two fairs/festivals organized by each of the 16 states where evaluation of the PIDDC scheme was being undertaken. These 16 states have been shown in Annexure I, where PIDDC projects for evaluation have been listed. Their selection process was based on the budget of the fairs/festivals – two highest budgeted fairs/festivals were selected for the study from each of the 16 states.

As stated earlier in chapter on “Data & Methods”, data for evaluation was collected from the organizers of the fairs/festivals at district/state level and a few hotels/guest houses located in the vicinity of the tourist sites and were serving the tourists visiting the fairs/festivals selected for this study.

For analysis, these 32 projects (two projects from each of the 16 states) were grouped in two categories—Fairs and Festivals. The definitions of the fair and festival are shown below (Took from the Website of Google):

#### **Fair**

A fair typically has rides and is not based on a specific theme.

Fair is an exhibition usually with accompanying entertainment and amusements

Fair is celebrated on grand scale by **more than one** religious, tribe or community. It has people from various walks of life.

#### **Festival**

A festival is usually a theme.

Festival is often a periodic celebration or program of events or entertainment being a specified focus.

Festival is celebrated by one religious or sub-group, group, a tribe or a community with exceptions to few festivals.

The names and groupings of the fairs and festivals have been shown in Annexure III<sup>19</sup>. There were 14 fairs and 18 festivals.

<sup>19</sup> It may be noted that there is a good deal of overlap between these two categories—one can classify an event in either group. Keeping these definitions in mind and using our best judgement, an attempt was made to group 32 selected fairs/festivals into two groups. Since it was possible, in some cases, to list the festivals/fairs in either category, our best distribution was sent to the

This chapter discussed the findings, separately for fairs and festivals, based on the data collected for the selected fairs and festivals. The findings are presented in the following four sections:

- Planning of the fairs/festivals
- Implementation
- Expenditure incurred and income generated, and
- Impact of the fairs/festivals.

Based on the findings and suggestions from the respondents, the recommendations are presented in the last section of the chapter.

## 4.2 Planning of the festivals

**Table below shows months when festivals were organized and their duration**

Planned activities	% distribution	
	Festivals	Fairs
1. Month when planned		
January/February	40	21
July/August	13	7
Sept./Oct.	13	29
Nov./Dec.	33	43
2. Duration		
<=3 days	47	14
4– 7 days	20	58
8– 12 days	13	14
13-30 days	13	14
> 30	7	0

It may be noted that most of the **festivals** were organized in winter months when important festivals like Deepawali, Christmas, Durga Puja etc. come. The idea, perhaps, might be that besides, good weather in the months of September, October, November, December, January and February, people in these months would be in festive mood. This would be the right time to attract tourists to the festivals. Festivals during summer are those which relate to hills stations.

Coming to the information on duration of the festivals, it may be noted that more than two-thirds of festivals were organized for the duration of seven days or less.—the duration in the decreasing order of their numbers was 3 days, closely followed by 5 days, 7 days and 10 days. The modal value of duration was 3 days.

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Ministry of Tourism to check whether our grouping is reasonable. Since no comments were received from the MOT, we were told that the grouping is reasonable.

In the case of **fairs**, most of the fairs were held in winter months when people and the families are in festive mood. It may also be noted that duration of the fairs was 5 -7 days, which is different from the duration of the festivals. The modal duration of the fairs was reported to be 5 and 7 days (different from the festivals which was 3 days).

#### 4.3 Implementation of the fairs and festivals

No particular difference in implementation was noticed between festivals and fairs. It was found that most of the fairs and festivals had a focus on some specific activity related to religion, sports, culture or any such thing but the organizers had added several other activities to give it a show of some *mela*/fair in order to attract more tourists and visitors. In other words, both fairs and festivals had organized multiple activities, besides the actual focus, to attract more visitors and tourists. They were especially particular to add activities for children, so as to keep children entertained and busy. This gave excuse to parents and families to come to the festival/fair. While this had been the general approach in implementation of the festivals, several festivals/fairs had added the commercial interests by having stalls of the traders and craftsmen so that they could exhibit and sell their merchandise/ products/handicraft items. Rents of such stalls had become source of income for the event (fair/festival). Thus, both fairs and festivals would attract a large number of locals, besides the tourists who would visit from outside the town. Based on this experience, one of the strong recommendations made (by the district organizers of the festivals) was to organize more of such fairs and festivals (if possible in all districts) to make tourism more popular; the assumption was that people would start enjoying tourism, initially by visiting and enjoying local fairs and festivals and then be motivated to visit other places as tourists.

#### 4.4 Expenditure incurred and income generated

Information on expenditure and income was also collected from organizers of the festivals. This information has been shown in the table below:

Information on Expenditure/Income	% distribution	
	Festivals	Fairs
1 .Entry to festival was ticketed	7	29
2. Total expenditure		
<=10 lakhs	27	21
11– 20lakhs	20	7
21- 30 lakhs	7	21
31– 50 lakhs	13	0
>50 lakhs	20	50
Not reported	13	0
3. Financial support received was adequate for organization of the festival	40	57
4. Reported generation of income	33	64
5. Support received from the state	57	57



The following were the main findings:

1. Only 7 percent festivals had charged entry fee compared to 29 percent, in the case of fairs.
2. In general, fairs had spent more money in its organization than festivals. Part of this money was recovered by generation of funds—64% fairs had generated their income compared to only 33 percent festivals.
3. Their own money generation may be one factor that more fairs had reported financial support adequate compared to festivals (57 percent fairs reported support adequate against 40 percent in the case of festivals). Even those activities/events which reported support adequate, indicated that impact of the festivals/fairs could be made better by more publicity if they had more funding.
4. We feel that this form of dependence of the financial support has to be reduced; the fairs/festivals should be able to meet at least major part of the expenses so that **such activities could be carried out more regularly/ periodically and in more districts.** It is possible and doable
5. Though festivals were organized by sharing the cost between the Centre and the States, many festivals mentioned need of small additional grant from the state – as cost over-ran the initial estimates. This happened in the case of 57% festivals and fairs.

#### 4.5 Impact of the festivals

Three questions related to the impact were asked from both categories of respondents (organizers of the festivals and hoteliers/guest house operators) and both categories of events—fairs and festivals. These questions were:

- Attendance at the festival,
- Impact of the festival on number of tourists in the area during festival days and after, and
- Role of festivals in increasing tourism.

Data on these questions has been discussed below.

##### 4.5.1a Attendance at the festivals

There was a large variation in the reported numbers of the attendees in the festivals. This was so as there was no data on the numbers who actually attended the festival; every respondent had his/her own guess on the numbers who attended the festival. In the case of ticketed festivals (which was only a small percentage), the number of attendees reported were quite encouraging. Even in such cases, this might not be the actual numbers; the actual numbers might be more as many visitors were invited and many were issued passes. In addition, there were attendees who were sponsors of the festivals.

#### 4.5.1b Attendance at the fairs

As shown above, more fairs were ticketed than festivals. The attendance reported by the organizers varied between 100, 000 to 150, 000 except in one case, it was reported to be between 20,000 and 50,000. As stated above, the reported number may be on lower side as many visitors were invited and many were issued passes. In addition, there were attendees who were sponsors of the festivals.

#### 4.5.2 Impact of the festivals and fairs on the number of tourists

When the respondents were further asked about the impact of the festivals and fairs on tourism after the fair/festival, the responses were similar. All organizers reported that occupancy in the hotels and guest houses during the event was full; tourists even had to stay away and commute because they could not get accommodation nearby. The hoteliers located around the festival site also reported 100% occupancy of their rooms during the festival days

When further asked about the impact of tourism after the festival or fair ended, it was reported that there is an increase in the tourist traffic after the event; the perception was that this increase was of the order of about 5 to 10 percent. The hoteliers located around the festival site also reported increase in occupancy by about 2 to 5 percent every year after the festival.

Thus, overall, the fairs and festivals had positive impact on tourism.

The organizers of festivals and fairs felt that the impact of the event could be enhanced and attendance of the number of tourists could be increased if adequate publicity was given to the festivals/fairs. They could not do justice to the publicity because of limited funds allocated for this purpose. They required more funds for this purpose

The organizers were also asked suggestions as to how the impact of such festivals could be enhanced. It was reported that facilities and services at the site of the fairs/festivals were not adequate –it affected the number of tourists who visited the festivals. There was need to improve the infrastructure and quality of services at the sites in order to attract more tourists. In this category, particular mention was made of the need of **toilets, drinking water, parking lots and the food courts**. It was also pointed out that security arrangements, particularly for foreign tourists, should be organized so that this concern of the attendees could be addressed.

In addition, it was also suggested that such festivals though focused on a particular theme, should be so organized that other groups (not particularly interested in the focused theme) should also feel attracted to the festival and attend them. Special mention was made to have entertainment facilities for children so that visits to the festivals became a family activity.

#### 4.5.3 Role of fairs and festivals in increasing tourism

The organizers and the hoteliers located in the neighbourhood of the site where fairs/festivals were held were asked “what role such fairs/festivals could play in tourism?”. The responses for both categories of events were similar. Thus this section reports their responses together.

Their reported perception of the role of the fairs and festivals has been listed below:

1. The fairs and festivals, initially, inculcate taste of the local people for outing and that too family outing. They become visitors to these events. This interest in outing gradually develops into an interest in tourism for a few of this generation and many more of the next generation. In other words, such fairs and festivals, in the initial stages, would attract local visitors more, but slowly, they would start attracting tourists from other places because local visitors would have their mind change to become tourists. This would happen more rapidly if the visitors enjoyed their visit to the fairs/festivals (and it required good facilities and services at the tourist sites so that the visits became enjoyable). With this perception of the role of fairs/festivals, the district organizers made a recommendation that every district should organize, **at least one fair/festival annually**. In the long run, this will help in increasing tourism in the country.
2. The fairs/festivals promoted tourism in two ways--by increasing the number of tourists during the festival days and by changing the mindset of people who became favourable to tourism, in general. That is, fairs/festivals, in the long run, tended to increase tourism.
3. Besides increasing tourism, such events tended to create and spread awareness of the local culture, art and music as it was found that most of the fairs/festivals had . included such activities to invite more visitors/tourists. That is, after attendance at such festivals, people tended to appreciate local art, culture better and appreciated local productions. In some states like Odisha, Department of Tourism is called Department of Tourism and Culture because tourism has close relationship with culture.
4. The fairs and festivals exhibited local handlooms and craft items and had stalls on local culinary. Thus they generated awareness of the local handlooms, crafts and local culinary of the area. People tended to appreciate them, bought them and thus local craft items received a boost. In this way, fairs and festivals increased income of the traders and artisans.
5. It was also pointed out that the fairs/ festivals also had commercial value as festivals increased interest in local items and handicrafts. It will increase demand for these items, leading to more varied production and better income for the local traders.
6. Such fairs/festivals created more self-employment opportunities. Local people could get short and long term employment.

## 4.6 Recommendations

Based on the ideas of the local organizers of the festivals and **the results of this evaluation study, its impact and the role it played or could play**, the following recommendations are made:

1. Every district should organize such fairs/festivals, at least once a year, to cultivate tourism in the country which has several benefits. In the initial stages, such festivals/fairs would attract local visitors and families who would start appreciating such visits and ultimately become tourists. In order to make the visits more attractive and enjoyable, the fairs/festivals sites should have all or most of the civic amenities (more details have been discussed in point 10 later).
2. It was suggested that such festivals/fairs should be held at most of the important tourist sites in every state and in districts even if they did not have tourist site as such. This was only possible if such festivals/fairs could be made “almost” self-supporting. For this purpose, organizers had suggested need for exploring the following possible sources of revenue:
  - Sponsorship
  - Advertisements
  - Stalls—merchandise, handicrafts, food items, tour operators and travel agencies etc
  - Entry tickets and passes (reasonably priced)
  - State and Central Government grants for fairs/festivals
3. We feel that while organizing a fair/festival, its four-fold role (cultivating and increasing tourism, generation of awareness of the local culture and music, creating awareness of the local crafts, handlooms and commercial and employment benefits ) should be kept in view. That is, one should plan fairs and festivals carefully and comprehensively to reap all its benefits, which require coordination among all the stakeholders —Department of Tourism, Department of culture including Art and Music, Department of Handicrafts & Handlooms and the traders. This group should identify suitable dates, duration (suggestion, in this regard, from this study was that it should be between 5 and 7 days), venue and the activities so that all the four goals listed above could be met.
4. There is need to bring a balance between the efforts (in organization of the festival) and duration of the festival—more efforts should make duration longer. In other words, organizing such festivals for about three days (modal value of the festivals was 3 days and 5 days for the fairs studied here) might not be adequate to bring balance between efforts and the output. **The festivals could be for five days and fairs for seven days. The planning should be so done as to sustain interest of the visitors/tourists.**
5. It was also suggested that activities in the fairs and festivals should be so planned that visit to the fairs/festivals became a family activity. It was particularly suggested that fairs/festivals should organize sports, competition in games and if possible, involve the tourists in the games to make the visit more enjoyable. In other words, items which could entertain children and tourists should also be arranged in the festivals/fairs.

6. For the choice of time period, suggestion was made that the dates should be selected by keeping in view the weather and holiday seasons like Deepawali, Dushehra, Christmas, Onam, Ganesh Chaturthi etc. In other words, the spirit of festivity should be fully harnessed to attract tourists for the fairs and festivals.
7. Most of the states reported that they have plans to develop couple of tourist sites in the state in such a way that fairs/festivals there could be branded with the state tourism. That is, the tourists should be able to link state with those particular festivals and plan their visits to the state/fair/festival, especially around those fair/festival days. This concept was similar to the idea of linking Mysore with festival of Dushehra—special activities in Mysore Palace during Dushehra days. Rajasthan wanted to brand their Desert festival in Jaisalmer and Deepawali festival in Jaipur with the state of Rajasthan. Similarly, Manipur planned to brand its Equestrian Championship fair with tourism in the state of Manipur. They even have plans to invite polo players from foreign countries during the fair. After such branding, they had plans to publicize the event widely in India and abroad. The Ministry of Tourism could use its cultural attaches in Indian embassies and its own tourism departments to publicize these fairs/festivals well in advance so that tour operators could plan their packaged tours and foreign tourists could plan their visits during these festivals. In this publicity of the fairs/festivals, interests of tourism, culture, handicrafts and shopping should be highlighted so that these festivals could appeal to all groups of people with varied interests.
8. Keeping this view in mind, it was suggested that each state should have **at least one important festival/fair** as its brand festival for the state. It should be celebrated at some important and interesting tourist site on a grand scale so as to attract tourists to the state. As far as possible, dates and periodicity of such a fair/festival should be so fixed that tourists could plan well in advance to visit the fair/festival. The Ministry of Tourism, Government of India, could help the states to coordinate the dates of such brand festivals so as to avoid overlap and enable tourists, particularly foreign tourists, to visit more than one such festival ( in more than one state) during their trip.
9. As far as the states are concerned, they should capitalize on the visit of the tourists to the brand festival/fair. Make it a show case to show all their art, music, culture, food, dressing/textile, and other tourist sites in the neighbourhood. In other words, careful planning should be done to show tourists all the important things of the state by organizing at the site being visited and/or by taking them for short packaged trips. This would make stay in the state longer.
10. Suggestions were made for strengthening the infrastructure at the tourist sites where fairs/festivals were held so that visits could be made more attractive and satisfying during the festivities. The following needs of the tourist sites were particularly highlighted by the organizers of the festivals/fairs:
  - Sanitation services and facilities
  - Drinking water facilities

- Good transportation facilities
- Parking facilities
- Construction of approach roads
- Development of picnic spots
- Lodging facilities to meet needs of all categories of tourists

For this purpose, states should utilize the funding of the Ministry of Tourism, Government of India, under the PIDDC scheme, to develop necessary infrastructure and services needed by the tourists.

## CHAPTER V

### SUMMARY FINDINGS AND RECOMMENDATIONS

#### 5.1 Background

The Ministry of Tourism (MOT), Government of India has been funding the states to build and strengthen the existing infrastructure at the tourist sites to make the destinations more attractive for tourism. Such efforts started in the ninth Five year plan in the form of financial assistance for specific activities like construction of budget accommodation, tourist complexes etc. These individual activities were pooled into full-fledged schemes in the 10th five year plan so that the states could request funds for building/improvement of the sites in more integrated/comprehensive fashion. This scheme of the 10th five year plan was further streamlined in the 11th five year plan. This plan made further efforts to harness full potential of tourism sector by improving infrastructure. This centrally sponsored scheme focuses on integrated infrastructure development of tourism circuits/destinations and also on the improvement of the existing products as well as development of new tourist products (PIDDC).

The states could also get funds if they organize fairs/festivals to invite the tourists. This scheme aims at promoting tourism –people will come to enjoy fairs/festivals and will ultimately convert to be tourists.

The Ministry of Tourism, Government of India is interested in evaluation of the scheme (Product Infrastructure Development for Destinations and Circuits) of the 11th five year plan so as to (i) assess impact of the scheme, and (ii) learn lessons to further strengthen/modify the scheme in the next plan periods for improved impact on tourism

The agency GfK MODE was selected, after due tendering process, to undertake this evaluation in 16 states and two UTs; all the mega projects funded in the 11<sup>th</sup> five year plan were also to be evaluated. **This report presents findings of this evaluation.**

#### 5.2 Evaluation of PIDDC scheme - Important findings

The evaluation of the PIDDC scheme is based on the study of **all the 35 mega projects, selected 50 Circuits and 34 Destinations** supported by the Ministry of Tourism, Government of India in the 11<sup>th</sup> five year plan. They were spread over 24 states and two UTs. The data was collected from all the stakeholders at the selected tourist sites where the sampled project were located. These stakeholders were:

##### Department of Tourism

- State/District Tourist Officer responsible for implementation or coordination/ monitoring the progress of work of the selected projects
- Reception office/Ticket office located at the site of the selected project

### Other stakeholders

- Tourist Guides
- Hotels/Guest Houses
- Tour Operators/ Travel Agents
- Bus/ Taxi Operators
- Restaurants
- Souvenir shops
- Tourists

This section discusses the findings based on the data collected from all the stakeholders of these projects. The findings are presented in the following sections:

- Awareness of the PIDDC scheme and their sources
- Measures taken for maintenance and sustainability of the assets created
- Process of development of project proposal
- Experiences of the implementation of the project and its current status
- Impact of the PIDDC scheme
- Current status of tourism infrastructure in districts/where tourist sites were located, and
- Suggestions for strengthening the PIDDC scheme

#### 5.2.1 Awareness of the PIDDC scheme

- Only 65 percent of the district/state tourism officers were aware of the PIDDC scheme. This percent looks to be too low, particularly as the projects sanctioned under the scheme were supposed to be implemented by them (District/State Tourist officer) or at least under their supervision though some of the officers might be new since projects being evaluated here might have been initiated in the beginning years of the 11<sup>th</sup> five year plan.
- The level of awareness of PIDDC scheme was lower (45%) among the staff manning the reception centres/ticket counters at the tourist sites being evaluated.
- This awareness was still lower among other stakeholders
- Regarding the source of awareness of the PIDDC scheme, district/state tourist officers got to know about the scheme from the government circulars; most of the other stakeholders learnt about it from newspaper advertisements.

#### 5.2.2 Measures taken for maintenance and sustainability of the assets created

- About 12 to 22 percent employees of the Department of Tourism could not report the arrangements for maintenance of the tourist destinations. Another 12-21 percent reported that no specific arrangements for maintenance existed.



- Those who knew the maintenance arrangements, reported responsibilities of three types of agencies, in decreasing percentage: Division of Department of Tourism, Local Committees with membership of Department of Tourism, Village Pradhan and temple priest, and local Government Departments like PWD etc.
- Only 60 to 65 percent personnel of the Department of Tourism were satisfied with the maintenance arrangements.
- Obviously, there was need to streamline arrangements of maintenance of the tourist sites though they are being maintained periodically and on-call basis..
- One important suggestion was that strong monitoring system for maintenance needs to be created—one senior officer should be given such responsibility and he/she be made accountable for quality of maintenance.

### 5.2.3 Process of development of proposal

- Important tourist sites, selected on the basis of flow of tourists and infrastructure needs, are selected for the support under PIDDC scheme.
- Though responsibility of preparation of proposal is that of the Director of Tourism, he/she has been using different modes for its preparation in different states. The important modes are: (i) A committee of the officers of Department of Tourism, (ii) Hiring of a Consultant, and (iii) Giving responsibility to a local team consisting of District Tourist Officer and District Collector.
- No study is generally undertaken to determine the infrastructure needs of the site. But inputs of the stakeholders is taken to identify the infrastructure for support from PIDDC
- It takes about three to four weeks to write proposal and the cost comes to about Rs. 50,000.
- Some District Tourist Officers reported that the proposals submitted for support were not comprehensive; they suggested need for a quick study.

### 5.2.4 Experiences of implementation of the project and its current status

- The execution of the project is undertaken differently in different states. In some states, a unit is created to execute the activities. In some other states, the district collector is given responsibility to implement it.
- In most of the states, a board is put up at the site to give details of the work being undertaken, including source of its funding which is Ministry of Tourism, Government of India.
- Forty seven percent projects exclusively used funds received from the Ministry of Tourism to execute the strengthening activities. Other projects had some small share of the state governments, supplementing the MOT grant.
- Only 50 percent projects got implemented within six months of their sanction. On the other extreme, 16 percent projects got implemented after one year of the sanction. Major reason cited for this delay was either “do not know” (58%) or “delay in inviting or approval of the tenders” (35%).

- Only 34 percent projects sanctioned in the 11th five year plan got completed during the plan period. Others got delayed; major reported reasons for the delay were: “delay in the tendering process”, “cost exceeded the budget”, and “delay in the execution of the project by contractor”
- About two-fifths of the projects did not face any problem in its execution.

#### 5.2.5 Impact of PIDDC scheme

The impact of the projects was measured by three types of indicators: **“thoughtful perception”** of district/state tourist officers of the impact, increase/change in the number of tourists visited the project sites during different years of 11<sup>th</sup> five year plan, and increase/change in employment of the manpower in the tourism related industry in different years of 11<sup>th</sup> plan period. **It may be pointed out that the impact, here, has been assessed on the basis of one indicator of perception and two quantitative indicators.** Even indicator of perception was more than perception since the respondents were asked, following their reported perception, why they thought so; they were asked to give reasons for the response they had given. **Thus, perception related response was based on their assessment of the ground situation and therefore, it was not mere perception but a “thoughtful perception”.**

These findings have been discussed in this section.

- More than about two-thirds of the stakeholders perceived (thoughtfully perceived) increase (“Substantial increase” or “Somewhat increase”) in the attractiveness of the tourist sites as well as increase in the number of tourists who visited the site.
- About 50 percent stakeholders perceived increase in the employment opportunities, increase in the income, increase in the living pattern of the residents of the area and overall development of the area. **(Thoughtful perception).**
- **Number of tourists** visiting the districts of the sampled tourist destinations, reported by the district/state tourist officers, showed increase of 82 percent in the year 2010-11 compared to their number in 2007-08. Such increase in tourists for the total of India was only 40 percent. **(Substantial quantitative increase indeed!).**
- Increase in number of tourists served by hotels/guest houses in the districts of the sampled tourist sites was 149 percent in 2011-12 compared to 2007-08 and tourists served by buses/taxi operators increased by 61 percent in five year period of the 11<sup>th</sup> five year plan. **(Quantitative change).**
- Manpower deployed by stakeholders in the sampled districts increased by 40 percent, 84 percent, 78 percent, 41 percent and 74 percent for hotel/guest houses, restaurants, tour operators/travel agencies, bus/taxi operators and souvenir shops respectively, during the period 2007-08 to 2011-12 (five years of 11<sup>th</sup> five year plan). This increase in employment was needed, mainly because tourist traffic had increased during the period. **(Quantitative change).**

### 5.2.6 Current status of tourist sites

The district/state tourist officers manning the districts studied here were asked their perception of the current infrastructure at the tourist sites. Similarly, the tourists visiting the destination studied were also asked their tourism related experiences. Their responses, reported here, are suggestive of the strengthening needs of the area and the scheme PIDDC.

- About 600 projects (or 27%) in the districts under study have not yet been strengthened under PIDDC scheme. But according to reporting of the district tourist officers, only 19% of them have poor or very poor infrastructure. Thus, it seems that 114 projects in these districts still needed strengthening.
- As stated earlier, only about 34% projects sanctioned in the 11<sup>th</sup> five year plan have been completed; they still needed time to be completed.
- Less than 50 % **tourists** had reported satisfaction with (i) response of tourist office at state level, (ii) tourist office at district level, and (iii) service of the tour operators whose services they had hired.
- Less than two-thirds of the tourists (but more than 50%) reported satisfaction with (i) response of the reception office, (ii) ticket office, (iii) signages at the monuments, (iv) drinking water facilities, and (v) toilet facilities.
- The tourists who had visited the tourist sites under study had suggested the following types of improvements in the tourist sites:
  1. Improve the beauty and cleanliness of the surroundings
  2. Provision of drinking water at the site
  3. Provide more public toilets
  4. More lighting at the site
  5. Creation of parks at the site
  7. Good hotel/lodging facilities
  8. Good parking facilities, and
  9. Security of the tourists, particularly of the foreign tourists. Though this is not the direct responsibility of the tourism ministry, they need to coordinate with the concerned departments.

### 5.3 **Recommendations for PIDDC scheme**

It may be noted that several tourist destinations/circuits still require strengthening. Sixty six percent of the projects sanctioned during 11<sup>th</sup> five year plan are still to be completed. In addition, there are 114 tourist destinations in the districts where the current study was undertaken (24 districts in 18 states/UTs) needed to be strengthened as their infrastructure was reported to be “poor” or “very poor”. In other words, PIDDC scheme which was started since 9<sup>th</sup> five year plan (in different formats) **needed to continue** to strengthen the tourism infrastructure in the country.

Regarding the PIDDC scheme, the district/state tourist officers expressed great appreciation for the scheme. They felt that such support from the MOT, Government of India was the only way in which tourism in the country could improve. **It is, therefore strongly recommended that this scheme should continue as Centrally sponsored scheme.** Such schemes of the MOT should get more funds from the Planning Commission as projects strengthened under such schemes could greatly help not only to increase tourism in the country and earn foreign exchange but would improve lives of the residents of the area by giving them more income and other facilities which make quality of life better. Tourism also gives opportunity to the states/country to showcase its culture, art, music, handicrafts etc, in addition to generating employment and better earnings of the people. According to them, there is direct relationship in the increased flow of tourists and development of the area and its residents. It was also suggested that such schemes of Government of India should get more publicity so that more and more states and districts could benefit from such schemes.

As far as PIDDC scheme is concerned, it was found to be comprehensive and it could fund all the needs of the tourist destinations/circuits except (i) security concerns of tourists, and (ii) behavioral issues of the tourist staff (reported by tourists) at the state, district and reception centres of the Department of Tourism and the employees of the tourism industry..**The earlier component suggests need for MOT to coordinate with concerned Departments for the security of the tourists. The latter component suggests need for some periodic orientation and sensitization of the staff of the department of tourism and others who deal with tourists.**

**Thus, the PIDDC scheme as such needs to be continued with some additionalities (indicated above), but need was expressed to strengthen its implementation and improve its impact by streamlining the process of proposal writing, implementation and monitoring. (Recommendations in these regards have been later in the section).**

A few suggestions to streamline functioning and actual implementation of the PIDDC scheme (given by the district/state tourist officers and emerged from the findings of the study) were the following:

- It seems that the district/state tourist officers and persons in-charge of the reception centres of the tourist sites were not involved in development of the proposal. This had affected their commitments towards execution of the PIDDC supported activities.. It is therefore recommended that these officers should get involved in preparation of the proposal and then in its execution.
- The proposals submitted for funding from PIDDC were reported to be not fully comprehensive. It was therefore suggested that PIDDC should provide some funding for pre-proposal stage so that the state could undertake a quick study to assess “strengthening needs of the tourist destination/circuit”. This small fund could help in ensuring that the proposal submitted was comprehensive where views of all stakeholders including that of the tourists were taken and included in the proposals.

- The maintenance of the assets created under the scheme did not get enough emphasis. Therefore, it was suggested that one pre-requisite for acceptance of the proposal should be that the state sends maintenance plan after strengthening was done by PIDDC. The Ministry of Tourism, Government of India should insist to receive a plan of maintenance as a part of the proposal. In this way, commitment of the state would be ensured in long term maintenance of the tourist site.
- Many states expressed need for technical guidance/support to develop a comprehensive proposal and optimally utilize funding received to achieve the project goals. It is, therefore, recommended that the Ministry of Tourism should have a technical committee attached to PIDDC to scrutinize the proposal received from the states. This scrutiny should involve site visits to ensure that all the needs of the area were included in the proposal as well as a sound maintenance plan is set up. This approach could make the proposal more comprehensive and will help improve the tourist sites in the country. This committee should also be made responsible for monitoring the execution of the project by periodic visits to the sites. **In other words, it is suggested that MOT should undertake greater role in making proposal better and improving implementation of the proposal when funded. A group should be formed at MOT level for review of the proposals, technical guidance in its implementation and continuous monitoring of the progress of the project. This type of support will have very high cost-effectiveness of the PIDDC scheme supported projects.**
- The limits of funding put in the scheme should be flexible. A review of the needs of the tourist sites should allow justifying higher level of funding and recommending relaxation of the financial limits. Even changes in the funding lines may be allowed.
- The PIDDC scheme provided 100% funding from the Central Government. On the basis of our (GfK MODE's) earlier experience with other such schemes, we recommend that states might be asked to contribute a small part of the funding for the project submitted for PIDDC support (say 10%). This will improve the quality of execution as states would have more commitment and better monitoring.

#### 5.4 Evaluation of Fairs and Festivals—Important Findings

This study had selected two fairs/festivals organized by each of 16 states. These 16 states have been shown in Annexure I. Their selection process was based on the budget of the fairs/festivals – two highest budgeted festivals/fairs were selected for the study from each of the 16 states. These 32 projects were grouped into festivals and fairs with the definitions specified in Google. There were 14 fairs and 18 festivals. They have been listed in the report. Since the findings for these both categories of events were similar on some dimensions, they have been discussed for those dimensions together.

Data for evaluation was collected from the organizers of the festivals and fairs at district/state level and a few hotels/guest houses located in the vicinity of the tourist sites where fairs/festivals were held.

This section discusses the findings based on the data collected for the selected fairs and festivals. The findings are presented in the following four sections:

- Planning of the fairs/festivals
- Implementation
- Expenditure incurred and income generated, and
- Impact of the fairs/festivals.

#### 5.4.1 Planning of the fairs and festivals

- Most of the fairs and festivals were organized in winter months when important festivals like Deepawali, Christmas, Durga Puja etc. come. The idea, perhaps, might be that besides, good weather in the months of September through February, people in these months would be in festive mood. This would be the right time to attract tourists to the festivals/fairs.
- More than two-thirds of the festivals were organized for the duration of seven days or less. The modal duration was 3 days or less; modal value was 3 days.
- In the case of fairs, modal duration was 4-7 days with modal value of 5 and 7 days.

#### 5.4.2 Implementation of the fairs and festivals

- No particular difference was found in implementation of the festivals and fairs.
- Most of the fairs and festivals had a focus on some specific activity related to religion, sports, culture or any such thing but multiple activities were organized so as to attract more tourists/visitors. In other words, there were more activities than the focused one to make it a mela. While this had been the general approach in implementation, there were several fairs/festivals where commercial interests were also kept in mind—the traders and craftsmen were involved so that they could exhibit and sell their merchandise/ products/handicraft.

#### 5.4.3 Expenditure incurred and income generated

- Most of the festivals/fairs did not charge entry fee—More fairs had levied entry fee than festivals
- Thus, most of the festivals had no income from this (entry fee) important source. Therefore, most of the festivals depended on the grants they had received from the governments, both Central and the State. Only thirty three percent festivals and 64 percent fairs had generated some income..
- Though fairs/festivals were organized by sharing the cost between the Centre and the States, many festivals mentioned need of small **additional grant** from the state – as cost over-ran the initial estimates. This happened in the case of both fairs and festivals -57 percent of them.

#### 5.4.4 Impact of the festival

Three questions related to the impact were asked from both categories of respondents (organizers of the festivals and hoteliers/guest house operators) for both categories of events. These questions were:

1. Attendance at the festival,
2. Impact of the festival on number of tourists in the area during festival days and after, and
3. Role of festivals in increasing tourism.

Findings from these questions have been given below.

- There was a large variation in the reported number of the attendees in the festivals. This was so as there was no data collected/maintained on the numbers who actually attended the festival/fairs; every respondent to the question had his/her own guess on the numbers who attended the fairs or festivals. In the case of ticketed festivals (which was only a small percent) the number of attendees reported were quite encouraging.
- In the case of ticketed fairs, attendance reported varied between 100,000 to 150,000.
- All organizers of the fairs/festivals reported increasing trend in tourism by about 5 to 10 percent per year after the event. The hoteliers located around the festival sites also reported (a) about 100% occupancy of their rooms during the festival days, and (b) increase in occupancy of about 2 to 5 percent per year after the festival.
- In order to attract more tourists, both categories of respondents pointed out need for improvement in the infrastructure and quality of services at the tourist sites where fairs/festivals were held. Particular needs were pointed out for the **toilets, drinking water, parking lots and the food courts**.
- The fairs/festivals promoted tourism in two ways--by increasing the number of tourists during the festival days and by changing the mindset of people who became favourable to tourism, in general. That is, fairs/festivals, in the long run, tended to increase tourism
- The festivals/fairs also helped in spreading awareness of the local culture, art, handloom, handicraft and industry. These products got boost.
- It was pointed out that the fairs/ festivals also have commercial value as festivals/fairs increased interest in local items and handicrafts. It ultimately increased demand for these items, leading to more varied production and better income for the local traders.
- Such fairs/festivals created more self-employment opportunities. Local people could get short and long term employment.

## 5.5 Recommendations for greater effectiveness of the Fairs and Festivals

Based on the ideas of the local organizers of the festivals and **the results of this evaluation study, its impact and the role it played or could play**, the following recommendations are made:

1. Every district should organize such fairs/festivals, at least once a year, to cultivate tourism in the country which has several benefits. In the initial stages, such festivals/fairs would attract local visitors and families who would start enjoying such visits and ultimately become tourists. In order to make the visits more attractive and enjoyable, the tourist/festival sites should have all or most of the civic amenities.
2. It was suggested that such festivals should be held at most of the important tourist sites in every state and in districts even if they did not have tourist site as such. This was only possible if such festivals could be made “almost” self-supporting. For this purpose, organizers had suggested need for exploring the following possible sources of revenue:

- Sponsorship
  - Advertisements
  - Stalls—merchandise, handicrafts, food items, tour operators and travel agencies etc
  - Entry tickets and passes (reasonably priced)
  - State and Central Government grants for fairs/festivals
3. We (GfK MODE) feel that while organizing a fair/festival, its four-fold role (cultivating and increasing tourism, generation of awareness of the local culture and music, creating awareness of the local crafts, and handlooms and commercial and employment benefits ) should be kept in view. That is, one should plan fairs and festivals carefully and comprehensively to reap all its benefits, which required coordination among all the stakeholders —Department of Tourism, Department of Culture including art and music, Department of handicrafts & handlooms and the traders. This group should identify suitable dates, duration (suggestion, in this regard, from this study was that it should be between 5 and 7 days), venue and the activities so that all the four goals listed above could be met.
  4. There is need to bring a balance between the efforts (in organization of the festival/fairs) and duration of the festival—more efforts should make duration longer. In other words, organizing such festivals for about three days (modal value of the festivals was 3 days and 5 days for the fairs studied here) might not be adequate to bring balance between efforts and the output. The festivals could be for five days and fairs for seven days. The planning should be so done as to sustain interest of the visitors/tourists.
  5. It was also suggested that activities in the fairs and festivals should be so planned that visit to the fairs/festivals became a family activity. It was particularly suggested that fairs/festivals should organize sports, competition in games and if possible, involve the tourists in the games to make the visit more enjoyable. In other words, items which could entertain children and tourists should also be arranged in the festivals/fairs
  6. For the choice of time period, suggestion was made that the dates should be selected by keeping in view the weather and holiday seasons like Deepawali, Dushehra, Christmas, Onam, Ganesh Chaturthi etc. In other words, the spirit of festivity should be fully harnessed to attract tourists for the fairs and festivals.
  7. Most of the states reported that they have plans to develop couple of tourist sites in the state in such a way that fairs/festivals there could be branded with the state tourism. That is, the tourists should be able to link state with those particular festivals or fairs and plan their visits to the state, especially around those fair/festival days. This concept was similar to the idea of linking Mysore with festival of Dushehra—special activities in Mysore Palace during Dushehra days. Rajasthan wanted to brand their Desert festival in Jaisalmer and Deepawali festival in Jaipur with the state of Rajasthan. Similarly, Manipur planned to brand its Equestrian Championship fair with tourism in the state of Manipur. They even have plans to invite polo players from foreign countries during this fair. After such branding, they had plans to publicize the event widely in India and abroad.



The Ministry of Tourism could use its cultural attaches in Indian embassies and its own tourism departments to publicize these fairs/festivals well in advance so that tour operators could plan their packaged tours and foreign tourists could plan their visits during these festivals/fairs. In this publicity of the fairs/festivals, interests of tourism, culture, handicrafts and shopping should be highlighted so that these festivals could appeal to all groups of people with varied interests.

8. Keeping this view in mind, it is recommended that each state should have **at least one important festival/fair** as its brand festival/fair for the state. It should be celebrated at some important and interesting tourist site on a grand scale so as to attract tourists to the state. As far as possible, dates and periodicity of such a festival should be so fixed that tourists could plan well in advance to visit the fair/festival. The Ministry of Tourism, Government of India, could help the states to coordinate the dates of such brand festivals/fairs so as to avoid overlap and enable tourists, particularly foreign tourists, to visit more than one such festivals/fairs ( in more than one state) during their trip.
9. As far as the states are concerned, they should capitalize on the visit of the tourists to the brand festival/fair. Make it a show case to show all their art, music, culture, food, dressing/textile, and other tourist sites in the neighbourhood. In other words, careful planning should be done to show tourists all the important things of the state by organizing at the site being visited and/or by taking them for short packaged trips. This would make stay in the state longer.
10. Suggestions were made for strengthening the infrastructure at the tourist sites where fairs/festivals were held so that the visits could be made more attractive and satisfying during the festivities. The following needs of the tourist sites were particularly highlighted by the organizers of the festivals:
  - Sanitation services and facilities
  - Drinking water facilities
  - Good transportation facilities
  - Parking facilities
  - Construction of approach roads
  - Development of picnic spots
  - Lodging facilities to meet needs of all categories of tourists

For this purpose, states should utilize the funding of the Ministry of Tourism, Government of India, under the PIDDC scheme, to develop necessary infrastructure and services needed by the tourists.

**ANNEXURE I – STATE WISE LIST OF SAMPLE SELECTED FOR THE STUDY**

State - Andhra Pradesh					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of heritage circuit at Tirupati as mega circuit in Andhra Pradesh	2007/PIDDC/APSGOV/340	Tirupati	2008-09	4,652.49	2,326.25
Development of Heritage Tourist Circuit in Kadapa District as a Mega Circuit in Andhra Pradesh	2008/PIDDC/APSGOV/32	Kadapa	2008-09	3,692.89	1,846.44
Development of Charminar area of Hyderabad in Andhra Pradesh	2007/PIDDC/APSGOV/119	Hyderabad	2007-08	994.75	796.79
<b>Circuits</b>					
Integrated Development of Vizianagaram Srikakulam Tourism circuit in Andhra Pradesh	2008/PIDDC/APSGOV/44	Vizianagaram and Srikakulam	2008 - 09	735.50	147.10
Development of tourism circuit in Medak district Andhra Pradesh	2011/AP-SGOV/20	Medak	2011 - 12	725.84	145.17
Development of tourism facilities in Adilabad district Andhra Pradesh as tourist circuit	2011/AP-SGOV/26	Adilabad	2011 - 12	626.74	125.35
<b>Destinations</b>					
Development of Anantharam Village, Mahabubabad Mandal, Warangal District, Andhra Pradesh	2007/PIDDC/APSGOV/44a	Warangal	2007 - 08	64.53	Completed 0.00
Development of tourism infrastructure at Bhongir fort in AP	2011/AP-SGOV/23	Nalgonda	2011 - 12	499.50	99.90
<b>Fairs/Festivals</b>					
International Dance Festival titled Shreyasi in Hyderabad	2010/APSGOV/115	Hyderabad	2010-11	25.00	25.00
Celebration of Tourism-cum- Handicrafts-cum-Culture Festival at Shilparamam, Hyderabad during January,2010	2009/DPPH/APSGOV/63	Hyderabad	2009-10	15.00	12.00

State - Gujarat					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Shuklatirth-Kabirvad-Mangleshwar-Angareshwar Circuit	2011/GU-SGOV/21		2011-12	4650.97	2325.48
Integrated Development of Dwarka-Nageshwar-Bet Dwarka as a tourist circuit in Gujarat	2008/PIDDC/GUSGOV/19	Dwarka	2008-09	798.9	394.95
<b>Circuits</b>					
Development of Dandi as a tourist circuit covering Dandi-Gandhi Smruti Railway Station- Karadi in Gujarat	2009/PIDDC/GUSGOV/213	Navsari	2009 - 10	733.01	148.60
CFA for Integrated development of Buddhist circuit , covering three destination -Devni Mori of dist. Sabarkantha- Taranga and Vadnagar of district Mehsana in Gujarat	2011/GU-SGOV/4	Mehsana	2011 - 12	523.90	104.78
<b>Destinations</b>					
Development of Ambardi Wildlife Interpretation Park in District Amreli as tourist destination in Gujarat	2007/PIDDC/GUSGOV/29	Amreli	2007 - 08	474.25	95.25
Infrastructure and destination Developement at Champner -Pavagadh in Gujarat	2008/PIDDC/GUSGOV/16	Panchmahal	2008 - 09	360.00	72.00
Integrated Development of Tourist facilities at Ambaji in Gujarat (substitute of circuit)	2008/PIDDC/GUSGOV/20	Banaskantha	2008 - 09	353.94	70.79
<b>Fairs/Festivals</b>					
Celebration of International Kite festival 2011 in Gujarat	2010/GUSGOV/109		2010-11	14.55	14.55
International kite festival 2009 in Gujarat	2008/DPPH/GUSGOV/333		2008-09	10.00	10.00

State - Himachal Pradesh					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Nil					
<b>Circuits</b>					
CFA for Integrated Development of Jubberhati - Arki_Nalagarh as a Tourist Circuit in Himachal Pradesh.	2010/HP-SGOV/46	Shimla, Solan and Mahasu	2010 - 11	800.00	160.00
Integrated Development of Una-Hamirpur- Bilaspur circuit in Himachal Pradesh	2008/PIDDC/HPSGOV/148	Una, Hamirpur and Bilaspur	2008 - 09	760.00	152.00
Integrated development of Shimla-Theog-Narkanda as a Tourist circuit in Himachal Pradesh	2009/PIDDC/HPSGOV/270	Shimla	2009 - 10	750.00	150.00
<b>Destinations</b>					
Development of Swarghat-Ghages-Ghumarwin- Sarkaghts as a Tourist destination in Himachal Pradesh.	2010/HP-SGOV/41	Mandi	2010 - 11	495.00	99.00
Integrated Development of Chail as a Tourist destination in Himachal Pradesh	2008/PIDDC/HPSGOV/287	Shimla	2008 - 09	480.00	96.00
<b>Fairs/Festivals</b>					<b>Amount release</b>
CFA for organising of Mountain Biking Event- MTB, Himachal-2007 in Himachal Pradesh	2007/DPPH/HPSGOV/245		2007-08	10.00	10.00
CFA for Kullu Dusshra Fair and Minjar Fair of Himachal Pradesh.	2008/DPPH/HPSGOV/306	Kullu	2008-09	10.00	10.00

State - Jammu and Kashmir					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of Mega tourist Circuit from Naagar Nagar to Watlab in Srinagar in the state of Jammu and Kashmir	2011/JK-SGOV/30	Srinagar	2011 - 12	3,814.56	3,092.44
Development of Leh as a Mega Tourist Destination setting up of trans Himalayan cultural centre		Leh	2010-11	2242.95	1794.36
<b>Circuits</b>					
Construction of various tourist infrastructure facilities in Leh JK for development of Leh as a circuit under PIDDC scheme	2011/JK-SGOV/40	Leh	2011 - 12	746.30	597.04
Development of Lake circuit including the lakes of Pangong, Tsomiriri and Tsokar lake in Leh, J&K	2011/JK-SGOV/59	Leh	2011 - 12	694.86	555.89
Development of border tourism circuit at Suchetgarh, RS Pora in JK	2011/JK-SGOV/32	Jammu	2011 - 12	639.30	511.44
<b>Destinations</b>					
CFA for construction of TRC at Nowagam, Srinagar Jammu and Kashmir	2007/PIDDC/JKSGOV/277	Srinagar	2007 - 08	499.55	Completed 0.00
CFA to the state government of J&K for development of Patnitop, Sansar and surrounding area in the state of J&K	2007/PIDDC/JKSGOV/298	Udhampur	2007 - 08	283.33	Completed 0.00
<b>Fairs/Festivals</b>					<b>Amount release</b>
CFA for celebration of Shikara Festival and Ladakhi Festival in J&K during 2011- 12	2011/JKSGOV/60		2010-11	19.50	19.50
CFA to the state government of J&K for organising various events with regard to Sindhu Dashan festival between 12- 14 June 2	2007/DPPH/JKSGOV/287		2007-08	15.00	15.00

State - Kerala					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of Mizris Heritage Circuit connecting historically and Archaeologically important places of Kodungalloor in Kerala as a mega project	2010/MOT-CGOV/148	Thrissur	2010-11	4052.83	2026.41
<b>Circuits</b>					
Development of Nila Heritage tourism circuit (Bharathapuzha river) in Malappuram and Thrissur district in Kerala	2007/PIDDC/KESGOV/217	Malappuram and Thrissur	2007 - 08	606.40	121.28
Development of Ashtamudi lake cruise circuit	2008/PIDDC/KESGOV/255	Kollam	2008 - 09	538.00	107.60
Development of Kodungalloor Heritage tourism circuit in Kerala	2007/PIDDC/KESGOV/214	Thrissur	2007 - 08	361.75	72.35
<b>Destinations</b>					
CFA for Development of Tourism Infrastructure in Willingdon Island, Cochin Port	2008/PIDDC/KESGOV/252	Kochi	2008 - 09	1,450.00	175.06
CFA for destination Development of Pathiramanal Bio Park	2007/PIDDC/KESGOV/222	Alappuzha	2007 - 08	499.61	99.61
<b>Fairs/Festivals</b>					
Celebration of Nehru Trophy Boat Race at Alappuzha in Kerala	2009/DPPH/KESGOV/211		2009-10	10.00	10.00
Celebration of Utsavam 2010-11 and Nishagandhi Festival -2011 Kerala	2010/KESGOV/154		2010-11	50.00	50.00
					<b>Amount release</b>

State - Madhya Pradesh					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
CFA for development of Chitrakoot as mega destination in Madhya Pradesh	2009/PIDDC/MP-SGOV/269	Satna	2009-10	2401.98	1200.99
<b>Circuits</b>					
Destination Development of Tourism circuit , Chitrakoot, Dev Talab, Deorkothar in Madhya Pradesh	2007/PIDDC/MPSGOV/177	Satna	2007 - 08	782.13	Completed 0.00
destination Development of Chambal circuit (Sheopur,Morena and Bhind district) as a tourist circuit in MP	2011/MP-SGOV/64	Sheopur,Morena and Bhind	2011 - 12	710.00	142.00
Development of Ratlam-Mandsaur-Neemuch as a tourist circuit in Madhya Pradesh	2010/MP-SGOV/132	Ratlam, Mandsaur and Neemuch	2010 - 11	542.00	108.40
<b>Destinations</b>					
Destination Development of UJJAIN in Madhya Pradesh	2007/PIDDC/MPSGOV/125	Ujjain	2007 - 08	473.34	Completed 0.00
Destination Development of Sanchi in Madhya Pradesh	2007/PIDDC/MPSGOV/107	Sanchi	2007 - 08	463.50	Completed 0.00
<b>Fairs/Festivals</b>					
Celebration of World Tourism day Event Sharad Utsav and Mandu festival in MP	2011/MPSGOV/63	Mandu	2010-11	27.25	27.25
Organizing Lok Rang silver jubilee Year of Sanctioning 2010 in Bhopal, Madhya Pradesh	2009/DPPH/MPSGOV/273	Bhopal	2009-10	15.00	12.00

State - Orissa					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of Tourist Circuit "Bhubneshwar-Puri – Chilka" in the state of Orissa under Mega Project Scheme	2007/PIDDC/ OR/SGOV/8	Bhubneshwar, Puri and Ganjam	2008-09	3022.8	1511.4
<b>Circuits</b>					
Development of Harishankar-Nrusingnath-Ranipurjarial as a Tourist circuit in Orissa	2007/PIDDC/ORSGOV/324	Bolangir and Baragarh	2007 - 08	650.21	Completed 0.00
Sea Beach, Basudevpur Dharma Beach Akhandalamani Temple, Bhadrakals Temple And  biranchanarayad Temple, Orrisa	2010/OR-SGOV/210	<a href="#">Ganjam</a> , Bhadrak	2010 - 11	754.27	150.85
Development of Majandi River Heritage as a Tourist circuit in Orissa	2007/PIDDC/ORSGOV/338		2007 - 08	710.20	142.04
<b>Destinations</b>					
Development of Rambha Taratarini- Tampera- Hinjilikatu- Bhanjanagar-potagarh- ushikulya River mouth under destination Development Scheme	2009/PIDDC/ORSGOV/23		2009 - 10	431.29	86.26
Development of Mahanadi Central Heritage, Distt.Cuttack under destination Development Scheme in Orissa	2007/PIDDC/ORSGOV/59	Cuttack	2007 - 08	393.75	78.75
<b>Fairs/Festivals</b>					<b>Amount release</b>
Celebration of Konark Dance Festival(ii)Celebration of Dhaulī Mahotasv (iii) Celebration of Chandipur Golden Beach festival, Orrisa	2010/ORSGOV/210		2010-11	32.57	32.57
Celebration of central financial assistance for Toshali national crafts mela, 2009 Orissa	2009/DPPH/ORSGOV/301		2009-10	15.00	12.00



State - Rajasthan					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of Ajmer-Pushkar as a MegaTourist Destination in Rajasthan	2008/PIDDC/RJSGOV/126	Ajmer	2008-09	1,069.68	749.84
<b>Circuits</b>					
Development of Floodlighting of Monuments in Rajasthan as a Tourist circuit	2007/PIDDC/RJSGOV/204		2007 - 08	800.00	160.00
CFA for developoment of Dang Tourist circuit as Tourist destination	2010/ASI/129	Dang	2010 - 11	795.31	159.07
CFA for infrastructure development of Ecotourism destination kumbhalgarh-Todgarh Raoli-Ranakpur as a tourist destination and development circuit	2011/RJ-SGOV/7	Rajsamand, Pali	2011 - 12	594.55	118.91
<b>Destinations</b>					
Development of Shekhawati in Rajasthan as a Tourist destination under destination Development Scheme	2007/PIDDC/RJSGOV/256	<a href="#">Jhunjhunu</a> and <a href="#">Sikar</a>	2007 - 08	754.46	150.89
CFA for conservation and restoration of Fresco painting and murals of Nahargarh fort Jaipur in Rajasthan	2011/RJ-SGOV/6	Jaipur	2011 - 12	500.00	100.00
<b>Fairs/Festivals</b>					
CFA for celebration of Deepotsav during Commonwealth Games-2010 in Jaipur Rajasthan	2010/RJSGOV/127	Jaipur	2010-11	50.00	40.00
CFA for organizing desert festival, Jaisalmer in Rajasthan 28 to 30 Jan 2010	2009/DPPH/RJ-SGOV/240	Jaisalmer	2009-10	8.00	8.00

State - Sikkim					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of Gangtok as major tourist Destination	2008/PIDDC/SK-STDC/74	Gangtok	2008-09	2390.7	1195.35
<b>Circuits</b>					
Construction of Interpretation Hall, reception & tourist Amenity block, Consultancy for proposed Lord Buddha Statue and Garden at Rabong in South Sikkim	2007/PIDDC/SKSGOV/86	South Sikkim	2007 - 08	435.63	Completed 0.00
Construction of Pony Track and other infrastructure at Hanuman Tok, Tashi view Point and Ganesh Tok, Gangtok, East Sikkim	2007/PIDDC/SKSGOV/338	East Sikkim	2007 - 08	431.00	Completed 0.00
Development of Buddhist Tourist circuit along Chochen Pheri in East Sikkim	2007/PIDDC/SKSGOV/95	East Sikkim	2007 - 08	222.37	Completed 0.00
<b>Destinations</b>					
Construction of Tourist infrastructure at old Rumtek and Rey in East Sikkim	2008/PIDDC/SKSGOV/88	East Sikkim	2008 - 09	416.36	Completed 0.00
Construction of India Himalayan Centre for Adventure and Eco-Tourism at Chemchey Phase- II in South Sikkim	2007/PIDDC/SKSGOV/71	South Sikkim	2007 - 08	389.54	Completed 0.00
<b>Fairs/Festivals</b>					
Celebration of YouthAdventure festival in Yangang south district	2010/SKSGOV/224	South Sikkim	2010-11	25.00	25.00
Celebration of International Flower show during March. 2008,Sikkim	2007/DPPH/SKSGOV/330		2007-08	10.00	8.00

State - Uttar Pradesh					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of Mathura vrindavan including renovation of vishramghat (Mathura) as mega destination		Mathura	2011-12	3178.66	1589.33
Development of Agra Mega Project phase II in UP	2009/PIDDC/UPSGOV/274	Agra	2009 - 10	1,976.44	988.22
Destination Development of Varansi – Sarnath-Ramnagar Part II in Uttar Pradesh	2008/PIDDC/UP-SGOV/7	Varanasi	2008-09	1416.31	708.16
<b>Circuits</b>					
Development of Amethi as tourist circuit in the state of Uttar Pradesh	2008/PIDDC/UPSGOV/308	Amethi	2008 - 09	576.71	115.34
CFA for development of Bundelkhand tourist circuit in the state of Uttar Pradesh	2010/UP-SGOV/162	Various districts	2010 - 11	505.87	101.18
CFA for development of Jaunpur as a tourist destination in the state of Uttar Pradesh under scheme for Product/infrastructure development of destination and circuit	2007/PIDDC/UPSGOV/274	Jaunpur	2007 - 08	444.10	8.41
<b>Destinations</b>					
Development and Beautification of various Tourism sites at Raibareli in Uttar Pradesh	2008/PIDDC/UPSGOV/8	Raibareli	2008 - 09	649.11	134.83
Revitalization of Ayodhya (Faizabad) as special tourist destination in UP	2008/PIDDC/UPSGOV/309	Faizabad	2008 - 09	498.00	99.60
<b>Fairs/Festivals</b>					
CFA for organizing shilpotsav and cultural programme in Agra during commonwealth games 2010 form 3-14 october 2010	2010/UPSGOV/168	Agra	2010-11	50.00	50.00
Organizing shopping festival inter connected with the Rural tourism and handicraft in Noida during 2010	2010/UPSGOV/158	Gautam Buddh Nagar (NOIDA)	2010-11	30.00	30.00
					<b>Amount release</b>

State - Uttarakhand					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Nirmal Gangotri			2011-12	5000	2500
Development of Haridwar- Rishikesh- Munikiriati Swatgashram as a mega circuit in Uttarakhand	2008/PIDDC/UK-GOV/307	Haridwar and Rishikesh	2008-09	4452.22	890.48
<b>Circuits</b>					
Development of Dhanolti-Chamba-Narendra Nagar Tourist circuit in Uttarakhand	2007/PIDDC/UKSGOV/252	<a href="#">Tehri Garhwal</a> and Chamba	2007 - 08	554.93	Completed 0.00
Development of Bhowali-Ramgarh-Mukteshwar- Bhimtal-Harishtal-Hairakhan-Haldwani-Wellness circuit Uttarakhand	2010/UK-SGOV/155		2010 - 11	800.00	160.00
Development of Panch Paryag (Vishnu,Nand,Karan,Kalimath,Kaleshwar,Gauchar) circuit Uttarakhand	2011/UK-SGOV/49		2011 - 12	772.76	154.56
<b>Destinations</b>					
Development of Munsiyari as a Tourist destination in the State of Uttarakhand	2007/PIDDC/UKSGOV/208	<a href="#">Pithoragarh</a>	2007 - 08	452.52	Completed 0.00
Development of Eco-Tourism at Back Waters of Tehri Lake, Uttarakhand	2010/UK-SGOV/52	<a href="#">Tehri Garhwal</a>	2010 - 11	496.74	99.35
<b>Fairs/ Festivals</b>					
CFA for Maha Kumbh Mela at Haridwar from 14th January to 28th April in Uttarakhand	2009/DPPH/UKSGOV/236	Haridwar	2009-10	54.78	27.39
Celebration of Ice skating carnival during 15th july to 14th August 2011 at Dehradun	2011/UKSGOV/70	Dehradun	2010-11	25.00	25.00

State - West Bengal					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Ganga Heritage River Cruise Circuit under major Circuit development Scheme	2008/PIDDC/ WB-GOV/62		2008-09	2042.35	1021.18
<b>Circuits</b>					
Development of 'Ahiron Subhas Deep-Sagardighi-Nawagram Tourism circuit ' in Murshidabad Dist, West Bengal	2010/WB-SGOV/60	Murshidabad	2010 - 11	788.48	157.70
Western Dooars Tourist circuit Development Project in Darjeeling and Jalpaiguri Dist., Weat Bengal	2009/PIDDC/WBSGOV/29	Darjeeling and Jalpaiguri	2009 - 10	780.53	156.11
Development of Islampur- Lalbagh-Jiagung Tourism circuit in Murshidabad, District, West Bengal	2009/PIDDC/WBSGOV/134	Murshidabad	2009 - 10	763.43	152.69
<b>Destinations</b>					
Development of Darjeeling as a Tourist destination	2007/PIDDC/WBSGOV/338	Darjeeling	2007 - 08	495.92	99.92
Sajnekhali Eco-Tourism Complx-cum-destination, Development South 24 Paragnas distt. in West Bengal.	2008/PIDDC/WBSGOV/328	South 24 Paragnas	2008 - 09	457.60	91.60
<b>Fairs/Festivals</b>					<b>Amount release</b>
Celebration of Shardotsav (Durgapuja 2010)	2010/WBSGOV/216		2010-11	20.00	20.00
Celebration of West Bengal Day, to coincide with common Wealth Games 2010	2010/WBSGOV/215		2010-11	12.48	12.48

State - Arunachal Pradesh					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Nil					
<b>Circuits</b>					
Development of Tourist circuit Itanagar Zira Daborji Basar	2007/PIDDC/ARSGOV/77	Itanagar	2007 - 08	759.87	Completed 0.00
Development of Lumla Sub-circuit , Arunachal Pradesh	2008/PIDDC/AR- SGOV/96	Tawang	2008 - 09	655.38	Completed 0.00
Development of Diomukh - Sagalee – Pakke Desang - Seppa Tourist circuit in Arunachal Pradesh	2008/PIDDC/ARSGOV/319		2009 - 10	762.58	152.52
<b>Destinations</b>					
River Front Development and Additional accommodation at the Tourist complex at Aalo in Arunachal Pradesh	2007/PIDDC/ARSGOV/112	West Siang District	2008 - 09	469.49	Completed 0.00
Construction of Tourist Complex at Tengapani in Lohit District, Arunachal Pradesh	2008/PIDDC/ARSGOV/101	Lohit	2008 - 09	469.26	Completed 0.00
<b>Fairs/ Festivals</b>					<b>Amount release</b>
Celebration of Reh Festival At Roing, Arunachal Pradesh.	2010/ARSGOV/196		2010-11	25.00	25.00
Celebration of Pengik Cholo Festival of Kurum Kumey	2010/ARSGOV/221		2010-11	15.00	15.00

State - Chandigarh					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Nil					
<b>Circuits</b>					
Infrastructure up-gradation at Eco-tourism park cum-botanical garden and creation and strengthening of tourism infrastructure at Patiali Ki-Rao and Lake Dhanas in Chandigarh	2010/PIDDC/CGSGOV/149	Chandigarh	2010-11	313.320	62.670
<b>Destinations</b>					
Development and Up-gradation of infrastructure at Sukhna Lake in Chandigarh	2007/PIDDC/CHADMN/264	Chandigarh	2008-09	499.310	150.420
<b>Fairs/Festivals</b>					<b>Amount release</b>
CFA for Celebration of Fairs/Festival/In Chandigarh during 2010-11	2010/CHADMN/22	Chandigarh	2010-11	30	30

State - Assam					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Nil					
<b>Circuits</b>					
Development of Sarthebari-Barpeta-Patbaosi- Konora-Baghor-Sorbhog Heritage circuit in Assam	2010/AS-SGOV/74		2010 - 11	708.07	141.61
Development of Tourism circuit Kaliabar- Jakhlabandha-Nagaon in Assam	2008/PIDDC/ASSGOV/64		2008 - 09	669.40	133.88
Development of Buddhist Tourist circuit in Assam	2008/PIDDC/ASSGOV/73		2008 - 09	652.57	130.51
<b>Destinations</b>					
Development of Barak Valley and Two Hills District in Assam	2007/PIDDC/ASSGOV/67		2007 - 08	605.42	121.08
Destination of Haflong. Nc Hills along with heliport in Assam under the scheme of destination Development	2010/AS-SGOV/193		2010 - 11	475.79	153.82
<b>Fairs/Festivals</b>					<b>Amount release</b>
Celebration of Tea Tourism Festival during 2007/2008 Assam	2007/DPPH/ASSGOV/307		2007-08	5.00	4.00
Celebration of Dehing Pataki Festival during 2007-2008 Assam	2007/DPPH/ASSGOV/308		2007-08	5.00	4.00



State - Delhi					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Illumination of monuments circuit			2006-07	2375.09	1187.55
<b>Circuits</b>					
Conservation and Illumination of 14 monuments under Govt. of NCT. of Delhi	2009/PIDDC/DLSGOV/224	Delhi	2009-10	698.23	139.60
<b>Destinations</b>					
Sound and light show (SEL) at Purana Quila, Delhi	2009/PIDDC/DLSGOV/268	Delhi	2009-10	500.00	Completed 0.00
<b>Fairs/Festivals</b>					<b>Amount release</b>
Celebration of Incredible India Festival at Baba Kharak Singh Marg, New Delhi During 1-15 october 2010	2010/DLSGOV/116	Delhi	2010-11	100	80

State - Manipur					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Mega project INA Memorial Complex at Moirang, Manipur	2010/MN-SGOV/94	Bishnupur	2010 - 11	1,238.59	619.29
<b>Circuits</b>					
Integrated Development of Tourist circuit for Imphal- Mahadev- Lambui- Finch Corner - Hundung - Nungbi - Jessami in Manipur	2008/PIDDC/MNSGOV/107		2008 - 09	800.00	160.00
Development of Integrated Tourist circuit from Imphal- Luwangsangbam- Sekmai- Henbung- Senapati-Mao in Manipur	2008/PIDDC/MNSGOV/106		2008 - 09	712.14	142.43
Integrated Tourist circuit for Imphal to tamai circuit Manipur.	2011/MN-SGOV/9	Imphal	2011 - 12	699.91	139.99
<b>Destinations</b>					
Construction of Integrated Tourist destination at Sopiikon village, Tipaimukh sub division, Churachandpur.	2009/PIDDC/MNSGOV/267	Churachandpur.	2009 - 10	500.00	100.00
Construction of Convention Centre at Imphal	2009/PIDDC/MNSGOV/101	Imphal	2009 - 10	415.68	83.14
<b>Fairs/Festivals</b>					
Celebration of Winter Festival on the Quest of Manipur and (ii) Celebration of Manipur Sangi Festival 2010	2010/MNSGOV/218		2010-11	43.48	43.48
Hosting of Equestrian Championship at Imphal	2007/DPPH/MNSGOV/338	Imphal	2007-08	15.00	15.00

State - Nagaland					
PIDDC Projects Name	Project No.	District	Year of Sanctioning	Cost sanctioned (Rs. in lakhs)	Balance Due (Rs. in lakhs)
<b>Mega Projects</b>					
Development of mega destination at dimapur		Dimapur	2011-12	2370.45	1235.22
<b>Circuits</b>					
Development of Tourism circuit on Dimapur- Diphupar- Sethekima (Naithu-Zubza) in the State of Nagaland	2007/PIDDC/NGSGOV/98		2007 - 08	789.53	Completed 0.00
Tourist Travel circuit Pugohoboto Tseminyu- Wokha- Asukhuto, Nagaland	2008/PIDDC/NGSGOV/105		2008 - 09	774.17	Completed 0.00
Integrated Development of Tourist Travel circuit Meluri- Wazeho- Avangkho in Nagaland	2008/PIDDC/NGSGOV/78		2008 - 09	708.71	Completed 0.00
<b>Destinations</b>					
Destination Development for Eco and Adventure destination at Tizu Kukha.	2007/PIDDC/NGSGOV/338		2007 - 08	499.24	Completed 0.00
Development of Tourist destination at Khensa under CCS for the Year of Sanctioning 2007-08, Nagaland	2007/PIDDC/NGSGOV/129		2007 - 08	458.94	Completed 0.00
<b>Fairs/Festivals</b>					
Celebration of Hornbill Festival-2010	2010/NGSGOV/202		2010-11	20.00	20.00
Celebration of Hornbill Event at Kisama From 1-7 <sup>th</sup> December, 2009 in Nagaland	2009/DPPH/NGSGOV/301		2009-10	15.00	12.00

<b>PIDDC Projects Name</b>	<b>Project No.</b>	<b>State</b>	<b>Year of Sanctioning</b>	<b>Cost sanctioned (Rs. in lakhs)</b>	<b>Balance Due (Rs. in lakhs)</b>
<b>Mega Projects</b>					
Development of Yamunanagar-Panchkula-Panota Sahib in Haryana and Himachal Pradesh as a tourism circuit	2010/HP-SGOV/155	Haryana	2010 - 11	592	296
Panipat – Kurukshetra – Pinjor circuit Phase II	2008/PIDDC/HRSGOV/299	Haryana	2008-09	1545.22	1509.68
<b>Bodhgaya-Rajgir-Nalanda Circuit</b>		Bihar	2006-07	1922.42	961.21
<b>Jagdarpur-Tirathgarh-Chitrakote-Barsur-Dantewada Circuit</b>		Chhattisgarh	2008-09	2347.39	1477.09
<b>Churches of Goa (Integrated Development of Infrastructure for Heritage and Hinterland Tourism) Circuit</b>		Goa	2008-09	4309.91	2154.95
	2007/PIDDC/KNSGOV/203	<b>Karnataka</b>	2008-09	3283.58	1641.79
<b>Hampi Circuit</b>					
<b>Vidarbha Heritage Circuit</b>	2008/PIDDC/MHSGOV/26	<b>Maharashtra</b>	2008-09	3738.19	1869.10
<b>Mahaur – Nanded Vishnupuri Back water kandhar fort as mega circuit</b>	2011/MH-SGOV/90	<b>Maharashtra</b>	2010-11	4510.99	2255.49
<b>Puducherry – Destination</b>	2010/PIDDC/PDSGOV/158	<b>Puducherry</b>	2010-11	4511	2255.50
<b>Mahabalipuram – Destination</b>		<b>Tamil Nadu</b>	2002--03	1039.00	66.00
<b>Pilgrimage Circuit (Madurai-Rameswaram-Kanyakumari)</b>	2010/TN-SGOV/123	<b>Tamil Nadu</b>	2010-11	3647.95	1823.97
Development of Thanjavur under mega tourism project in Tamil Nadu	2009/PIDDC/TNSGOV/270	<b>Tamil Nadu</b>	2010-11	1475.00	737.50
<b>Amritsar – Destination</b>	2008/PIDDC/PUSGOV/48	<b>Punjab</b>	2008-09	1585.53	1043.23
<b>Mega destination at Deoghar</b>	2011/JH-SGOV/65	<b>Jharkhand</b>	2011-12	2371.19	1185.60

## **ANNEXURE II – QUESTIONNAIRES**

**ANNEXURE III – STATE WISE LIST TO SELECTED  
FAIRS / FESTIVALS**

**State wise list to selected fairs**

State/name of selected fair	Whether it is fair
	<b>Fair</b>
<b>1. Andhra Pradesh</b>	
Celebration of Tourism-cum- Handicrafts-cum-Culture Festival at Shilparamam, Hyderabad during January,2010	Fair
<b>2. Assam</b>	
Celebration of Tea Tourism Festival during 2007/2008 Assam	Fair
<b>3. Gujarat</b>	
Celebration of International Kite festival 2011 in Gujarat	Fair
<b>4. Himachal Pradesh</b>	
CFA for organising of Mountain Biking Event- MTB, Himachal-2007 in Himachal Pradesh	Fair
CFA for Kullu Dusshra Fair and Minjar Fair of Himachal Pradesh.	Fair
<b>5. Madhya Pradesh</b>	
Organizing Lok Rang silver jubilee year 2010 in Bhopal, Madhya Pradesh	Fair
<b>6. Manipur</b>	
Hosting of Equestrian Championship at Imphal	Fair
<b>7. Nagaland</b>	
Celebration of Naknya Lum at Tuensang, 2011	Fair
Celebration of Hornbill Event at Kisama From 1-7 <sup>th</sup> December, 2009 in Nagaland	Fair
<b>8. Odisha</b>	
Celebration of central financial assistance for Toshali national crafts mela, 2009, Orissa	Fair
<b>9. Rajasthan</b>	
CFA for celebration of Deepotsav during Commonwealth Games-2010 in Jaipur Rajasthan	Fair
<b>10. Uttar Pradesh</b>	
CFA for organizing shilpotsav and cultural programme in Agra during commonwealth games 2010 form 3-14 October 2010	Fair
Organizing shopping festival inter connected with the Rural tourism and handicraft in Noida during 2010	Fair
<b>11. West Bengal</b>	
Celebration of West Bengal food festival 2010 at Nalban , Kolkata	Fair

**State wise list to selected festivals**

State/name of selected festival	Whether it is festival
	Festival
<b>1. Andhra Pradesh</b>	
International Dance Festival titled Shreyasi in Hyderabad	Festival
<b>2. Arunachal Pradesh</b>	
Celebration of Reh Festival At Roing, Arunachal Pradesh.	Festival
Celebration of Pengik Cholo Festival of Kurum Kumei	Festival
<b>3. Assam</b>	
Celebration of Dehing Pataki Festival during 2007-2008 Assam	Festival
<b>4. Gujarat</b>	
Rann Utsav -2009 in Gujarat	Festival
<b>5. Jammu and Kashmir</b>	
CFA for celebration of Shikara Festival and Ladakhi Festival in J&K during 2011- 12	Festival
CFA to the state government of J&K for organising various events with regard to Sindhu Dashan festival between 12- 14 June 2	Festival
<b>6. Kerala</b>	
Celebration of Nehru Trophy Boat Race at Alappuzha in Kerala	Festival
Celebration of Utsavam 2010-11 and Nishagandhi Festival -2011 Kerala	Festival
<b>7. Madhya Pradesh</b>	
Celebration of World Tourism day Event Sharad Utsav and Mandu festival in MP	Festival
<b>8. Manipur</b>	
Celebration of Winter Festival on the Quest of Manipur and (ii) Celebration of Manipur Sangi Festival 2010	Festival
<b>9. Odisha</b>	
Celebration of Konark Dance Festival(ii) Celebration of Dhuli Mahotsav (iii) Celebration of Chandipur Golden Beach festival, Orissa	Festival
<b>10. Rajasthan</b>	
CFA for organizing desert festival, Jaisalmer in Rajasthan 28 to 30 Jan 2010	Festival
<b>11. Sikkim</b>	
Celebration of Youth Adventure festival in Yangang south district	Festival
Celebration of International Flower show during March. 2008, Sikkim	Festival
<b>12. Uttarakhand</b>	
CFA for Maha Kumbh Mela at Haridwar from 14th January to 28th April in Uttarakhand	Festival
Celebration of Ice skating carnival during 15th July to 14th August 2011 at Dehradun	Festival
<b>13. West Bengal</b>	
Celebration of Shardotsav (Durgapuja 2010)	Festival