

COMMITTEE ON ESTIMATES

(2013-2014)

(FIFTEENTH LOK SABHA)

MINISTRY OF TOURISM

AND

MINISTRY OF CULTURE

DEVELOPMENT OF TOURISM



LOK SABHA SECRETARIAT

NEW DELHI

February, 2014 / Magha , 1935 (Saka)

**THIRTY FIFTH REPORT
COMMITTEE ON ESTIMATES
(2013-2014)
(FIFTEENTH LOK SABHA)**

MINISTRY OF TOURISM

AND

MINISTRY OF CULTURE

DEVELOPMENT OF TOURISM

Presented to Lok Sabha on the 18 February, 2014



LOK SABHA SECRETARIAT

NEW DELHI

February, 2014/Magha , 1935 (Saka)

CONTENTS

		PAGE
COMPOSITION OF THE COMMITTEE ON ESTIMATES (2013-14)		(iii)
INTRODUCTION		(v)
PART- I		
BACKGROUND ANALYSIS		
CHAPTER - I	INTRODUCTORY	1-5
CHAPTER - II	FUND UTILISATION	6-8
CHAPTER – III	DEVELOPMENT OF TOURISM IN INDIA	9-24
	(i) Infrastructure Development	9-14
	(ii) Amenities, sanitation and safety at tourist places	14-16
	(iii) Marketing and Promotion	16-20
	(iv) Marketing Development Assistance Scheme	20-21
	(v) Proposed strategies for Twelfth Five Year Plan for involvement of States/UTs	21-22
	(vi) Reform Measures and Policy Initiatives	22-23
	(vii) Role of Private Sector	24
CHAPTER - IV	HERITAGE TOURISM IN INDIA	25-34
	(i) Archaeological Survey of India (ASI) – Role and Mandate	25-26
	(ii) Conservation and preservation of monuments	27-33
	(iii) Heritage Hotels	33-34
CHAPTER - V	ECO-TOURISM	35-42
	(i) Eco-Tourism resources in the country	36-38
	(ii) Constraints in the development of Eco-Tourism	38-39
	(iii) Problem of Encroachments in National Parks and Wildlife Sanctuaries	39-41

	(iii) Sustainable Tourism	41-42
CHAPTER - VI	RURAL TOURISM	43-46
CHAPTER - VII	SKILL DEVELOPMENT AND OTHER ISSUES	47-53
	(i) Skill Development	47-51
	(ii) Tourist Guide Force	51
	(iii) Inter-Ministerial Coordination	51-53
	(iv) Taxation Issues	53

PART - II

	RECOMMENDATIONS/ OBSERVATIONS OF THE COMMITTEE	54-64
--	---	--------------

APPENDICES

I	Details of the Eleventh Plan allocation and expenditure	65
II	Twelfth Five Year Plan allocation	66
III	List of mega destinations/circuits identified/sanctioned	67-75
IV	State wise/Union Territory wise details of central financial assistance given for projects focusing on Eco-Tourism	76-83

ANNEXURES

I	Minutes of the sitting of the Committee held on 09.09.2010	84-86
II	Minutes of the sitting of the Committee held on 08.12.2010	87-88
III	Minutes of the sitting of the Committee held on 14.02.2012	89-90
IV	Minutes of the sitting of the Committee held on 01.08.2013	91-94
V	Minutes of the sitting of the Committee held on 11.02.2014	95-96

COMPOSITION OF THE COMMITTEE ON ESTIMATES (2013-14)

Shri Francisco Sardinha - Chairman

MEMBERS

- 2 Smt. Harsimrat Kaur Badal
- 3 Smt. Bijoya Chakravarty
- 4 Shri Harish Chaudhary
- 5 Shri Khagen Das
- 6 Shri Pralhad Joshi
- 7 Shri Bapi Raju Kanumuru
- 8 Shri Chandrakant Khaire
- 9 Dr. Thokchom Meinya
- 10 Dr. Sanjeev Ganesh Naik
- 11 Kum. Meenakshi Natrajan
- 12 Shri Prabodh Panda
- 13 Dr. Vinay Kumar Pandey "Vinnu"
- 14 Shri Jagdish Singh Rana
- 15 Shri R. Sambasiva Rao
- 16 Shri Subodh Kant Sahai
- 17 Vacant
- 18 Shri S. Semmalai
- 19 Shri Arjun Charan Sethi
- 20 Shri M.I. Shanavas
- 21 Shri Adhi Sankar
- 22 Shri Rajiv Ranjan (Lalan) Singh
- 23 Shri Neeraj Shekhar
- 24 Shri Ganesh Singh
- 25 Shri Ijyaraj Singh
- 26 Shri Jagada Nand Singh
- 27 Shri Radha Mohan Singh
- 28 Smt. Annu Tandon
- 29 Shri Mukul Wasnik
- 30 Shri Om Prakash Yadav

SECRETARIAT

1. Shri A. Louis Martin - Joint Secretary
2. Dr Y. Arun Kumar - Deputy Secretary

INTRODUCTION

I, the Chairman of Committee on Estimates (2013-14) having been authorized by the Committee to submit the Report on their behalf, present this Thirty Fifth Report on 'Development of Tourism' pertaining to the Ministry of Tourism and Ministry of Culture.

2. The Committee took the oral evidence of the representatives of the Ministry of Tourism, Ministry of Culture and Archaeological Survey of India (ASI) on 09.09.2010, 08.12.2010, 14.02.2012 and 01.08.2013.

3. The draft Report on the subject was considered & adopted by the Committee at their sitting held on 11.02.2014.

4. The Committee wish to express their thanks to the representatives of the Ministry of Tourism, Ministry of Culture and Archaeological Survey of India (ASI), who appeared before them and placed their considered views on the subject. The Committee also wish to thank them for furnishing the information required in connection with examination of the subject.

NEW DELHI;
February, 2014
Magha, 1935(S)

FRANCISCO SARDINHA,
CHAIRMAN,
COMMITTEE ON ESTIMATES

REPORT ON 'DEVELOPMENT OF TOURISM'

PART- I

BACKGROUND ANALYSIS

CHAPTER - I

INTRODUCTORY

India is endowed with tremendous tourism potential owing to a rich array of diversity in culture, art, language, climate, flora and fauna. Being an inheritor of a great civilization, it attracts lots of interest among tourists for exploring the cultural and historical past. According to the Ministry of Tourism (MoT), tourism, if exploited intelligently in a sustainable manner, can prove to be the proverbial engine of growth for the economy. Another important feature of the tourism industry is its contribution to national integration and preservation of natural as well as cultural environments and enrichment of the social and cultural lives of people.

1.2 The current Tourism Policy of the Government of India was formulated in 2002. Five key strategic objectives of Tourism Policy are:

- i. Positioning and maintaining tourism development as a national priority activity;
- ii. Enhancing and maintaining the competitiveness of India as a tourism destination;
- iii. Improving India's existing tourism products and expanding these to meet new market requirements;
- iv. Creation of world class infrastructure; and
- v. Developing sustained and effective marketing plans and programmes.

1.3 As far as the constraints faced by MoT, the Committee have been informed that lack of convergence of efforts and resources for development of tourism infrastructure from various Central Ministries, stakeholders and private investors has proved to be major constraints for tourism development in the country. Besides meagre plan outlay, inadequate accommodation for the tourists, safety of tourists, particularly foreign tourists and shortage of skilled manpower, marketing, branding, promotion, need to expand the range of tourism products, maintenance of hygiene

and sanitation, problems in acquiring land for tourism sector, taxation, convergence, responsible tourism with the focus on eco-tourism, sustainability, carrying capacity, safe and honourable tourism etc. has been stated to be some of the other major constraints/challenges confronting the tourism sector in the country.

1.4 In spite of these constraints, the share of tourism in the total GDP in 2009-10 was reportedly 3.7 per cent (direct) and 6.8 (direct and indirect); the share of tourism employment in total employment was 4.4 per cent (direct) and 10.2 per cent (direct and indirect) respectively.

1.5 According to MoT, tourism sector is one of the major components of the service sector in India and its growth targets has to be linked to the targeted growth of service sector during the Twelfth Five Year Plan (2012-17). Indian economy is expected to grow at the rate of 9 per cent and to achieve this, services sector as well as the tourism sector has to grow at the rate of 12 per cent per annum. The growth target of tourism sector is stated to be to double the arrivals of 2011 by 2016.

1.6 It is observed from the information furnished in a presentation made by MoT on 1.8.2013 that the domestic tourism grew by 11.8 per cent (748 million) in 2010, by 15.6 per cent (865 million) in 2011 and by 19.91 per cent (1036 million) in 2012.

1.7 MoT has stated that in order to overcome the aspect of 'seasonality' and to promote India as a 365 days destination, it is necessary to attract tourists with specific interests and to ensure repeat visits for the products in which India has comparative advantage and 'Niche Tourism Products' like golf, polo and sports tourism, wellness and medical tourism, cruise tourism, film tourism, adventure tourism, Meetings Incentives Conferences and Exhibitions (MICE) tourism, cuisine and shopping tourism, rural tourism and adventure, wild and eco-tourism have been identified.

1.8 Accordingly, MoT has built its entire working strategy for the Twelfth Five Year Plan around the vision enshrined in the Approach Paper to the Twelfth Five Year Plan prepared by the Planning Commission calling for adoption of a 'pro-poor tourism' approach which could contribute significantly to poverty reduction. The role of Government in tourism development has been redefined from that of a regulator to that of a catalyst. Apart from marketing and promotion, the focus of tourism

development plans is now on integrated development of enabling infrastructure through effective partnership with various stakeholders.

1.9 With regard to adoption of pro-poor tourism, the Committee have been informed that tourism development will focus on developing tourism from people's perspective by involving local Panchayats and local communities at various stages. This will help in understanding the social, cultural, and environmental impacts of tourism projects on local communities enabling the development of tourism in a sustainable manner. In this regard, MoT has proposed for development of integrated tourism circuits having potential to attract large number of visitors. Besides, a proposal has been made for development of tourism parks in developed/under developed/ unexplored areas of tourist's interest.

1.10 According to MoT, the Foreign Exchange Earnings (FEE) from tourism during 2012 was ₹ 94,487 crore (provisional) as compared to ₹ 77,591 crore during 2011, showing a growth rate of 21.8 per cent. In terms of US dollar, the Foreign Exchange Earnings (FEE) from tourism during 2012 was \$ 17.74 billion (provisional) as compared to US \$ 16.56 billion during 2011, registering an increased by 0.4 per cent.

1.11 As per the Annual Report (2012-13) of MoT, FTAs in India and FEE from tourism for the years 2000 to 2012 is given below:

Year	Foreign Tourist Arrivals	Percentage change over previous year	Foreign Exchange Earning (₹in crore)	Percentage Change Over Previous Year	Foreign Exchange Earnings (Million US \$)	Percentage change over Previous Year
2000	2649378	6.7	15626	20.6	3460	15.0
2001	2537282	-4.2	15083	-3.5	3198	-7.6
2002	2384364	-6.0	15064	-0.1	3103	-3.0
2003	2726214	14.3	20729	37.6	4463	43.8
2004	3457477	22.8	27944	34.8	6170	38.2
2005	3918610	13.3	33123	18.5	7493	21.4
2006	4447167	13.5	39025	17.8	8634	15.2
2007	5081504	14.3	44360	13.7	10729	24.3
2008	5282603	4.0	51294*	15.6	11832*	10.3
2009	5167699	-2.2	54960#	7.1	11394#	-3.7
2010	5775692	11.8	64889#	18.1	14193#	24.6
2011	6309222	9.2	77591#	19.6	16564#	16.7

2012	6648318	5.4	94487#	21.8	17737#	7.1
------	---------	-----	--------	------	--------	-----

Advance Estimates

*Revised Estimates

1.12 When asked whether the targetted growth rate of tourism sector during the Eleventh Five Year Plan could be achieved, in response, MoT has stated as under:

“For the Eleventh Five Year Plan, a target of 10 million Foreign Tourist Arrivals (FTAs) by 2011 was set. The actual FTAs in India during 2011 was 6.31 million. For Domestic Tourism, the target to be achieved in 2010 and 2011 was fixed as 725 million and 812 million Domestic Tourist Visits (DTVs) respectively. The DTVs during 2010 and 2011 were 748 million and 865 million, respectively. The Ministry of Tourism does not compile data on tourists visiting Eco-Tourism sites.”

1.13 In a presentation made to the Committee on 1.8.2013, the FTA during 2012 was indicated as 6.58 million and rate of growth as 4.3 per cent. During January-June of 2013 the FTA was stated to be 3.22 million with growth rate of 2.6 per cent.

1.14 It has been stated that considering the importance of Visa facilities in enhancing tourist inflow, the facility of ‘Long Term Tourist Visas’ of five (05) years duration with multiple entry, carrying a stipulation of 90 days for each visit, has been introduced on a pilot basis for the nationals of the 18 selected countries. The findings of an evaluation study conducted by the industry have reinforced the belief that the concept of ‘Visa on Arrival’ (VoA) significantly influences the tourists’ travel plans to any country. During 2012, a total number of 16,084 VoAs were issued as compared to 12,761 VoAs during the corresponding period of 2011, thereby showing a growth of 26 per cent.

1.15 With regard to the initiative taken to extend the VoA, the Secretary MoT during the evidence held on 1 August, 2013 deposed as under:

“If I am allowed to make a major announcement, a very major initiative has been taken at our request by MHA. While ‘visa on arrival’ will be on paper only in 9 airports, a new ‘visa on arrival’ scheme, called ‘collective landing permit’ has been introduced in all international airports of India, including Guwahati, Bodh Gaya, Amritsar and every seaport. On paper the decision was taken on 1st April; but by the time the law on visa manual has been implemented, they are finding manpower shortages. We have taken it up with all the Chief Secretaries only this week requesting them to provide manpower to the Bureau of Immigration. I think by 2014 this will stabilise. A decision has been

* Further in their presentation, the MoT gave DTVs figures for the Year 2012 as 1036 million.

taken and the orders have been passed. It means, even Guwahati and Amritsar are now getting this facility, as also all others. It also means a group of four or more can come without visa. In Dabolim it is already working better than any other airport in India. Now, from Dabolim there is a new demand.”

1.16 It has been stated that the growing tourist demand is already exerting pressure on the country’s natural and other resources. Unless attention is paid now for developing tourism in ecologically sustainable manner and maintaining environmental integrity, it may cause irreparable damage. With regard to development of Eco-tourism, the Ministry reportedly has been laying the following cardinal principles. They are:

- (i) It should involve the local community and lead to the overall economic development of the area.
- (ii) It should identify the likely conflicts between resource use for eco-tourism and the livelihood of local inhabitants and attempt to minimize such conflicts.
- (iii) The type and scale of eco-tourism development should be compatible with the environment and socio-cultural characteristics of the local community; and
- (iv) It should be planned as a part of overall area development strategy, guided by an integrated land-use plan while avoiding inter-sectoral conflicts and ensuring sectoral integration associated with commensurate expansion of public services.

1.17 The MoT’s strategies to address the few challenges have been dealt with in a subsequent chapter of this report.

1.18 The Committee on Estimates had examined issues relating to tourism in their 10th Report (2001-02) Thirteenth Lok Sabha on ‘Development of Infrastructure for Growth of Tourism’.

CHAPTER – II

FUND UTILISATION

In a presentation made to the Committee on 01.08.2013, it was indicated that for the entire Eleventh Plan, the allocation made was ₹ 4953 crore, out of which the MoT could utilize ₹ 4914.68 crore. Details of the Eleventh Plan allocation and expenditure is given at **Appendix-I** of this Report.

2.2 For the Twelfth Plan, MoT made a demand for ₹ 22880 crore. Details of the scheme wise demand for the entire Twelfth Plan is given at **Appendix-II** of this Report. As per MoT, the total allocation given for the entire Twelfth Five Year Plan is ₹ 15190 crore.

2.3 The Budget Estimates and Actual Expenditure along with broad trends of expenditure during the last two years of the Eleventh Plan and first two years of the Twelfth Plan are as follows:

(₹ in Crore)

Financial Year	2010-11	2011-12	2012-13	2013-14
1	2	3	4	5
Budget Estimates	1050.00	1100.00	1210.00	1282.00
Actuals Expenditure	997.13 (94.90%)	1050.77 (95.45%)	866.31 (89.42 %)	-

2.4 The above Table indicates that during the first two years of the Twelfth Five Year Plan, an outlay of ₹ 2492 crore has been provided at the BE stage out of the total demand of ₹ 22880 crore for the entire XII Five Year Plan. This indicates that only 10.89 per cent of the total demand made by the MoT has been provided at BE stage for the first two years of the Twelfth Five Year Plan and 16.40 percent of the allocation made for the entire Twelfth Five Year Plan.

Scheme-wise Budgetary Allocation and Actual Expenditure during 2010-11 to 2012-13 (upto March, 2013)

(₹ in Crore)

Scheme/Heads (Revenue)	2010-11		2011-12		2012-13	
	BE	Actual Expenditure	BE	Actual Expenditure	BE	Actual Expenditure Up to March 2013
1	2	3	4	5	6	7
Computerization and	15.00	2.75	20.00	8.25	15.00	13.00

Information Technology						
Capacity Building for Service Providers	17.00	17.00	25.00	25.00	50.00	46.06
Assistance to IHMs/FCIs/IITM/NIWS/NCHMCT etc.	85.50	90.00	92.50	102.00	98.00	86.36
Domestic Promotion and Publicity including Hospitality	67.50	77.04	67.50	59.67	81.00	63.64
Overseas Promotion Publicity including MDA	275.00	249.02	280.00	243.06	267.00	182.83
Market Research Professional Services	5.00	3.00	4.00	5.14	20.00	16.28
Incentives to Accommodation Infrastructure	10.00	0.50	2.00	0.01	10.00	4.94
Assistance for Large Revenue Generating Projects	15.00	9.20	20.00	0.17	40.00	26.57
Assistance to Central Agencies for Tourism Infrastructure Development	10.00	0.00	5.00	4.27	30.00	22.34
Product/ Infrastructure Development for Destination and Circuits	434.00	546.97	469.99	599.20	475.00	428.85
Lumpsum provision for Projects/Schemes of NE Region including Sikkim	105.00	-	110.00	-	121.00	-
Total: Revenue Section (A)	1039.00	995.48	1095.99	1046.77	1207.00	864.31
Schemes/ Heads (Capital)						
EAP (Buddhist Centres)	10.00	1.65	3.00	3.00	2.00	2.00
Assistance for Large Revenue Generating Projects #)	-	-	-	-	-	-
Assistance to Central Agencies for Tourism Infrastructure Development #	-	-	-	-	-	-
Product/ Infrastructure for Destination and Circuits #	-	-	-	-	-	-
Creation of Land Bank for Hotels	1.00	0.00	0.01	0.00	1.00	0.00
Total: Capital Section (B)	11.00	1.65	4.01	4.00	3.00	2.00
Grand Total (A+B) (Revenue + Capital)	1050.00	997.13	1100.00	1050.77	1210.00	866.31

shifted from Capital Head to Revenue Head

2.5 It may be observed from the above Table that in some of the schemes, expenditure is quite low when compared to the allocation. Under the Central Sector Scheme (CSS) for 'Creation of Land Bank for Hotels, nothing was utilized out of a total allocation of ₹ 2.01 crore in the last 3 years i.e. from 2010-11 to 2012-13 (upto December, 2012), besides underutilization in some of the other schemes. For instance, for 'Assistance for Large Revenue Generating Projects', MoT could only spend ₹ 35.94 crore out of the allocated sum of ₹ 75 crore during the aforementioned period. Against ₹ 22 crore allocated for 'Incentives to Accommodation Infrastructure', only ₹ 5.45 crore were spent. The Table also indicates that against an outlay of ₹ 50 crore provided for Computerization and Information Technology, only ₹ 24 crore were utilized during the aforementioned period. Similarly under the very important

segment 'Assistance to Central Agencies for Tourism Infrastructure Development', expenditure is shown as 'nil' against ₹10 crore allocated at BE stage during 2010-11. Even during the succeeding two financial years, only ₹ 26.61 crore were utilized though ₹ 35 crore was available. No details of actual expenditure were provided under the head 'Lumpsum Provision for Projects/Schemes of NE Region including Sikkim', for which ₹ 336 crore were provided at BE stage during 2010-13 period.

2.6 When asked to furnish the reasons for under utilization of outlay, MoT has stated that sometimes expenditure under some heads are lower than expected due to unforeseen reasons like non-receipt of complete report proposals from State Governments/Union Territories under certain schemes, delay in release of second/final installments for projects sanctioned in the previous years due to non-receipt of utilization certificates from States/UTs, non-receipt of invoices from private parties in time, etc. The Committee have also been informed that efforts are made to overcome such difficulties by re-appropriation of funds from one Head to another to the extent feasible.

2.7 When asked about the achievement of the physical and financial targets set during the Eleventh Five Year Plan, MoT has informed the Committee that there is no specific target set both for physical and financial performance, during the Eleventh Five Year Plan.

CHAPTER – III

DEVELOPMENT OF TOURISM IN INDIA

Infrastructure Development

India's physical infrastructure is the very foundation on which tourism is to be built. The National Tourism Policy, 2002 emphasized, among other things, on identifying travel circuits and converging all resources and expertise for development of these circuits as International Standard destinations.

3.2 As per the presentation made by MoT on 01.08.2013, for the Eleventh Five Year Plan ₹ 2650.77 crore was allocated for the scheme 'Product/Infrastructure Development for Destinations and Circuits (PIDDC). The expenditure incurred during the entire Eleventh Plan was stated to be ₹ 2710.53 crore. For the Twelfth Five Year Plan, a demand of ₹ 14220 crore has been made by MoT for the same. During the year 2012-13, ₹ 480 crore was allocated, however, as on 31.03.2013, MoT could spend only ₹ 428.85 crore. For the year 2013-14, an outlay of ₹ 400 crore has been provided for PIDDC.

3.3 As per the information furnished by MoT, in order to maximise the return on the investment in the development of tourism infrastructure, the emphasis during the Twelfth Five Year Plan would be on its development in an integrated manner by identifying the important circuits and the gaps in infrastructure amenities in the identified circuits and convergence of resources of various Ministries / Organisations at the Central and State levels.

3.4 With regard to infrastructure development, MoT during the evidence held on 01.08.2013, informed the Committee that existing schemes of the Eleventh Plan will continue during the Twelfth Five Year Plan. The new interventions proposed would include the following:

- Strategy 1: Integrated Infrastructure Development of Tourist Circuits
- Strategy 2: Development of Tourism Parks
- Strategy 3: Development of Rural Tourism Clusters

3.5 The Committee have also been informed that for the infrastructure development, a National Level Consultant has been appointed. Besides, State Level

Consultants have been appointed except the State of Chhattisgarh. The Committee have also been informed that cost for having State Level Committee and preparation of draft project report are to be met by MoT.

3.6 India's share in Global pie of tourist arrivals in 2012 was reportedly 0.64 per cent. The Committee have been informed that MoT endeavours to achieve 1 per cent of international tourist arrivals by 2016 which would mean 11.37 million foreign tourists out of the global pie of arrivals. If this objective is to be realized, India would need additional 1,90,108 classified hotel rooms over the 2010 base of 1,28,771. In the unclassified sector, India would require additional 21,49,539 rooms over 25,83,519 rooms available in the year 2010. The industry would be able to create additional 24.5 million jobs over and above the figure of 53.75 million (estimated) in 2010.

3.7 Elaborating further the Committee have been informed that in order to achieve this objective, MoT would focus on the following:

- (i) Creation of additional infrastructure by developing integrated circuits, tourism parks and rural tourism clusters.
- (ii) Upgradation of existing infrastructure
- (iii) Broad-basing the human resource development by expanding the base of training institutions, identifying new areas for skill development and converging the efforts of various stakeholders like Ministry of Human Resource Development, Ministry of Rural Development, Ministry of Labour, State Governments and private stakeholders like classified hotels.
- (iv) Development and promotion of niche products
- (v) Expanding the range of existing products by developing lesser known destinations
- (vi) Undertake aggressive promotion and marketing of Indian destinations and products
- (vii) Implement Campaign Clean India to improve the hygiene and cleanliness at various tourist destinations
- (viii) Take up the issue tax rationalization with the Ministry of Finance and State Governments to keep the cost of Indian tourism competitive
- (ix) Take up the issue of extending the facility of Tourist Visa on Arrival to other countries besides the existing eleven.

3.8 When asked about the infrastructure bottlenecks being faced by the tourism industry and the role of State Government/UTs, the Committee have been informed that development and promotion of various tourism destinations and products including Eco Tourism is primarily the responsibility of concerned States/UTs. However, MoT provides Central Financial Assistance (CFA) for various tourism projects including Eco Tourism projects subject to inter-se priority, availability of funds and scheme Guidelines. The upper limit of assistance for normal destinations and circuits is ₹ 5.00 crore and ₹ 8.00 crore respectively. However, in case of mega destinations and circuits the upper limit is ₹ 25.00 crore and ₹ 50.00 crore respectively.

3.9 With regard to identifying of tourism projects, it has been stated that before the beginning of a Financial Year, MoT holds prioritization meeting with the States/UTs for funding in that Financial Year. While prioritizing the projects, emphasis is given to the projects involving construction and upkeep of wayside amenities along Highways/Roads leading to tourist destinations, cleanliness at tourism sites, projects in backward areas, etc. Besides, to ensure contribution of tourism in the development of the remote and backward areas in the country, 2.5 per cent of the total plan outlay of MoT from 2012-13 has been earmarked for tribal areas under Tribal Sub Plan (TSP).

3.10 As far as the scheme for development of nationally and internationally important destinations and circuits through Mega Projects is concerned, the Committee have been informed that as on 14 June, 2013 MoT has identified, 67 mega projects, out of which a total number of 46 mega projects have been sanctioned.

3.11 As per MoT, the mega projects are a judicious mix of culture, heritage, spiritual and Eco Tourism in order to give tourists a holistic perspective. The projects are identified in consultation with the State/UT Government and on the basis of footfalls and their future tourism potential. The list of identified mega destinations/circuits is given at **Appendix – III**.

3.12 It may be observed from the list of mega destinations/circuits that the yearwise sanction and identification was as follows:-

No. of Projects Sanctioned		No. of Projects Identified	
Year	Number	Year	Number
2002-03	1	2009-10	1
2005-06	1	2010-11	5
2006-07	4	2011-12	5
2007-08	1	2012-13	3
2008-09	13	2013-14	7
2009-10	1		
2010-11	8		
2011-12	7		
2012-13	10		
Total	46	Total	21

3.13 With regard to proper coordination with other Ministries/Departments, the Committee have been informed that MoT has been interacting with other Central Government Ministries, such as Railways, Civil Aviation, Road Transport and Highways, Food Processing and Urban Development, and also the concerned State Governments/UTs, to achieve convergence and synergy with their programmes so that the impact of investment in these destinations is maximized.

3.14 The Committee have also been informed that MoT is also taking up the issue relating to rail, road and air connectivity with the concerned Ministries for these projects. An 'Inter-Ministerial Coordination Committee for Tourism Sector', set up in 2011-12, reportedly met on 19.01.2012, 13.08.2012 and 16.01.2013, to achieve a higher level of coordination.

3.15 Apart from coordinating with different Ministries, MoT is also extending financial assistance to Central Agencies for tourism infrastructure like illumination/preservation of monuments, development of cruise terminals, etc. Financial assistance is extended to the Central Agencies like Archaeological Survey of India, Port Trust of India, and ITDC etc. who own / manage the assets.

3.16 When enquired about the development of tourism related infrastructure with external assistance, MoT apprised the Committee as under:

(i) **Ajanta – Ellora Conservation and Tourism Development Project, Phase- II**

A loan agreement for 7331 million Japanese Yen was signed with Japan Bank of International Cooperation (JBIC) [now known as Japan International Cooperation Agency (JICA)] on 31st March, 2003 to undertake the Ajanta – Ellora Conservation and Tourism Development Project (Phase II). The main components of the project are monument conservation, improvement of Aurangabad Airport, afforestation, improvement of roads, construction of tourist complexes, water supply at tourist attractions, public awareness activities, human resource development and computerization of tourist information. Work on the project is in full swing and several components of the project have been completed.

(ii) **Uttar Pradesh Buddhist Circuit Development Project.**

A loan agreement for Uttar Pradesh Buddhist Circuit Development Project was signed on 31st March, 2005 for an amount of 9495 million Japanese Yen with Japan Bank of International Cooperation (JBIC) now known as Japan International Cooperation Agency (JICA). The scope of the project covers improvement of roads, public utilities, site development, support programmes etc at selected Buddhist sites in Uttar Pradesh.

3.17 With regard to the monitoring of financial and physical performance of tourism related infrastructure projects, the Committee have been informed that it is done through introduction of a special software package in MoT and site visits to ensure speedy and transparent monitoring of these projects. Besides, MoT monitors implementation of the projects through the mechanisms of State Level Monitoring Committee, Regular Reviews and holding of Regional Conferences. Sometime, the State Government/UT Administration drop tourism infrastructure projects sanctioned or some of the identified components for want of land or for want of clearances like Coastal Regulation Zone (CRZ) and Environment & Forests.

3.18 When asked about the implementations of the Central Plan Monitoring System by MoT to provide online information of fund development/utilization

vertically under each scheme down to the implementing agencies, the Committee have been informed as under:

“The Central Plan Scheme Monitoring System (CPSMS) is the portal of the Controller General of Accounts through which all payments to implementing agencies are released and expenditure booked. Further information is being obtained from Pay and Accounts Office of this Ministry”.

Amenities, Sanitation and Safety at Tourist Places

3.19 With regard to the provision for amenities and sanitation, MoT has informed that development of various tourism destinations by creating new infrastructure and keeping the place clean is primarily the responsibility of concerned State Governments/UTs. However, MoT has launched ‘Campaign Clean India’ in December, 2012 for improving the hygiene and cleanliness standards at various destinations with the help of private stakeholders, State Governments/UTs.

3.20 The Committee have been informed that as a part of the Clean India Campaign, ONGC has adopted Taj Mahal in Agra, Ellroa Caves in Maharashtra, Elephanta Caves in Maharashtra, Red Fort in Delhi, Golconda Fort in Hyderabad and Monuments at Mahaballipuram.

3.21 When asked, whether MoT has taken any initiative to involve Public Undertakings as a part of Clean India Campaign, the Committee have been informed that at present the initiative is with ONGC only.

3.22 Safety and the security of the tourists is a worldwide concern. Any adverse perception about it may have serious implications for tourist arrivals to the country.

3.23 It has been stated that MoT has adopted the Code of Conduct for ‘Safe & Honourable Tourism’ on 01st July, 2010 essentially to strengthen the critical pillar of ‘Suraksha’ (safety) and ensure that Indian tourism follows international standards of safe tourism practices, applicable for both tourists and local residents i.e. local people and communities who may be impacted by tourism in some way. The Code has been formed to sensitize travellers and the travel industry, close all possibilities of exploitation, specifically of women and children and to make India a safe and honourable tourism destination. The initiative was launched by MoT in association with Pediatric AIDS Treatment Africa (PATA) India Chapter, Save the Children – India, United Nations Office on Drugs & Crimes (UNODC) and Equitable Tourism

Option (EQUATIONS) for its implementation as it is important and essential to enhance the image of the country and add more value to the 'Incredible India' campaign.

3.24 The specific objectives of the Code are:

- (i) To encourage tourism activities to be undertaken with respect for basic rights like dignity, safety and freedom from exploitation of both tourists and local residents i.e. local people and communities who may be impacted by tourism in some way.
- (ii) Aid the prevention of prostitution, sex tourism and forms of sexual exploitations like assaults and molestations in tourism to safeguard the safety of persons, in particular, women and children.
- (iii) To enhance prevention of activities like forced or involuntary drug use, manipulated and incorrect information, cultural and social intolerance which could increase vulnerability to crime.
- (iv) The Code of Conduct has been adopted by all tourism service providers so as to ensure protection of our culture, values and heritage for long term sustainable and responsible tourism, within India.

3.25 Replying to a query of the Committee, MoT informed that in order to enhance safety and security of tourists, MoT in consultation with State/UT Administrations, has proposed that Tourist Police may be set up at prominent tourist spots. The State Governments and Union Territory Administrations of Andhra Pradesh, Goa, Karnataka, Kerala, Maharashtra, Himachal Pradesh, Rajasthan, Jammu & Kashmir, Uttar Pradesh, Delhi, Punjab, Madhya Pradesh and Odisha have deployed Tourist Police in one form or the other. The Guidelines for formation of Tourist Security Organization(s), comprising of ex-servicemen have been formulated by MoT, in consultation with the Ministries of Defence and Home and Directorate General of Re-settlements and forwarded to State Governments/Union Territory Administrations, in May, 2008.

3.26 It has been stated that while a few of the State Governments have taken initiatives to deploy ex-servicemen as Tourist Police, MoT is contemplating launching of a scheme of Central Finance Assistance (CFA) for having Tourist Facilitation Security Organization (TFSO) at identified tourist destinations for all States and Union Territories. However, TFSO Scheme to be implemented in various States and

UTs was not cleared as a Plan Scheme by the Planning Commission. In the subsequent discussions held with the Planning Commission, the possibility of setting up of such a force in collaboration with the Ministry of Defence was also explored. It was felt appropriate that a pilot project involving Ex-Servicemen could be considered for implementation and if the experiment succeeds, then a Plan scheme can be posed to the Planning Commission as a new scheme. Therefore, MoT discussed the matter with the Directorate General of Re-settlement/Department of Ex-Servicemen Welfare, Ministry of Defence, to explore the possibility of utilizing the funds available under various heads for welfare of Ex-servicemen for implementing the scheme on a pilot basis, at some identified destinations.

3.27 As per MoT, the Secretary, Department of Ex-Servicemen Welfare, Ministry of Defence has been accordingly approached for their support, including funding of the pilot projects. The Department of Ex-servicemen Welfare had conveyed approval of the competent authority to the proposed scheme being implemented on pilot basis and their funding on the Non-Plan side. The approval of the competent authority in this regard had been obtained by the Department of Ex-servicemen Welfare.

3.28 It has been stated that in this regard State Governments were approached for selection of destinations and implementation of pilot projects. With the approval of the competent authority it was decided to implement the scheme in the States of Uttar Pradesh, Andhra Pradesh and Rajasthan with reference to the proposals received from these States. Further the matter was taken up with Controller General of Accounts (CGA) to develop separate Head for TFSO Schemes, which they had agreed and accordingly, separate head was created for transfer of funds for the Ministry of Defence to MoT. Subsequently, MoT requested the Ministry of Defence, Department of Ex-servicemen Welfare for transfer of funds to the Ministry of Tourism so that the funds be transferred to the 03 States.

Marketing and Promotion

3.29 In today's era of globalization and heightened media presence, it has become axiomatic to exert efforts and money in branding and marketing of a particular product. For the tourism sector to prosper, brand India has to be established as a product throughout the world. Therefore, marketing and promotion play a prominent role in tourism industry and a successful campaign can change the global perceptions about the country, and vice-versa.

3.30 With regard to marketing and promotion, MoT informed the Committee as under:

“Promotion and marketing plays an important role in increasing the volume of tourism traffic. Though ‘Incredible India’ brand is now well-established, its advantage has to be explored fully. The existing efforts of MoT in this area will be further strengthened through following measures:

- (i) To undertake widespread and aggressive promotional activities
- (ii) Developing new markets – CIS, ASEAN, Middle East and African Countries,
- (iii) Opening new representative offices overseas for wider reach
- (iv) Developing and promoting new tourism products - Golf, Polo, Wellness & Medical, Meetings, Incentives, Conferences and Exhibitions (MICE), Caravan, Cruise, Adventure and Wildlife tourism.”

3.31 It has been stated that during the Financial Year 2012-13, MoT undertook various activities for promotion of Domestic Tourism and the spread of Social Awareness messages, which *inter-alia* include the following:

- Social Awareness Campaigns were released on leading Television channels in June, September and October, 2012. Campaigns on Social Awareness with the themes of ‘Atithidevo Bhavo’, ‘Campaign Clean India’ and ‘Hunar Se Rozgar’ were released on Radio Channels in July, 2012.
- The MoT released campaigns on leading television channels to promote tourism in the North East Region and the State of Jammu & Kashmir in June, September and October, 2012.
- An outdoor campaign was undertaken in the T3 Terminal of the Delhi Airport and in the arrival hall of Mumbai International Airport to showcase the tourism destinations and products of the country.
- Campaign as part of ‘Campaign Clean India’ was undertaken on FM Radio Stations across the country as well as on Railway Tickets to promote awareness about the need for cleanliness and hygiene.
- A Social Awareness Campaign is also being undertaken on Digital Cinema Screens across the country.

- 3.32(i) As part of other promotions, MoT reportedly continued 'Incredible India' branding during the television coverage of Second Formula One Grand Prix in India in October 2012 on ESPN – Star Sports Network in Asia.
- (ii) Incredible India branding was also undertaken on Eurosport Television Channel during the telecast of London Olympics 2012.
 - (iii) MoT in collaboration with the 'Experience India Society' which is an initiative of leading hotel chains and tour operators to promote India through a public-private partnership, produced a Television Commercial on the theme 'Find What You Seek'. The commercial was launched by the Hon'ble Minister for Tourism at the World Travel Market in London in November, 2012.
 - (iv) The new International Campaign titled 'Find What You Seek' and the Domestic Campaign titled 'Go Beyond' was released during the World Travel Market in London. These campaigns have been designed by the renowned advertising agency Ogilvy and Mather who are the creative agency of the Ministry.
 - (v) The MoT continued the collaboration with the Ministry of Information & Broadcasting for promoting 'Incredible India' during the International Film Festival of India (IFFI) held in Goa in November, 2012. Continuing the support to development of Film Tourism, Incredible India branding was also undertaken during the International India Film Academy (IIFA) Awards 2012 held in Singapore.
 - (vi) Joint promotional activities have been undertaken with the Gem & Jewellery Export Promotion Council.
 - (vii) Advertorials were released in leading newspapers across the country, to highlight the new initiatives taken by it for the promotion of Tourism and to showcase Niche Tourism segments such as Medical and Wellness Tourism, Rural Tourism, etc.
 - (viii) MoT supported events with potential for promotion of tourism within the country like the Delhi International Arts Festival 2012.

3.33 In addition to the above steps, the Committee have been informed that MoT annually presents National Tourism Awards to various segments of the travel, tourism and hospitality industry. These awards are presented to State Governments / Union Territories, classified hotels, heritage hotels, approved travel agents, tour operators and tourist transport operators, individuals and other private organizations

in recognition of their performance in their respective fields and also to encourage healthy competition with an aim to promote tourism.

3.34 During the evidence held on 1st August, 2013, the Committee have been informed that special efforts would be made to explore the tourism potential in Jammu and Kashmir and North-East Region. For Jammu and Kashmir, a new film would be made. Alongwith it new brochure and special campaigns would be initiated. For North-East Region, new brochures and special campaigns have been initiated. Besides MoT had organized International Tourist Mart in Guwahati from 18 to 20 January, 2013. Another, International Tourist Mart has been planned in Tawang in Arunachal Pradesh from 18 to 20 October, 2013.

3.35 As far as increasing the India's share of global tourism market, the Committee have been informed that MoT through its 14 overseas offices endeavors to position India in the tourism generating markets as a preferred tourism destination, to promote various Indian tourism products vis-à-vis competition faced from various destinations. These objectives are met through an integrated marketing and promotional strategy and a synergized campaign in association with the Travel Trade, State Governments and Indian Missions. The specific elements of promotional efforts undertaken overseas include Advertising in the Print and Electronic Media, Participation in Fairs and Exhibitions, organizing Seminars, Workshops, Road Shows and India Evenings, Printing of Brochures and Collaterals, Brochure Support/Joint Advertising with Travel Agents / Tour Operators, Inviting the Media and Travel Trade to visit the country under the Hospitality Programme, etc.

3.36 According to MoT, one of the important elements of the Marketing Strategy and Plan is the Hospitality Programme, under which MoT invites editorial teams of travel publications, journalists, photographers, T.V. teams, travel agents, tour operators, etc. from overseas, to effectively project India as an attractive multi-dimensional tourist destination offering a vast range of attractions. These invited guests are able to get first hand information/knowledge of the Indian tourism products during their familiarization tours under MoT's hospitality programmes.

3.37 As per the Outcome Budget (2013-14), for facilitating development of international tourism infrastructure, the MoT has decided to provide 2 per cent architect fee as part of the project costs.

3.38 During the evidence held on 1 August, 2013, the Committee have been informed that the MoT would aggressively promote 'Incredible India' and enhance reach in new markets to Common Wealth of Independent States (CIS), Association of South-East Asian Nations (ASEANS), Middle East and African Countries. Besides, the Committee have also been informed about the launch of a new International Campaign 'Find What You Seek'.

Marketing Development Assistance (MDA) Scheme

3.39 As per the information furnished to the Committee, MoT provides financial support to approved tourism service providers, i.e. hoteliers, travel agents, tour operators, tourist transport operators, approved by the MoT, Government of India or by the State Tourism Department in the case of Jammu & Kashmir and the North Eastern States for undertaking the following tourism promotional activities abroad:-

- (i) Sales-cum-study tour
- (ii) Participation in fairs/exhibitions
- (iii) Publicity through printed material

3.40 Elaborating on the issue, MoT has also informed the Committee that during 2009, the scheme was extended to following new categories of service providers:

- (i) Approved Medical Tourism Service Providers i.e. Representatives of Hospitals accredited by Joint Commission International (JCI) and National Accreditation Board of Hospitals (NABH) and Medical Tourism facilitators (Travel Agents/Tour Operators) approved by MoT, Government of India and engaged in Medical Tourism.
- (ii) Approved wellness centres i.e. representatives of wellness centres accredited by National Accreditation Board for Hospitals and Healthcare Providers (NABH) or the State Governments.
- (iii) 'Active Members' of India Convention Promotion Bureau (ICPB) towards bidding for International Conferences / Conventions, thereby bringing

more MICE business to the country. Under the scheme, associations / societies would be given financial support on winning the bid or for obtaining second and third positions in the bidding process.

3.41 In the background that suggestions and feedback need to be incorporated in the promotion of tourism, the Committee enquired about the mechanism for taking feedback from tourists. In response, MoT in a note, informed the Committee as under:

“The Market Research Division of MoT conducts periodic studies/surveys regarding the various issues pertaining to tourism. In a particular survey conducted, during 2008 – 09, to ascertain the infrastructure gaps in the tourism sector, the following 5 tourist destinations/locations were identified based on the perception of tourists: (i) Kullu - Manali, Himachal Pradesh (ii) Guwahati including Kaziranga, Assam (iii) Badami – Pattadakal- Aihole, Karnataka (iv) Chitrakoot, Uttar Pradesh and Madhya Pradesh and (v) Nanded, Maharashtra. The report ranked garbage disposal, sewerage and drainage system, hygiene at wayside restaurants and dhabas, condition of city roads, traffic management, public conveniences along roads/ streets and drinking water supplies as components, which need immediate intervention and improvement. The findings of the study have been forwarded to all the States/UTs.”

Proposed strategies for the Twelfth Five Year Plan for involvement of States/UTs

3.42 According to MoT, active involvement of States/UTs is a pre-requisite for integrated tourism development in the country. Though some of the States/ UTs are very pro-active in promoting tourism, some others have not yet realised the full advantage of tourism in their economic development. State/UTs have to also create conducive and investment-friendly environment for significant investments in tourism sector.

3.43 As per MoT, following measures are proposed to be pursued with the State/ UTs:

- (i) MoT in association with Associated Chambers of Commerce and Industry of India (ASSOCHAM), Confederation of Indian Industry (CII), Federation of Indian Chambers of Commerce and Industry (FICCI), Progress, Harmony and Development Chamber of Commerce and Industry (PHDCCI), International Cricket Council (ICC), etc. will undertake efforts to increase States' awareness of potential of tourism in economic development and employment generation

- (ii) States to identify infrastructure gaps for tourist destination and ensure intervention at Chief Minister level - making it a political agenda
- (iii) States should promote sustainable, safe and honourable tourism.
- (iv) States should take necessary action for establishing the system of single-window clearance for various activities in tourism sector on the pattern of Hospitality Promotion and Development Board (HPDB) for hotel sector
- (v) State should make available land for hotels, convention/ exhibition centres, theme parks, composite haats, etc. on the pattern of land allotment for manufacturing industry
- (vi) States should also extend other benefits such as increased Floor Area Ratio (FAR) for tourism projects

3.44 When asked about the hurdles faced by various State Government/UTs in development of Tourism, MoT informed that meager annual plan allocations is one of the major constraints and the Hon'ble Minister of Tourism has already taken up this matter with Planning Commission.

3.45 While clarifying the role of State Governments in promotion of tourism, the Secretary, MoT during the evidence held on 14.02.2012 stated as under:

“.....we, at the Government of India, our mandate under the business rules is that to evolve holistic policies for promoting and facilitating promotion of tourism. Whether it is Aurangabad, or whether it is Agra, or whether it is hon. MP from Bihar, about Bodh Gaya, the destination products lie in the States. Let me clarify that there is no State-wise allotment made. The allotments are made on schemes, not for States.....”

Reform Measures and Policy Initiatives

3.46 According to Outcome Budget (2013-14) of MoT, several reform measures and policy measures are being taken in the areas of Public Private Partnership (PPP), alternative delivery mechanism, greater decentralization etc. Some of the notable steps include:

- For opening up of destinations in inaccessible remote areas, MoT has decided to provide assistance for construction of heliports.
- MoT is taking initiatives for development of nationally and internationally important destinations and circuits through Mega Projects.

- 19 tourist destinations/circuits have been identified in phase I of the convergence scheme of MoT.
- A five year Strategy Plan for development of tourism in the Country has been formulated.
- MoT has introduced an award of 'Best Civic Management' recognizing the need to encourage eco-friendly practices by various civic bodies in cities/towns/villages for the maintenance and upkeep of tourist sites/parks etc. The objective of the Award is to proactively involve the municipal authorities and to get their commitment towards clean, hygienic and attractive surrounding in cities/towns/villages and to thereby enhance visitor experience.
- The Ministry of Finance in the budget of 2008-09, had announced a Five-year Holiday from Income Tax to two, three and four star hotels established in specified districts which UNESCO have declared 'World Heritage Sites'. The hotels should be constructed and start functioning during the period April 1, 2008 to March 2013.
- The guidelines for classification of hotels was revised to incorporate the Code of Conduct for Safe and Honorable Tourism, promoting and conducting 'Hunar Se Rozgar Tak' programme to create employable skills amongst youth belonging to weaker strata of the society.
- The guidelines for External Commercial Borrowing (ECB) have been relaxed which will solve the problem of liquidity crunch being faced by the hotel industry for setting up new hotel projects.
- The basic minimum standard for adventure tourism related activities, to ensure safety of participants/tourists in such activities as well as minimum acceptable standards in terms of equipment and human resources as per the guidelines of MoT, has been formulated for the benefit of tourists and stakeholders.
- As a responsible tourism initiative, rural tourism project at 186 rural sites have been sanctioned. The traditional artisans from some of the these sites have been given exposure to national/international platforms. Mega shopping festivals are providing an opportunity for sale of art and craft products.

Role of Private Sector

3.47 Taking into account, the inevitable role of the private sector, the Committee enquired about the strategy of MoT to engage private sector under Public Private Partnerships (PPPs) model. In response MoT stated as under:

“MoT assists the Private Sector in the development of infrastructure under the PPP model through its ‘Large Revenue Generating Project Schemes’. Projects like Tourist trains, Cruise vessels, Cruise Terminals, Convention Centres, Golf Courses, Health and Rejuvenation facilities and last mile connectivity to tourist destinations (air and cruise including heli tourism) etc., qualify for financial assistance under this Scheme. The subsidy under this scheme has a cap of ₹ 50.00 crore subject to a maximum of 25 per cent of total project cost or 50 per cent of equity contribution of the promoters, whichever is lower.”

3.48 As per the Outcome Budget (2013-14) of MoT, an outlay of ₹ 40 crore was provided for the scheme Assistance for Large Revenue generating projects during 2012-13. However, no funds could be released as no suitable projects was received.

CHAPTER – IV

HERITAGE TOURISM IN INDIA

Heritage tourism is travelling to experience the places and activities that authentically represents the stories and people of the past. Since India is endowed with cultural aspects such as architecture, traditions of art and craft, epics and mythology, it can offer a unique experience to anybody who visits the country. Heritage tourism is important for various reasons, it has a positive economic and social impact, it establishes and reinforces identity, it helps preserve the cultural heritage with culture as an instrument, it facilitates harmony and understanding among people, it supports culture and helps renew tourism.

Archaeological Survey of India (ASI) – Role and Mandate

4.2 The Archaeological Survey of India (ASI), established in 1861 is vested with the responsibility to identify, conserve and protect nationally important monuments across the country. It is the fundamental duty of ASI towards preserving monuments and sites for posterity and for offering the citizens of this country and to international visitors travelling to India a glimpse into India's rich and myriad culture, traditions and tangible remains of the past.

4.3 During the evidence held on 1 August, 2013, the Committee have been informed that the fundamental duty of ASI includes the following:

- Explorations, excavations, epigraphical research and management of site museums
- Conserve, preserve and maintain monuments/sites of national importance
- Implement Ancient Monuments and Archaeological Sites and Remains Act, 1958
- Implement Antiquities and Art Treasures Act, 1972
- And other functions
 - ASI has annual conservation and maintenance programme – for structural conservation, regular maintenance and environment upgradation
 - Providing basic tourist amenities

- ASI follows its own Conservation Manual and various international charters and guidelines aiding in conservation, management, documentation, etc.
- Ancient Monuments and Archaeological Sites and Remains-AMASR (Amendment and Validation) Act, 2010, reinforces the relation of a monument to its wider context and to include adequate portions of the settlement contiguous to the monument in terms of architecture, town planning and historical references.

4.4 When enquired as to what extent these fundamental duties of showcasing the heritage monuments has been discharged by ASI, the Committee have been informed that ASI has 3678 protected monuments of national importance. Out of these there are 20 monuments which have been declared as World Heritage Sites by the UNESCO on establishing their importance at international level. In addition 4 other cultural sites from India are also in the World Heritage List of UNESCO. Other protected monuments are maintained well by the ASI and kept in presentable condition. Thus, ASI is discharging its fundamental duties in conservation of heritage monuments to the fullest extent, the showcasing of which is a main attraction to the domestic and foreign tourists.

4.5 When asked to furnish details about the role and responsibility of ASI in promoting heritage tourism during the last five years i.e. 2008-09 to 2012-13, the Committee have been informed that during the last five years ASI has upgraded basic amenities at various monuments / sites which receive large number of visitors. Further, audio guide services have been introduced at seven monuments, namely, Taj mahal, Qutab Minar, Red Fort Delhi, Agra Fort, Fatehpur Sikri, Group of monuments at Khajuraho and Buddhist monuments at Sanchi. Brochures on a large number of monuments have been brought out for free distribution among tourists. New Guide Books have been published and out of stock books were reprinted. The areas surrounding the important monuments and under the control of ASI have been landscaped aesthetically. Adequate and aesthetically designed signages have been installed at important monuments to explain the history and architecture of the monument. A number of important monuments have even been illuminated in collaboration with other agencies. More than 50 monuments of ASI are presently illuminated.

Conservation and Preservation of Monuments

4.6 According to the information furnished by ASI, one of its fundamental responsibilities is to conserve these monuments and sites as tangible remains for those who wish to visit and appreciate them and be educated and get information about India's past. Tourism has become an important vehicle for encouraging conservation of monuments and sites and has in several instances driven initiatives in this regard. It has increasingly been felt that tourism essentially revolves around visitation to cultural places and monuments and thus monuments should be kept well preserved. Many monuments and sites across the country under the jurisdiction of ASI are popular tourist destinations.

4.7 As per the Outcome Budget (2013-14) of MoT, under the Assistance to Central Agencies for Tourism Infrastructure Development an outlay of ₹ 30 crore was provided during 2012-13, for assistance to Central Agencies like ASI, Port Trust of India, ITDC, etc. who own/manage the assets to ensure development of tourism infrastructure like illumination of preservation of monuments, development of cruise terminals etc. The scheme is to be implemented by one to three years and 2 projects have been sanctioned with a release of ₹ 11.12 crore upto 31 December, 2012. An outlay of ₹ 50 crore has been provided for the same for the year for 2013-14.

4.8 When asked to furnish information regarding expenditure incurred during each of the last five years i.e. 2008-09 to 2012-13 on maintenance/ conservation of monuments, the ASI in their reply stated as under:

“Details of budget allocation and expenditure incurred form 2008-09 to 2012 - 13 are given below:-

Year	Rupees in crore	
	Allocation	Expenditure
2008-09	135.88	134.98
2009-10	153.53	153.00
2010-11	156.62	156.54
2011-12	134.48	134.00
2012-13	149.81	148.61”

During 2013-14, budgetary provision of ₹ 184 crore has been made for ASI.

4.9 During 2012-13, ASI undertook 1,565 works (structural conservation 1149, chemical treatment and preservation 67 and landscaping and Environmental Development 349). When asked about the measures taken to complete projects well in time so as promote heritage tourism, ASI has informed the Committee that the conservation work of the monuments is a continuous process, hence the concept of time and cost over-runs are not strictly applicable.

4.10 The Committee enquired how time and cost over-runs become irrelevant when huge money is already spent on conservation/maintenance work for monuments by ASI. In response, ASI stated as under:

“Keeping regard to the total number of protected monuments the money spent is normal. The most important thing with the conservation of the monuments is to maintain the originality in use of materials and workmanship to achieve the quality output of high standard. Bringing the time pressure, it may lead to the results which are not acceptable, as per archaeological principles. Quite frequently it happens that when one portion of ancient building is opened, the conservation requirements at that location demands more work than the envisaged due to coming into notice more problems. This result into the variation in the expenditure as well as time required and deviation form the cost estimates as per the site requirements. Therefore, the preference is always given to the desired quality output of the conservation work as compared to the time and cost considerations.”

4.11 With regard to steps taken to improve the environment around the monuments, the Ministry of Culture stated as under:

“Apart from conservation and maintenance of monuments, emphasis is also laid on improving environment of the monument thus necessitating constant horticultural inputs throughout the year. Programme for environmental upgradation is a regular exercise carried out by ASI; landscaping has been done within and around more than 400 monuments and sites across the country thus ameliorating the physical setting of a monument. The amended AMASR Act intends to further reinforce the relation of a monument to its wider context and to include adequate portions of the settlement contiguous to the monument in terms of its architecture, town planning and historical references. This necessitates preserving the long term relation of the monument with the settlement that it is a part of.”

4.12 Elaborating further, the Ministry informed the Committee as under:

“Increased importance is being given in enhancing the surrounding by providing a clean and green environment by using renewable energy, using local/eco-friendly material for maintaining and servicing the sites (particularly for visitors). ASI along with the Ministry of Renewable Energy Resources is

working out details in providing solar energy for illuminating the monuments. Monuments are being provided with rainwater harvesting facilities to conserve water.”

4.13 As far as the improvements in the amenities available at various heritage sites, the Ministry of Culture submitted as under:

“In order to promote historic monuments/sites and to facilitate the visit of a tourist, ASI has undertaken several initiatives like providing signages (cultural notice boards, directional signages, etc.), visitor amenities like toilets, interpretation centres, pathways, drinking water facilities, parking facilities, illumination of monuments, audio guide facilities, etc. More and more monuments are being provided facility of the movement of differently-abled persons like special ramps, railings, Braille signages, special toilets, etc. Aforementioned facilities have been provided in almost all world heritage sites (with ASI), ticketed monuments and other important monuments across the country.”

4.14 When asked about constraints faced by ASI in the implementation of the projects, the Committee have been informed that the meager budgetary provision and acute shortage of manpower are the main causes for slow pace of works towards providing public amenities at the monuments and to upgrade them adequately from tourism point of view.

4.15 In the light of the above, the Committee desired to know about steps taken by the Ministry of Culture during each of the last five years (2008-09 to 2012-13) to address the constraints of funds and manpower. In response, ASI has informed the Committee that the proposal for re-structuring of the ASI is under consideration. With the availability of additional manpower in due course of the time, the capacity to absorb enhanced allocation will develop. ASI is making efforts to increase the manpower and accordingly higher allocation of funds.

4.16 When asked to provide details of the projects approved and implemented for maintenance and preservation of heritage monuments during each of the last five years, ASI responded as under:

“Conservation work of the protected monuments is a continuous process. Every year the conservation programme is revised wherein completed works are dropped and new works are incorporated depending upon the availability of the resources and conservation requirements of the particular site. In each year conservation works of about 700 monuments are taken up. Besides,

some conservation works are executed under the funding from National Curriculum Framework (NCF). In addition, on request from various State Governments, some conservation works of the monuments protected by State Governments are also taken up as Deposit Works. In the last five years, the conservation work of Ajanta – Ellora caves and other monuments at Aurangabad were taken up under the funding from Japan International Cooperation Agency (JICA). The conservation work of three monuments has also been taken up by funding under commemoration of 150th birth anniversary of Swami Vivekananda. In the State of Goa, the monuments where major conservation works have been attended in the last five years includes Basilica of Bom Jesus, Se Cathedral, Church and Convent of St. Francis Assisi, Church of St. Augustine, Aguada Fortress (Upper), Safa Masjid, Mahadev Temple, Fortification Wall of Aguada Fortress (Lower) etc.”

4.17 When asked about the level of coordination between the MoT and the Ministry of Culture so as to attract International and Domestic tourists to visit various heritage sites and monuments in the country, ASI stated as under:

“ASI interacts with MoT and Tourism Departments of the State Governments. Interaction with MoT under “Inter-ministerial Co-ordination Committee on Tourism Sector” is one of the modes to achieve the objective. MoT has launched ‘Campaign Clean India’ initiatives at a few important monuments having great tourist potential. ASI is actively extending support and assistance towards implementation of this initiative. ASI approves the proposals of the Ministry of Tourism and ITDC for providing Sound and Lights shows, illumination and other basic tourist facilities projects at some of the ASI’s monuments. Initiatives taken up by the Ministry of New and Renewable Energy for providing solar energy lights at some of the Centrally protected monuments are also supported by the ASI. The Ministry of Social Justice and Empowerment has taken initiative for providing financial support to ASI to make monuments disabled friendly. Further, various State Governments have also shown interest for making available funds for providing basic amenities at a few Centrally protected monuments. ASI has welcomed such initiatives and accepted funds to undertake works.”

4.18 With regard to constitution of State Level Coordination Committee under the Chairmanship of the Principal Secretary of Art/Culture/Archaeology/ Tourism of the State Government for close interaction with the State Department of Archaeology on protection and preservation of monuments under the care of Central as well as State Governments, the Committee have been informed that the Secretary, Ministry of Culture had approached the Chief Secretaries of the States to nominate their officers for the Committee. But, barring a few States, response from other States could not be received and as such the Committee could not take its shape. However, the matter is being taken up once again at the highest level in the Ministry of Culture as to constitute the State Level Coordination Committee to achieve the objective.

4.19 Regarding the management of conservation plans at various UNESCO World Heritage Sites in India, ASI has informed the Committee as under:

“ASI has initiated exercise for the preparation of Integrated Management Plans for all UNESCO world heritage properties as an obligation to the World Heritage Centre under the auspices of UNESCO. Offering a holistic perspective on conservation and management of a world heritage property, it comprises several sub-plans including visitor management plan. A visitor management plan focuses on various threats to a world heritage property on account of increased visitation to the site and how not only to mitigate the impact of increased visitation but also how to improve the visitor experience. For this purpose carrying capacity of a monument is being determined. The plan outlines parking provision, an array of signages at different positions, having a well worked out circulation, location of toilets, resting places / areas for tourists, provision of interpretation centre, cloak rooms, food courts, etc.”

4.20 With regard to the status of protected monuments, Secretary (Culture), during the briefing meeting held on 8th December, 2011 deposed as under:

“About 8000 monuments in India are under different forms of protection. But, India’s monuments are not restricted to 8000 only. A monument can also be beyond or before the 100 year period that is required to qualify. There could be monuments of national leaders that are 70 or 80 years old. In this vast uncharted domain of what constitutes a monument in India, a mission, as you have rightly pointed out, has been set up about three years ago, called National Mission on Monuments and Antiquities. They have started work seriously about one and a half or two years ago. Until they complete their work, it would not be fair or appropriate to say what is the total classification or what is the total list of monuments in India. But we all have an informed guess that it should be in the range of 100,000 and I would leave the details to the DG of ASI. The position of monuments in India is like this. At the first level are central protected monuments; at the second level are State protected monuments; and at the third level are unprotected monuments. I have also taken liberty to inform the House that many of the protected monuments are in fact not really protected in the sense that you do not have either a barricade or a continuous watch and ward.”

4.21 When asked about overall assessment by the Ministry of Culture on the effectiveness of the National Mission on Monuments and Antiquities (NMMA) 2007-12, the Committee have been informed as under:

“The NMMA was approved for a period of 5 years i.e. 2007 – 2012 with the objective to prepare a National database on Built Heritage and sites from secondary sources and a National database on Antiquities from different sources and museums. ASI is the nodal agency for NMMA to implement the activities of NMMA across the country. To monitor and implement its activities, three Committees, namely the Monitoring Committee (under chairpersonship of Secretary, MoC), Finance Committee (under chairpersonship of AS & FA, MoC) and State Level Implementation Committee (under chairpersonship of

State Secretary, Culture) have been constituted. About 40 meetings have been organized by NMMA in various States across the country. The documentation work is done by various Documentation Resource Centers (DRC) and about 80 such centers have been identified by NMMA. NMMA has documented of about 75,000 built heritage and sites (excluding State and Centrally protected monuments) from secondary sources and about 8,00,000 antiquities including registered antiquities. Under publication and publicity programme, NMMA has published Bilingual Training Manual for Documentation of Built Heritage, Sites and Antiquities, Guide book on Monuments of Haryana, Handbook on Centrally Protected Monuments. For effective implementation, NMMA has also translated the AMASR Act of 1958 and Antiquities and Art Treasures (AAT) Act of 1972 in various regional languages. To generate heritage awareness, Short films on Heritage Awareness on Built Heritage and Sites, Heritage Calendars, Educational Posters and playing cards on 'Know Your Coins' and 'Know your History' have been made. Thematic Exhibition on Monuments and Sites along Grand Trunk Road, Ladakh, as seen and felt, has also been organized."

4.22 Elaborating further on the issue, the Committee have also been informed that:

"NMMA has conducted several training cum workshops in various States with three fold purpose. First, to provide training to students, researchers, NGOs in every State, second, to evaluate the performance and review the progress of documentation work through periodical training workshops and third, to promote awareness among the masses and also invite public participation at the grass root level about the importance of our cultural heritage. To maintain unbroken regularity and to sustain the above activities, the Ministry of Culture has approved continuation of the central scheme with certain modifications (introduction of primary survey of built heritage and sites, strengthening infrastructure etc) under the Twelfth Five Year Plan (2012 – 2017) with an budgetary outlay of ₹ 99.20 crore. During the current financial year, NMMA proposes to bring out popular literature in different themes namely 'Exploring Prehistoric India'."

4.23 With regard to encroachment, the Ministry of Culture has informed the Committee that it has been a herculean task for the Government to check encroachments in and around various archaeological sites. In this regard, the Secretary, the Ministry of Culture during the evidence held on 8.12.2010 stated as under:

".....Often the word protection, I would confess, is only a notification or a signboard. This is the ground reality. To protect each one in physical terms, one would have to have presence in terms of manpower and presence in terms of continuous conservation. Both the States and the Centre have not got that amount of resource for that purpose. But, we are given to understand and we have been assured that this will be in position and we have started seeing results now."

4.24 Elaborating on the issue, the Secretary, the Ministry of Culture added:

“I have also taken the liberty to inform the Committee that many of the protected monuments are in fact not really protected in the sense that you do not have either a barricade or a continuous watch and ward.”

4.25 When asked about the issue of framing monument specific bye-laws for each category of monuments, in response ASI has stated as under:

“Yes Sir, the Regional Directors (5) of ASI have been nominated to function as Competent Authority under Section 35 of the Ancient Monuments and Archaeological Sites and Remains (Validation and Amendment) Act, 2010 for framing of monument specific heritage Bye-laws in consultation with Indian National Trust for Art and Culture Heritage (INTACH). The ASI has engaged INTACH for preparation of model heritage Bye-laws for each category of monuments which may serve as model for replication for other monuments identified under the concerned category. INTACH has submitted the draft model Heritage Bye-laws for some of the monuments which are under scrutiny and examination at the level of the Competent Authorities and the Directorate General.”

Heritage Hotels

4.26 It has been stated that the popular concept of heritage Hotels was introduced to convert the old palaces, havelis, castles, forts and residences built prior to 1950, into accommodation units so they reproduce the ambience and lifestyle of the bygone era. Such hotels are categorized under three categories viz. Heritage, Heritage Classic and Heritage Grand, based on the standards of facilities and services as per the applicable Guidelines.

4.27 As per MoT to obviate the difficulties faced by the hospitality industry, a ‘Hospitality Development and Promotion Board (HDPB)’ has been set up to monitor and facilitate the clearances/approvals of hotel projects with the concerned Ministries/Depts/ Authorities by meeting on fixed schedule basis.

4.28 The Committee have been informed that HDPB was established by MoT vide Notification No 18-TH.11 (09)/ 2010 dated 21.01.2011 and the main objective of setting up the HDPB was to facilitate the clearances and approvals from various Government Departments for setting up Hotel projects in the Country . The Board is not empowered to give approvals but acts as a facilitator. Due publicity has been given about constitution of this Board through the internet and information disseminated to the Hotel Associations namely Federation of Hotels and Restaurants

Association of India (FHRAI), Hotel Association of India (HAI) and Heritage Hotels Association of India.

4.29 The Committee have also been informed that the State Governments / UT Administrations have also been advised by MoT to set up similar Boards. The Hoteliers may be approaching the State / UT authorities directly for obtaining clearances as Hotels are State/UT specific activity.

4.30 As per the Annual Report (2012-13), the construction of hotels is primarily a private sector activity which is capital intensive and has a long gestation period. A constraint being faced by the hotel industry, in addition to the high cost and limited availability of land, is the procurement of multiple clearances/approvals required from the Central and State Government agencies for hotel projects. This often results in delay in the implementation of the project, cost escalation, etc. To obviate the above mentioned difficulties faced by the hospitality industry, MoT has set up a Hospitality Development and Promotion Board (HDPB). The main function of the Board includes monitoring and facilitating the clearances/approvals of hotel projects, both at the Central and State Government level. The Board would be a single point for receiving applications for various clearances, approving/clearing hotel project proposals in a time-bound manner, and review hotel project policies to encourage the growth of hotel/hospitality infrastructure in the country. The Board, however, will not in any way supersede the statutory clearance of other agencies but will review and monitor the clearances of hotel projects with the concerned Ministries/Departments/Authorities by meeting on fixed schedule basis.

CHAPTER – V

ECO – TOURISM

India accounts for more than 1/6th of the world population with only 2.2 per cent of the Earth's land mass. The growing tourist demand exerts pressure on the country's natural and other resources.

5.2 According to MoT, Eco Tourism (also known as ecological tourism) is responsible travel to fragile, pristine, and usually protected areas that strives to be low impact and (often) small scale. It purports to educate the traveller, provide funds for ecological conservation, directly benefit the economic development and political empowerment of local communities, and foster respect for different cultures and for human rights. Eco Tourism is held as important by those who participate in it so that future generations may experience aspects of the environment relatively untouched by human intervention. The general principles of Eco-Tourism guiding the initiatives of the MoT are as under:

- (a) The local community should be involved in bringing overall economic development of the area.
- (b) The likely conflicts between resource use for eco-tourism and the livelihood of local inhabitants should be identified and attempts made to minimize the same.
- (c) The type and scale of eco-tourism development should be compatible with the environment and socio-cultural characteristics of the local community, and
- (d) It should be planned as a part of the overall area development strategy, guided by an integrated land-use plan, while avoiding inter-sectoral conflicts and ensuring sectoral integration, associated with commensurate expansion of public services.

5.3 The Committee, during the course of evidence held on 1 August, 2013, had been informed that during the Eleventh Five Year Plan, 52 Eco-Tourism projects were taken up with the Central Financial Assistance of ₹ 284.4 crore. For the Twelfth Five Year Plan, till 30 June, 2013, 7 Eco-Tourism projects have been sanctioned with CFA of ₹ 48.54 crore.

5.4 As far as the programmes towards development in Eco-Tourism during the Financial Year 2012-13, MoT has informed the Committee that the development and

promotion of Tourism destinations & products including Eco-Tourism is primarily the responsibility of respective State Government & Union Territory Administration. However, MoT provides Central Financial Assistance to State Governments & Union Territory Administrations for eco-tourism projects identified in consultation with them subject to inter - se priority and adherence to scheme guidelines and also for capacity building. The Committee have been informed that the following programmes towards skill development in Eco-Tourism during the Financial Year 2012–13 are:

- Training programme for Nature lovers under 'Hunar se Rozgar', organized by the Madhya Pradesh State Tourism Development Corporation in association with Indian Institute of Forest Management to train 56 youth in Pench and Bandhavgarh. The Ministry of Tourism has sanctioned the programme for an amount of ₹ 3,76,320/-.
- Capacity Building/ Awareness programmes (Green Hiker Campaign), under 'Hunar se Rozgar, are being implemented by the World Wide Fund (WWF) – India in the States of Uttarakhand, J & K and Himachal Pradesh for the benefit of stakeholders, both in the organised and unorganised sectors. The Ministry of Tourism has sanctioned this programme for an amount of ₹ 17,93,858/-.
- Training programme for Guides under 'Hunar se Rozgar', organized by the Madhya Pradesh Ecotourism Development Board (MPEDB) to train 60 candidates from 10 rural destinations developed/being developed by MPEDB. The Ministry of Tourism has sanctioned the programme for an amount of ₹ 41,01,736/-.
- Training programme for Nature guides under 'Hunar se Rozgar', organized by the Chhattisgarh Tourism Board for training of 100 youth in Chhattisgarh. The Ministry of Tourism has sanctioned the programme for an amount of ₹ 15,95,000/-.

Eco-Tourism Resources in the Country

5.5 When asked to provide details of Eco Tourism resources in the country which can be developed, MoT has stated that if taken in the narrow sense, the word 'Eco Tourism' may be applied to areas that may be environmentally sensitive like mountains, beaches, lakes, rivers, backwaters, forests, mangroves, wild life parks, bio diversity hot spots etc. There is an abundance of such natural resources all across the country. As a matter of fact, most of our natural heritage tourism assets lie in rural and remote areas that are environmentally sensitive. Eco Tourism can be

developed across the length and breadth of the country. The North East Region of India especially has enormous potential for developing Eco Tourism. The sound eco friendly practices can be applied anywhere for driving long term benefits out of tourism.

5.6 As per MoT, the growing tourist demand is already exerting pressure on our natural and other resources. Considering the importance of developing tourism in ecologically sustainable manner, MoT has been laying stress on maintenance of environmental integrity. It may cause irreparable damage.

5.7 When asked about the steps taken to promote Eco Tourism in the country, MoT in a written note stated as under:

“Ministry of Tourism in its initiative to achieve Sustainable Tourism growth is in the process of evolving the Sustainable Tourism Criteria for India. Towards achieving the objective, the Ministry of Tourism organized a two day National Workshop on Sustainable Tourism Criteria for India on 27th and 28th July, 2010 in New Delhi. A Steering Committee with representatives from all the sectors of the tourism and hospitality industry of India has been constituted to develop draft Sustainable Tourism Criteria, which would eventually be adopted by the different sectors of the industry. In the first instance, an attempt has been made to develop the Criteria for the hotel and tour operator sectors.

As a follow-up of these efforts of the Ministry of Tourism, a Pledge for commitment towards Sustainable Tourism was taken by all the stakeholders of the travel trade and hospitality industry on World Tourism Day, 27th September 2010.

“Recognizing that every earth resource is finite and fragile, I / We further pledge to fully implement sustainable tourism practices, consistent with the best environment and heritage protection standards, such that my/our present tourism resource requirements optimize both local community benefit and future sustainable uses.”

To encourage the Stakeholders to promote & practice Ecotourism practices, the Ministry of Tourism has included categories of awards “Best Eco friendly Hotel”, “Best Responsible Tourism Project”, “Best Eco friendly Practices by Tour Operators” in the National Tourism Awards presented annually to various segments of travel, tourism & hospitality sector.”

5.8 Details of Central Financial Assistance to State Governments/UTs for various Eco-Tourism Projects are given at **Appendix – IV**.

5.9 As per the Annual Report (2011-12) of MoT, in the recent years it has been seen that there is a growing trend for travel towards Eco Tourism destinations like National Parks and Wild life Sanctuaries. Considering this trend and serious concerns about increased danger to the wildlife in National Parks and Wildlife

Sanctuaries due to poaching and blocking of animal corridors, MoT had commissioned surveys to assess the impact of tourism on them. These surveys covered Resorts, Hotels, Lodges, Camps and Guest Houses in and around Corbett National Park, Kaziranga National Park, Kanha National Park, Bandavgarh National Park, Pench Tiger Reserve and Mudumalai Wild Life Sanctuary under the initiative 'Tigers- Our National Beauties'.

5.10 The findings of these surveys indicated mushrooming of Resorts, Hotels, Lodges, Camps and Guest Houses in and around these parks in an unplanned manner, blocking of wildlife corridors, and lack of eco-friendly practices in management of many of these establishments. The survey report on Corbett National Park has been shared with the Government of Uttarakhand, the Ministry of Environment and Forests, Prime Minister's Office and the Parliamentary Standing Committee on Tourism, Transport and Culture for necessary action.

5.11 According to the Annual Report (2012-13), as per the Supreme Court directions, the Ministry of Environment and Forests has issued Guidelines for tourism activities in tiger reserves in the country. As per this Guideline, no tourism activity is permitted in the core areas of Tiger reserves. MoT is in favour of regulated tourism in protected areas of the country. Tourism should be based on scientific carrying capacity and sustainability principles.

Constraints in the Development of Eco Tourism

5.12 As per MoT, the lack of environmental education, limited financial resources for development and maintenance of ecotourism projects, untrained services providers, non availability of designated bodies for development of ecotourism in most of the States are key constraints faced in development of Eco Tourism.

5.13 When asked about the specific steps which have been proposed/taken to address each of the constraints, the Committee have been informed that The development and promotion of Tourism destinations & products including Eco-Tourism is primarily the responsibility of respective State Government & Union Territory Administration. However, MoT provides Central Financial Assistance to State Governments & Union Territory Administrations for eco-tourism projects identified in consultation with them subject to inter - se priority and adherence to scheme guidelines and also for capacity building.

5.14 With regard to other initiatives to encourage the stakeholders to promote and practice Eco-Tourism, the Committee have been informed that MoT has included categories of awards 'Best Eco-Friendly Hotel', 'Best Responsible Tourism Project', 'Best Eco-Friendly Practices by Tour Operators' in the National Tourism Awards presented annually to various segments of travel, tourism and hospitality sector.

5.15 With regard to setting up of Eco-Tourism Board by the State Governments, the Committee have been informed that only State of Madhya Pradesh has set up Eco-Tourism board.

Problem of Encroachments in National Parks and Wildlife Sanctuaries

5.16 When enquired about the steps being taken by MoT in conjunction with the Ministry of Environment and Forests to check illegal encroachments in National Parks and Wildlife Sanctuaries. MoT informed the Committee as under:

“The protection and management of Protected Areas is the responsibility of the concerned State/UT Governments and eviction of encroachments in Protected Areas is done as per the provisions of the Wildlife (Protection) Act 1972, the Indian Forest Act, 1927 and the Forest (Conservation) Act, 1980.

Further, the Ministry of Environment & Forests (MoEF) has issued detailed guidelines to all States/UT Governments for eviction of illegal encroachments from the forest lands.

The Ministry of Environment and Forests has also been providing technical & financial assistance to the Protected Areas for various activities including those aimed at prevention of encroachments under the Centrally Sponsored Schemes viz. 'Integrated Development of Wildlife Habitats', 'Project Tiger & 'Project Elephant'. The Ministry of Environment & Forest has constituted a 7-member Committee under the Chairmanship of Shri Sujit Banerjee, former Secretary M/o Tourism, to finalise the guidelines for forest and wildlife eco-tourism. This Committee will firm up the guidelines for forest and wildlife eco-tourism in the context of advisories issued by the National Tiger Conservation Authority, the Wildlife (Protection) Act, 1972 and the Forest (Conservation) Act, 1980. It will also examine the studies conducted by the Ministry of Tourism on lodges and resorts around the tiger reserves. The Committee will make an appraisal of ecological issues, tourist visitation and suggest measures for carrying capacity of reserves and give recommendation for regulating tourism in ecologically sensitive non-forest areas in and around tiger reserves.”

5.17 When asked about steps to protect National Parks and Wild Life Sanctuaries, MoT stated as under:

“The Ministry of Environment & Forest provides financial assistance to the State/UT Governments for protection and development of National Parks and Sanctuaries under the Centrally Sponsored Scheme of ‘Integrated Development of Wildlife Habitats’. The tentative allocation of funds under this scheme is made to the State/UT Government based upon objective criterion including extent of Parks in the State, its past performance in utilizing Central assistance etc. There is, however, some delay in release of financial assistance to some of the State/UT Governments due to delayed receipt of proposals from them”.

5.18 With regard to the impact and implications of the Supreme Court ban in the core areas of the National Parks and Sanctuaries, MoT in a note dated 21.03.2013, stated as under:

“As per the directions of the Hon’ble Supreme Court, the Ministry of Environment and Forests has issued guidelines for regulating tourism activities in Tiger reserves in the country. As per these guidelines, no tourism activity is permitted in the core areas of Tiger reserves. The Ministry of Tourism is in favour of regulated tourism in protected areas. The Ministry of Tourism supports the fact that tourism should be developed based on the principles of carrying capacity and sustainability. Best international / national practices should be taken into consideration while promoting eco tourism. Regulated and controlled tourism in protected Areas is found to be generally helpful globally in conservation efforts for wildlife in different countries”.

5.19 The Committee desired to be apprised as to out of the 970 Wild Life Sanctuaries and National Parks, how many have been declared ‘out of bound’ for tourists due to adverse impact on flora and fauna. The MoT replied as under:

“The Ministry of Environment & Forests vide their letter No. 2-18/2010-NTCA dated 8th April, 2011 have informed that they have issued advisories to tiger range States for regulating tourist visitation/vehicular movement inside tiger reserves as per carrying capacity, to avoid disturbance to wild animals. Further, entry into the National parks and Wildlife sanctuaries is regulated by permits issued by the concerned Chief Wildlife Warden under section 28 of the Act.”

5.20 When asked about the assistance being provided to the State Governments/UTs for the protection of wild life, MoT stated as under:

“The Ministry of Environment & Forest provides financial assistance to the State/UT Governments for protection and development of National Parks and Sanctuaries under the Centrally Sponsored Scheme of ‘Integrated Development of Wildlife Habitats’. The tentative allocation of funds under this scheme is made to the State/UT Government based upon objective criterion including extent of Parks in the State, its past performance in utilizing Central assistance etc. There is, however, some delay in release of financial assistance to some of the State/UT Governments due to delayed receipt of proposals from them”.

5.21 The Committee, during the course of evidence held on 1 August 2013, were also informed that Hotels at the project stage are required to incorporate various eco-friendly measures like Sewage Treatment Plant (STP), rain water harvesting system, waste management system etc. Hotels in Hilly areas are advised to follow traditional Architecture and use local material. Besides, hotels for classification are required to follow water conservation, energy conservation and pollution control measures.

5.22 In the backdrop that a Sub-Group on Heritage, Eco and Rural Tourism had recommended for a PPPP Model for tourism development in eco sensitive areas, the Committee desired to know the 4th P in the said model. In response, it has been informed that under the PPPP model, the 4th P indicates 'People' involving local communities for promoting Eco-tourism activities like consultation with Gram Sabhas.

Sustainable Tourism

5.23 Sustainable tourism is tourism attempting to make as low impact on the environment and local culture as possible, while helping to generate future employment for local people. The aim of sustainable tourism is to ensure that development brings a positive experience for local people, tourism companies and the tourists themselves.

5.24 The Committee have been informed that as per National Tourism Policy sustainability should serve as a guiding principle. The development and management strategies should be so worked out so as to ensure that tourism largely acts as a smokeless industry and its ecological footprints remain as soft as possible. No one engaged, directly or indirectly, in the tourism industry should be allowed to secure short-term gains by resorting to what has been called the darker side of tourism. Neither over-exploitation of natural resources should be permitted nor the carrying capacity of the tourist-sites ignored. The MoT is committed to promote tourism in a responsible manner laying stress upon its both components (i) Safe and Honourable Tourism (ii) Sustainable Tourism.

5.25 As per the information furnished to the Committee, the MoT has finalized Sustainable Tourism Criteria and Indicators (STCI) for the Accommodation and Tour Operator Sectors as these two form the most important stakeholders in the Tourism Industry. The STCI will be implemented based on the principles of providing incentives.

CHAPTER – VI

RURAL TOURISM

As per MoT, the scheme of Rural Tourism was started in 2002-03 with the objective of showcasing rural life, art, culture and heritage at rural locations and in villages, which have core competence in art & craft, handloom, and textiles as also an asset base in the natural environment. The intention is to benefit the local community economically and socially as well as enable interaction between tourists and local population for a mutually enriching experience. The promotion of village tourism is also aimed at generating revenue for the rural communities through tourist visitations, thereby checking migration from rural to urban areas. While in the initial two years of the scheme, only physical infrastructure (Hardware or HW) development activities were taken up under the scheme, from the year 2004-05 capacity building (Software or SW) activities too were taken up. The HW components of the rural tourism projects (RTPs) are provided funds from the plan scheme 'Product/Infrastructure development for destinations and circuits' (PIDDC). The SW components of 36 RTPs sanctioned during 2004-05 and 2005-06 were funded from GOI-UNDP Endogenous Projects scheme. All SW components sanctioned from 2006-07 have been funded from the plan scheme 'Capacity Building for Service Providers' (CBSP).

6.2 When asked about the reasons for unsatisfactory performance of Rural Tourism Projects, MoT in a written reply submitted as under:

“Under the scheme, Central Financial Assistance of upto ₹ 50.00 lakh for physical infrastructure (hardware) and upto ₹ 20.00 lakh for capacity building (software) is sanctioned for a rural tourism site. Upto November, 2010, out of 167 sites where rural tourism projects (RTPs) were sanctioned, only 19 had been completed.

In November 2010, in order to persuade States/ UTs to complete pending RTPs, the Ministry took a decision to sanction new RTPs to them subject to their performance in completing projects sanctioned earlier. As a result, during the period November 2010 – January 2012, while the number of sanctioned Rural Tourism Sites increased from 167 to only 183, whereas the number of completed Rural Tourism Sites increased from 19 to 72. This shows that while the Rural Tourism Scheme may have limitations, one reason for unsatisfactory progress of the scheme was inadequate efforts of State Governments in implementation/ completion of projects. Apart from the concerted efforts required by State Governments in completing the pending RTPs, some other reasons identified for the rural tourism scheme not performing too well, are as follows:-

- The District Collector (DC) was the focal point for RTPs. In many cases, RTPs got low priority because either DCs could not give adequate attention for these projects, or the DC involved at initial stage of the project got transferred.
- Several RTPs started without due consideration for marketing and promotional support from tour operators, resulting in poor visitor flow.
- As stand-alone tourism products, individual sites were not great tourism attractions.
- In some RTPs, views of the local community were not sought, leading to lack of interest of the local community. This adversely effected completion of projects at such sites.
- The local management structure in the form of Village Tourism Development Committees has not been able to keep the RTPs going after the implementing partner (generally an NGO) withdraws.
- Lack of synergy between hardware and software activities, or absence of software activities, at some sites resulted in some infrastructure being created but the same was not effectively utilized for tourism purposes.
- The maximum amount of ₹ 70 lakh permitted for a rural tourism site was often inadequate. Restriction on use of funds for items like furniture and utensils has been reported by few NGOs as a handicap at some sites.
- The wide geographical spread of RTPs constrained effective monitoring of their progress.”

6.3 Elaborating further, MoT stated that:

“To overcome the deficiencies noticed in the Rural Tourism Scheme and its implementation, MoT has proposed to replace the existing scheme of Rural Tourism by a scheme of Rural Tourism Clusters in the Twelfth Five Year Plan after wide-ranging consultations with various stakeholders. The proposed new scheme has the following features to overcome the constraints of the earlier scheme:-

- Selection of a Rural Tourism Clusters of 5-7 villages, rather than one village, to offer tourists more variety and opportunities for shopping, exposure to customs, lifestyles, arts and artisans.
- Higher allocation of ₹ 11.00 crore for a tourism cluster (vis-à-vis maximum allocation of ₹ 70.00 lakh provided earlier for a Rural Tourism Site).
- Integration of hardware and software components in each project.
- Mandatory Participatory Rural Appraisal (PRA) exercise involving all segments of village community, and convergence of tourism activities with sanitation, drinking water, hygiene and waste management.

- Creation of a corpus fund for meeting operation and maintenance expenditure after completion of projects.
- Consultation with members of travel trade in selection of the site for effective marketing and commercial viability for RTPs.”

6.4 As per the Annual Report (2012-13) of MoT, during the Twelfth Five Year Plan, the present scheme of Rural Tourism is being replaced with the scheme of ‘Rural Tourism Cluster’. The modified scheme aims at developing a cluster of villages as a tourism product.

6.5 In the backdrop that MoT has formulated the scheme of Rural Tourism Clusters as a strategy to boost Rural Tourism, the Committee desired to know about the measures adopted to ensure that commercial interests do not have an adverse impact on the local culture and traditions. In response, MoT in a written note stated as under:

“Under the Rural Tourism cluster approach, it is envisaged that tourism would be developed in a cluster of 5 – 7 villages which are located in a geographically compact area (rather than in individual villages) and which have core competency in tradition, culture, crafts, environment and wildlife, skills and indigenous knowledge etc. A cluster of villages would offer more variety and opportunities of shopping, and exposure to customs, lifestyles, local arts and artisans/ artists, including performing arts. In this cluster of villages a Craft / Haat would also be developed to provide a common platform for the local artisans and craftsmen to showcase and sell their products to the visitors. A rural tourism cluster is likely to be a better tourism attraction as compared to individual villages.

A Capacity Building programme for the local community is also integrated along with the development of the physical infrastructure so as to enable the low-income rural community to articulate their skills for visitor handling, enhance their awareness about the tourism process and preservation of their inherent competence of art, craft and heritage. The sensitization of the community under the capacity building programme would help in minimization of adverse impact on the local culture and traditions.”

6.6 When asked about steps taken in order to ensure that local communities are benefitted from development of rural tourism, MoT stated as under:

“The Rural Tourism initiative of MoT provides an opportunity for a unique experience to the tourists and showcases India’s art, craft and culture in remote and rural areas. The basic objective of the rural tourism scheme is to strengthen rural livelihoods by facilitating interactive experiences of rural life for the visitor, who is identified as the direct income route for local community. Consequently, the benefits percolate down to the rural economy. The

capacity building exercise of the stakeholders is undertaken through the scheme of Capacity Building for Service Providers (CBSP)".

6.7 As per MoT, tourism projects at 186 villages in 29 States/ Union Territories have been sanctioned since the inception of the scheme. 56 of these sites are located in the North-Eastern region. A total amount of ₹ 55.40 crores was sanctioned for Rural Tourism projects during the 11th Five Year Plan. Projects at 90 sites have been completed by December, 2012.

6.8 During the course of oral evidence held on 1 August, 2013, the Committee have been informed that as a part of infrastructure development strategy III, the MoT is developing rural tourism clusters. Under this clusters of 5 to 7 villages having unique craft, ethnic art form would be taken up. The MoT has also informed creation of tourism awareness in the host community, facilitating marketing of local products through creation of craft bazaars/haats, assisting in developing basic local infrastructure and sanitation and development of home stay facilities for tourists with in the cluster.

CHAPTER – VII

SKILL DEVELOPMENT AND OTHER ISSUES

(i) Skill Development

Tourism has been identified as one of the largest sector for employment of unskilled, low-skilled and semi-skilled manpower by the National Skill Development Council and MoT would be reportedly adopting multi-pronged strategy to meet Twelfth Plan target. During the oral evidence held on 1 August, 2013, the Committee have been informed that major initiatives of MoT would be to have additional employment generation of 2.49 crore during the Twelfth Five Year Plan.

7.2 With regard to skill development programme to be taken up during the Twelfth Five Year Plan, the Committee were informed that there is a likely gap of 8.10 lakh manpower in the hospitality sector. To bridge this gap, a number of new initiatives have to be taken for skill development. A brief detail of the proposed initiatives is given below:

Strategy - I

Enhancing the Institutional Infrastructure of Hospitality Education by:-

- Opening new Institutes of Hotel Management (IHM) and Food Crafts Institutes (FCI)
- Augmenting the capacity of existing IHM/FCI
- Facilitating private sector investments

Strategy - II

Hospitality Education to be broad based to cover:-

- Universities / Colleges
- Polytechnics
- Industrial Training Institutes
- Vocational Education at +2 level through CBSE and other State Level Boards

Strategy - III

- Skill development through “Hunar Se Rozgar”

- Skill development through short term course for 8th Class pass youth upto 28 years of age
- Courses also to be conducted through 2100 Classified hotels

Strategy - IV

- Skills of existing Service Providers to be certified through a stringent process to enhance their employability.
- New sectors to be identified e.g. Restoration workers of heritage buildings (Neemrana).

Strategy - V

- Convergence with Planning Commission, Ministries of HRD, Labour & Rural Development.

7.3 It is imperative to put in place a system of training and professional education with necessary infrastructure support capable of generating manpower sufficient to meet the needs of the tourism and hospitality industry, both quantitatively and qualitatively. As of now, there are 36 Institutes of Hotel Management (IHMs) comprising 21 Central IHMs and 15 State IHMs, and 7 Food Craft Institutes (FCIs), which have come up with the support of the MoT. These institutes were set up as autonomous societies with the specific mandate to impart hospitality education / conduct training in hospitality skills.

7.4 For steering and regulating the academic efforts of the IHMs and FCIs, the MoT had set up the National Council for Hotel Management & Catering Technology (NCHMCT) in 1982. The mandate of the NCHMCT is to coordinate the growth and general advancement in the development of hospitality management education through its affiliated Institutes. The Council's jurisdiction extends over a wide range of administrative matters including admission, fees, bye-laws, syllabus for studies, courses, research and examinations, results, regulating building plans and equipment, training, publishing periodicals, magazines, etc., as also carrying out of such Government approved activities as prescribed from time to time.

7.5 As per the Annual Report (2012-13), the NCHMCT is also the affiliating body and the 36 IHMs and 7 FCIs that have come up with the support of MoT are affiliated to it for admissions and regulations of examination. The NCHMCT has also been

given the mandate to affiliate private IHMs. As of now, 15 private institutes are affiliated to the NCHMCT. The NCHMCT also conducts Joint Entrance Examination (JEE) on all India basis for admission to the 1 year of the 3-year B.Sc. programme in Hospitality and Hotel Administration for its affiliated institutes. Admission to M.Sc. in Hospitality Administration is centrally carried out by the Council. In the case of other course, i.e. P.G. Diploma in Accommodation Operation, P.G. Diploma in Dietetics and Hospital Food Service, Diploma in Food Production; Diploma in Food and Beverage Service; Diploma in House Keeping Operation, Diploma in Bakery and Confectionery, Craftsmanship Course in Food and Beverage Service and Certificate Course in Hotel and Catering Management, admissions are directly carried out by the respective Institutes as per eligibility criteria prescribed by the Council for the respective courses.

7.6 The Indian Institute of Tourism and Travel Management (IITTM) was set up in 1983 as a pioneer in the field of travel and tourism education and training. As per the Outcome Budget (2013-14), two such institutes are established in Nellore & Goa. These provide specialized training and education for tourism and travel industry. In order to tap the potential that India's coastline offers for water-based and adventure sports, the MoT had established the National Institute of Water Sports (NIWS) in Goa. The administrative control of NIWS stands entrusted to the IITTM. With the growing realization that it would be necessary to reinforce efforts to bridge the skill gap obtaining in the hospitality sector, the MoT has put in place the following five-pronged strategy:

- (i) Efforts to increase the annual pass out of trained persons by expanding and strengthening the institutional infrastructure for training.
- (ii) Asking the existing IHMs to start craft courses.
- (iii) Broad-basing of hospitality education / training.
- (iv) A Scheme dedicated to the training and upskilling of the existing service providers.
- (v) Hunar se Rozgar programme for creation of employable skills.
- (vi) Skill testing and certification of the existing service providers.

7.7 According to the Annual Report (2012-13) for broad basing of the hospitality education, MoT has also decided to bring hospitality education into the mainstream through Government vocational schools, Industrial Training Institutes (ITIs),

polytechnic institutes, Government colleges, Universities and Public Sector Undertakings. The Central assistance will be available to all. The assistance can be utilized for creation of infrastructure necessary for the conduct of courses / trainings. Under the policy of broad basing of hospitality education, grants have so far been provided to 24 ITIs, 7 degree colleges, 4 Polytechnics, 26 Schools and 14 Universities to start new hospitality courses.

7.8 As per the Annual Report for upgrading the skills and capacity building of service providers of the industry, the MoT has put in place a Scheme of Capacity Building for Service Providers, under which trainings are undertaken to cover a wide range of services like health & personal hygiene, cleanliness, basic service techniques, cooking techniques, garbage disposal, etiquette and basic manners, basic nutrition values, energy saving techniques, guides training, etc. It, inter-alia, covers service providers such as porters /servers/waiters /helpers/front office staff/ reception and counter staff/food kiosk and dhaba staff/personnel engaged in handling tourists, Airport Security Staff, Immigration Officials and Customs Officers. These training programmes are implemented, amongst others, by the Domestic India Tourism Offices, Institutes of Hotel Management, Food Craft Institutes, Indian Institute of Tourism and Travel Management (IITTM), NCHMCT, Tourism Departments of States /UT Governments, State Tourism Development Corporations, India Tourism Development Corporation (ITDC), and State / Central training / academic institutions. Under the Scheme, the participants of the 4-day programmes are compensated for the loss of wages. The fee and other costs of training for all the programmes are covered.

7.9 As per the Annual Report (2012-13), MoT has launched 'Hunar Se Rozgar' programme in 2009 -10 for creation of employable skills amongst youth in the age group of 18 to 25. The upper age limit was raised to 28 years so that more could benefit from the programme. In addition to courses covering (i) food and beverage service and (ii) food production, courses in Housekeeping, Utility, Bakery and Patisserie were also introduced.

7.10 When asked as to how many persons have been trained so far under the programme 'Hunar se Rozgar', the MoT in their presentation made in August, 2013, stated as under:

“The 'Hunar Se Rozgar' programme was launched in the year 2009. The details of the persons trained under the programme since its inception are as follows:

Year	Target	Number trained	Reasons for shortfall if any
2009-10	No specific target fixed	5610	No shortfall hence not applicable
2010-11	5500	6981	-do-
2011-12	10000	12191	-do-
2012-13	33632	38741	-do-“

(ii) Tourist Guide Force

7.11 A strong and well informed tourist guide force is indispensable for a thriving tourism sector. Such a need has been strongly felt over the last few years when tourist inflows have multiplied. In this regard, the Committee desired to know about the initiatives which are being proposed by the MoT to tide over the problem. The MoT informed the Committee that in view of the numerous court cases pending in the various High Courts across the country as well as the Supreme Court of India, MoT is revising the guidelines for selection and grant of licenses to Tourist Guides and the same has been sent to the Ministry of Law for vetting.

(iii) Inter – Ministerial Coordination

7.12 As per the Annual Report (2012-13), MoT has been interacting with other Union Ministries such as Railways, Civil Aviation, Road Transport and Highways, Food Processing and Urban Development to achieve convergence and synergy on issues concerning tourism. In order to take quicker and effective steps for resolving all Inter-Ministerial issues, an Inter- Ministerial Coordination Committee for the Tourism Sector (IMCCTS) was set up in 2011-12. Its chairman is the Principal Secretary to the Prime Minister. Its members include Member Secretary (Planning Commission), Chairman (Railway Board), Home Secretary, Defence Secretary, Foreign Secretary and Secretaries of other concerned Ministries. The first meeting of IMCCTS was held on 19.1.2012. The important achievements of the Committee as stated by MoT in their note dated 21st March, 2013, are as under:

- Notification of Guidelines for Tourism in and around Tiger Reserves;
- Lifting of ban for re-entry of foreign tourists (except in case of nations of Afghanistan, China, Iran, Pakistan, Iraq, Sudan, Bangladesh, foreigners of Pakistan and Bangladesh origins and Stateless persons) within 60 days;
- Commencement of Agra-Jaipur Shatabadi Express;

- 70 CBSE schools are already offering broad based education on hospitality and tourism. Another 45 schools will be offering the same course w.e.f. the next academic year.
- The Ministry of Road Transport and Highways is in the process of setting up of a Task Force for rationalization of road taxes. MoT will be included as a member of the Task Force and shall be represented by Ms. Usha Sharma, Additional Director General, MoT.

7.13 As per MoT, the role of IMCCTS is to facilitate the resolutions of Inter-Ministerial issue involved in the development of tourism in the country as well as issues raised by industry association in the tourism sector.

7.14 During the evidence held on 1 August, 2013, the Committee have been informed that till date, in the meetings of IMCCTS, the following issues have been resolved:-

- Lifting of 60 day restriction on re-entry
- Extension of Hospitality education to 70 CBSE schools
- Shatabadi between Agra and Jaipur
- Publicity at the Airports and on the flights

7.15 The Committee have also been informed during the course of evidence held on 1 August 2013 that tourism is a multi-sectoral activity which *inter-alia* include accommodation, tour operations, air travel/railways, food production, food and beverage services, monuments, heritage excursions and attractions, cultural and social events, sport events, handicrafts, gems, jewellery, textiles and consumer durables items.

7.16 The MoT have also informed during the course of evidence held on 1 August 2013 that convergence at Central level would invariably require coordination between Ministries of Civil Aviation, Health, Home Affairs, Rural Development, Environment & Forests, Urban Development, Labour, Road/Railways/Shipping, Defence, Culture, Human Resource Development and Finance.

7.17 The MoT have also informed that involvement of States would require to make tourism development an economic and political agenda. Besides, States need

to identify infrastructure gaps and ensure intervention at the highest level. Above all States should promote sustainable, safe and honourable tourism.

(iv) Taxation Issues

7.18 During the course of evidence held on 1 August, 2013, the Committee have been apprised about the taxes on hotel tariff of some of the countries as given below:

Sl. No.	Country	Taxes on Hotel Tariff (in %)
1.	China	5 %
2.	Japan	5 %
3.	Malaysia	6 %
4.	Singapore	7 %
5.	Thailand	7 %

7.19 According to MoT, in India Taxes on Hotel Tariff varies from 20-30 per cent depending on States. During the oral evidence held on 1 August, 2013, the Committee were informed that taxes levied in India need to be unified, rationalized and made globally competitive. MoT had also suggested that GST for tourism should not be more than 8 per cent. The Committee have also been informed that MoT is constant dialogue with the Ministry of Finance in this regard.

7.20 As per Annual Report (2012-13) one of the major bottlenecks of tourism sector today is the absence of uniform and rational Road Transport Tax structure in States and multiplicity of taxes at inter-State borders. This is also an impediment to seamless movement of tourist vehicles across State borders. Similarly, airline industry, already suffering from the economic meltdown, is affected due to varying ATF charges.

PART- II

Observations/Recommendations of the Committee

1. The Committee are concerned to note that there has been successive decline in percentage of growth in Foreign Tourist Arrivals (FTAs) as well as Foreign Exchange Earnings (FEEs) from the year 2011. The growth rate of FTAs over the previous year declined from 11.8 per cent in 2010, to 9.2 per cent in 2011, 4.3 per cent in 2012 and 2.6 per cent during the first half of 2013. Similarly, the growth rate of Foreign Exchange Earnings in terms of US\$ over the previous year declined from 24.6 per cent in 2010 to 16.7 per cent in 2011 and 7.1 per cent in 2012. The major constraints for tourism development in the country are safety of tourists particularly foreign tourists, shortage of skilled manpower, inadequacy of accommodation, lack of cleanliness in tourist sites, meagre plan outlay and lack of convergence of efforts and resources for tourism development from various Central Ministries, stakeholders and private investors. The Committee note that tourism sector has targeted to double the tourist arrivals of 2011 by 2016. The Committee hardly need to emphasise that in order to achieve this target, the aforesaid constraints should be expeditiously addressed. These are discussed in the succeeding paragraphs.
2. Though meagre plan allocation is stated to be one of the constraints faced by the sector, the Committee observe that as much as ₹ 241 crore was not utilized from the plan allocation during the Eleventh Five Year Plan. During the two years 2010-2012, shortfall in utilization was ₹ 124 crore under four schemes viz. Computerisation and Information

Technology, Overseas Promotion Publicity, Incentives to Accommodation Infrastructure and Assistance to Large Revenue Generating Projects. The Committee are unable to accept the explanation of Ministry of Tourism that under utilization was due to unforeseen reasons like non-receipt of complete project proposals, non-receipt of utilization certificates, invoices from private parties, etc. In Committee's view, these factors could have been addressed with effective monitoring and co-ordination. The Committee in this connection note that MoT is yet to implement the Central Plan Monitoring System (CPSMS), devised by the Controller General of Accounts. The Committee urge that the CPSMS should be implemented forthwith to ensure effective monitoring of the various ongoing schemes/projects.

3. The Committee find that precious little has been done during the last one decade to create a world class infrastructure in the Country, as envisaged in the Tourism Policy formulated in 2002. The Policy laid emphasis on developments of travel circuits as International Standard destinations. It is observed from the information furnished to the Committee that 7 mega destinations/circuits were sanctioned during the five year period from 2002-03 to 2007-08 and 39 projects during the succeeding five years from 2008-09 to 2012-13. The Committee regret to find that funds sanctioned to none of these destinations/circuits has been fully utilised even after lapse of many years. Similarly, 21 mega destinations/circuits identified during the last five years are yet to be sanctioned. The Committee urge MoT to ascertain the reasons for

inordinate delay in implementation of these projects and take remedial measures to ensure that the projects are completed in a time bound manner, under intimation to the Committee. The Committee stress that in order to maximize the impact of investment in these destinations, proper co-ordination with other Ministries and State Governments is vital. The Committee hope that with the setting up of Inter-Ministerial Co-ordination Committee in January, 2012 for tourism sector under the Principal Secretary to the Prime Minister, development of tourism will get necessary impetus. What is critical in development of tourism is the spirit of tourism which ought to be inculcated at every level for positive results.

- 4. In order to overcome the aspect of seasonality and to promote India as a 365 days destination and to ensure repeat visits for the products in which India has a comparative advantage, MoT has identified a number of niche tourism products for development, like golf, polo and sports tourism, wild and eco tourism, Cruise Tourism, Adventure Tourism, Medical Tourism, Meetings, Incentives, Conferences and Exhibition (MICE) etc. To meet the increasing dynamic needs of price and service conscious tourists and build capability, new strategies need to be devised. The Committee feel that for developing the niche tourism products, the Ministry will need to innovatively improve the value proposition to tourists to ensure repeat visits. The Committee desire that every possible effort needs to be made to ensure that the niche products are developed within a prescribed timeframe and the Committee be informed of the steps taken in this regard.**

5. In order to accommodate additional 4.79 million FTAs targeted for the year 2016, an additional 1.9 lakh classified and 21.5 lakh unclassified hotel rooms would be needed. The Committee note in this connection that out of the allocated outlay of ₹ 64.01 crore during the entire Eleventh Five Year Plan under the scheme 'Incentive to Accommodation Infrastructure', only ₹ 45.80 crore was utilised. In the year 2012-13, only ₹ 4.94 crore was utilised as against the allocation of ₹ 10 crore. Given the tardy utilisation of funds for incentives to accommodation infrastructure, the Committee wonder whether the targeted creation of additional capacity of accommodation would be achieved by the year 2016. The Committee would like to know the additional capacity created in this regard during 2012 and 2013 and the steps taken/proposed to achieve the targeted capacity by the year 2016.

6. Any adverse perception about tourist safety and security has very serious implications for international tourist arrivals and its long term sustainability. The Committee note in this connection that only 13 States have deployed tourist police in one form or other. It is not clear as to how many States have formed Tourist Facilitation and Security Organisations in pursuance of MoT's guidelines of 2008. The Committee desire that the matter regarding deployment of tourist police and forming of Tourist Security Organisations be pursued with the State Governments under intimation to the Committee and ensure that safety and security of tourists, particularly foreign tourists, are not compromised in any respect.

7. **The Cleanliness and quality and the extent of tourist amenities, sewerage and drainage system, waste management and sanitation arrangements in and around a number of monuments/tourist sites in the Country are far below the international standards and is a major dissuading factor for tourists into paying repeat visits. This is evident from the survey conducted in this regard in five tourist destinations by MoT in 2008-09. MoT has reportedly launched 'Campaign Clean India' in December, 2012 for improving cleanliness at various destinations with the help of private stakeholders and State Governments/UTs. Oil & Natural Gas Corporation (ONGC) has reportedly adopted Taj Mahal in Agra, Ellroa Caves and Elephanta Caves in Maharashtra, Red Fort in Delhi, Golconda Fort in Hyderabad and Monuments at Mahaballipuram. The Committee suggest that pro-active steps should be taken by MoT to involve all Corporate bodies both in the public and private sector to maintain tourist sites as part of their Corporate Social responsibility.**
8. **Tourism industry is essentially driven by the private stakeholders and the Ministry of Tourism reportedly assists the private sector in the development of infrastructure under the PPP mode through its 'Large Revenue Generating Project Schemes' covering projects like tourist trains, cruise vessels, golf courses etc. However, from the information furnished to them, the Committee note that the assistance under the scheme dropped sharply from ₹ 40 crore in 2007-08 to ₹ 0.17 crore in 2011-12. During 11th Plan also, the total allotment for the same was a meager sum of ₹ 69.37 crore out of which the expenditure was mere ₹ 26.57 crore. From the Outcome Budget (2013-14), the Committee note that inspite of the allocation of ₹ 40 crore for the same, funds could not**

be released as no suitable project was received. Considering the dismal performance of the scheme during the Eleventh Plan and in 2012-13, the Committee desire that the MoT should have a fresh look at the scheme and redesign it in such a manner as it achieves the intended objectives.

9. It is the fundamental duty of Archaeological Survey of India (ASI) to preserve the protected monuments of national importance for posterity and for offering the citizens of this country and to international visitors travelling to India a glimpse into India's rich and myriad culture, traditions and tangible remains of the past. There are 3678 protected monuments of national importance, which are reportedly 'maintained' and 'kept in presentable condition' by ASI. The Committee have been informed that only in monuments, which receive large number of visitors, basic amenities have been upgraded during the last five years. Similarly, only in important monuments, signages to explain history and architecture of the monuments installed. In Committee's view, the number of visitors should not be the criterion for providing basic amenities and signages. In fact, only when there are basic amenities and signages, tourists will tend to visit monuments and the number of visitors will increase. The Committee, therefore, urge that basic amenities and signages explaining the history of the monuments should be installed in all protected monuments of national importance, irrespective of the number of visitors. The Committee would like to know the outcome of the restructuring exercise of ASI aimed at adequate funding and meeting manpower requirements. Further there is a need to devise a scheme to extend financial assistance for maintenance of historical palaces and houses of eminent national leaders/personalities,

owned by individual/private bodies with a view to preserving them for posterity and also to showcase them to tourists.

10. The ASI has engaged Indian National Trust for Art and Cultural Heritage (INTACH) for preparation of model heritage Bye-laws for each category of monuments which may serve as model for replication for other monuments identified under the concerned category. The draft model Heritage Bye-laws submitted by INTACH for some of the monuments are reportedly under scrutiny and examination. The Committee desire that examination of the model Heritage Bye-laws be completed for expeditious implementation and it should be ensured that no protected monuments either by the Centre or by the States remains neglected, in future.

11. Hotel projects face a number of difficulties such as delay in getting multiple clearances from the Central and State Government Agencies, problem of land acquisition, huge cost etc. To obviate these difficulties, the MoT has reportedly advised the State Governments/UT Administrations to set up 'Hospitality Development and Promotion Board' (HDPB) to facilitate expeditious clearances and approvals, besides setting up a similar Board at the Centre in January, 2011. It has been stated that Hotels are State/UT specific activity. The Committee would like to know the results achieved by these Boards in the States/UTs and at the Centre during each of the last three years and the progress and prospects in achieving the creation of additional hotel capacity targeted for the year 2016.

- 12. During the Eleventh Five Year Plan, there were 52 Eco-tourism projects for which Central Financial Assistance (CFA) of ₹ 284.4 crore was sanctioned. The Committee observe that in as many as 41 projects CFA has not been fully released even after lapse of considerable time. The CFA yet to be released varies from ₹ 4.01 lakh to ₹ 25 crore. The Committee would like to know the reasons for such prolonged delay in releasing CFA. The Committee also expect that there should be effective monitoring by MoT in respect of projects for which CFA has been sanctioned and it should be ensured that bottlenecks, if any, in their implementation are overcome and the projects completed without time overrun.**

- 13. The Committee note with dismay that surveys commissioned by MoT reveal mushrooming of resorts, hotels, lodges, campuses and guest houses in and around Corbett National Park, Kaziranga National Park, Kanha National Park, Bandavgarh National Park, Pench Tiger Reserve and Madumalai Wild Life Sanctuary. This has led to blocking of wildlife corridors and lack of eco-friendly practices in management of many of these establishments. The Committee have been informed that the Ministry of Environment and Forests has finalised comprehensive guidelines for tiger conservation and tourism in October, 2012. The Committee desire that a copy of these guidelines be provided to them. The committee would also like to be informed of MoT's views on these guidelines and the status of their implementation.**

14. Rural tourism is an attractive proposition not only for foreign tourists but also for people in urban areas within our country. Regrettably, out of projects at 186 villages in 29 States/UTs sanctioned since inception of the scheme in 2002-03, projects at only 90 sites have reportedly been completed by December, 2012. Under the scheme, CFA of upto ₹ 50 lakh for physical infrastructure and ₹ 20 lakh for capacity building is sanctioned for rural tourism site. According to MoT, one reason for unsatisfactory progress of the scheme was inadequate efforts of State Governments. During the Twelfth Five Year Plan, the scheme is stated to have been replaced with the scheme of 'Rural Tourism Cluster' having 5-7 villages with core competency in tradition, culture, crafts, environment, wildlife, etc. The Committee feel that rural tourism, to be successful, should have sites which can accommodate tourists (both foreign and domestic) for a few days to enable them to bask in rural life. This is possible only if there is simple and decent accommodation in such sites. Publicity of rural tourism sites giving all related details is another area which requires immediate attention. The Committee hope that these aspects will be taken note of while taking measures to make the scheme successful. The Committee would await the measures taken in this regard.
15. Tourism is one of the largest labour intensive sectors for employment of unskilled, low and semi-skilled workers. The MoT has launched a 'Hunar Se Rozgar' (Skill creation) programme to create employable skills amongst unemployed youth belonging to economically weaker strata of society, with vocational options and the number of youths trained under this programme was 12,191 in the year 2011-12 as against the target of

10,000 and 38,741 in 2012-13 as against the target of 33,632. The Committee are curious to know whether all these trained youths have been gainfully employed in the tourism sector.

16. The Committee have been informed that there is likely gap of 8.10 lakh manpower in the hospitality sector by the end of Twelfth Five Year Plan. In order to reach the skill gap, a multi-pronged strategy including efforts to expand the institutional infrastructure and starting craft courses has reportedly been put in place. The Committee desire that institutes of Hotel Management and Food Craft Institutions should preferably be set up in the underdeveloped regions of the country to provide necessary skills to the employable youth of these regions in tourist industry. Besides, the Committee expect the National Council for Hotel Management and Catering Technology (NCHMCT), the regulator of academics in these institutes, to design courses with a futuristic vision so as to improve the employability of students coming out of these institutes.
17. When tourist inflows multiply, a well informed tourist guide force is essential in the tourist sector. The country does not have adequate tourist guide force as of now. MoT is reportedly revising the guidelines for selection and grant of licenses to Tourist Guides in order to streamline the system. The Committee are curious to know the salient features of the changes to be introduced in the guidelines and desire to be apprised of the same. The Committee also urge MoT to get a dedicated certificate/diploma course designed and run by the Indian

Institute of Tourism and Travel Management (IITTM) to get appropriately trained tourist guides.

18. The taxes on hotel tariff in our country are reportedly on the higher side as compared to other countries. For instance, in China and Japan, it is only 5 per cent whereas in Malaysia, it is 6 per cent and in Singapore and Thailand 7 per cent. Whereas in India, taxes on hotel tariff vary from 20 to 30 per cent, depending on the States. In this regard, MoT has suggested that taxes on hotel tariff should be unified, rationalized and made globally competitive and that GST for tourism should not be more than 8 per cent. Since, the question of introduction of Goods and Services Tax (GST) uniformly in all States is under active consideration of the Government, the Committee desire that MoT's suggestion pertaining to tourism be considered and a decision thereon taken expeditiously by the Ministry of Finance.

NEW DELHI
February, 2014
Magha , 1935 (S)

FRANCISCO SARDINHA
CHAIRMAN,
COMMITTEE ON ESTIMATES

Appendix-I**(vide Para No. 2.1 of the Report)****Details of the Eleventh Plan allocation and expenditure**

Sr.No.	Name of Schemes/Programme	Allocation in 11 th Plan	Expenditure in 11 th Plan
A	Central Sector Schemes (CS)		
1	Computerization and Information Technology	70.01	62.38
2	Domestic Promotion and Publicity including Hospitability	334.75	332.01
3	Overseas Promotion and Publicity including Market Development Assistance	1113.50	1116.99
4	Externally Aided Projects	23.65	21.49
5	UNDP Endogenous Projects	5.30	4.21
6	Assistance for Large Revenue Generating Projects	69.37	26.57
7	Construction of building for IISM at Gulmarg (J&K)	11.00	6.31
8	Equity contribution to ITDC	73.00	73.00
9	Creation of Land for hotels	12.02	0.00
10	Assistance to Central Agencies for Tourism Infrastructure Development	31.28	20.51
11	Assistance to IHMs/FCIs/IITTM/NIWS	387.70	405.70
12	Capacity Building for Service Providers	86.00	73.21
13	Market Research including 20 Years Perspective Plan	20.64	50.97
14	Incentives to Accommodation Infrastructure	64.01	45.80
B	Centrally Sponsored Schemes (CSS)		

15	Product/Infrastructure for Development of Destination & Circuits (PIDDC)	2650.77	2710.53
	Total	4953.00	4914.68
MoT's utilization 99.27 %			

APPENDIX – II

(vide para No. 2.2 of the Report)

TWELFTH FIVE YEAR PLAN ALLOCATION**SCHEME-WISE: 2012-17****(₹ IN CRORE)**

Sr. No.	Name of Scheme/Programme	Demand
A	Central Sector Schemes (CSS)	
1	Computerization and Information Technology	150.00
2	Domestic Promotion and Publicity including Hospitality	1500.00
3	Overseas Promotion and Publicity including Market Development Assistance	3000.00
4	Externally Aided Projects	20.00
6	Assistance for Large Revenue Generating Projects	530.00
8	Equity contribution to ITDC	250.00
9	Creation of Land for Hotels	50.00
10	Assistance to Central Agencies for Tourism infrastructure Development	450.00
11	Assistance to IHMs/FCIs/IITTM/NIWS	1000.00
12	Capacity Building for Service Providers	650.00
13	Market Research including 20 years Perspective Plan	230.00
14	Incentives to Accommodation Infrastructure	750.00
B	Central Sponsored Schemes (CSS)	
15	PIDDIC	14220.00
	Total	22880.00

Appendix-III

(vide para No 3.12 of the Report)

Total:- 67
Sanctioned:- 46

Ministry of Tourism

Dt. (14.06. 2013)

LIST OF MEGA DESTINATIONS/CIRCUITS IDENTIFIED/SANCTIONED
(Rs. In Lakh)

Sl. No.	State/UTs	Name of the Mega Project/Circuits	Year of Sanction	Amt. Sanctioned	Amt. Released
1.	Andhra Pradesh	Charminar area of Hyderabad – Destination	2007-08	994.75	796.79
2.		Tirupati Heritage Circuit	2008-09	4652.49	2326.25
3.		Kadapa Heritage Tourist Circuit	2008-09	3692.89	1846.44
4.		Development of Buddhavanam Project at Nagarjunasagar	2012-13	2224.23	1112.12
5.		Development of 'Vishakhapatnam Bheemunipatnam Beach Corridor as a Mega Circuit '	2012-13	4588.85	302.24
6.	Arunachal Pradesh	Mega Tourist Destination at Tawang. (Reprioritized)	2013-14	Identified	
7.	Assam	National Park Mega Circuit covering Manas, Orang, Nameri, Kaziranga, Jorhat, Sibsagar & Majouli	2010-11	Identified.	
8.		Mega Destination Development of Tourist Facilities at Kalamati (Indo-Bhutan Border) Chirang.	2013-14	Identified	
9.	Bihar	Bodhgaya-Rajgir-Nalanda- Circuit	2006-07	1922.42	961.21
10.	Chhattisgarh	Jagdalpur-Tirathgarh-Chitrakoot-Barsur-Dantewada-Tirathgarh Circuit	2008-09	2347.39	870.30
11.	Delhi	Illumination of monuments- Circuit	2006-07	2375.09	1187.54
12.		Development of Dilli Haat, Janakpuri.	2010-11	Identified	
13.	Goa	Churches of Goa Circuit	2008-09	4309.91	2154.95

41.	Meghalaya	Umiyam (Barapani) as Mega Destination	2011-2012	Identified	
42.		Tourism Destination at Umain, Ri Bhoi Disstt. (Barapani) Reprioritized.	2013-14	Identified	
43.	Mizoram	Eco-Tourism Thenjawal	2013-14	Identified	
44.	Nagaland	Development of Mega Destination at Dimapur	2011-12	2370.45	1135.23 (Token amount of Rs. 50 Lakh released)
45.	Odisha	Bhubaneswar- Puri- Chilka- Circuit	2008-09	3022.80	1511.40
46.	Puducherry	Development of Puducherry as a Mega Tourism Circuit	2010-11	4511.00	2255.50
47.		Development of Recreational Park/Gardens and tourist amenities around Yanam Tower, Development of Oussudu lake and Arikamedu and Lighting of Heritage Monuments and Buildings	2012-13	Identified	
48.	Punjab	Amritsar Destination	2008-09	1585.53	542.30
49.	Rajasthan	Ajmer- Pushkar Destination	2008-09	1069.68	319.84
50.		Desert Circuit (Jodhpur- Bikaner- Jaisalmer)	2010-11	Identified.	
51.	Sikkim	Gangtok- Destination	2008-09	2390.70	1195.35

APPENDIX-IV

(vide para No. 5.8 of the Report)

STATE WISE/UNION TERRITORY WISE DETAILS OF CENTRAL FINANCIAL ASSISTANCE GIVEN BY THE MINISTRY OF TOURISM DURING THE LAST FIVE YEARS AND CURRENT YEAR (UPTO 30th June, 2013) FOR PROJECTS FOCUSING ON ECO-TOURISM

(Rs. in Lakhs)

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
Andhra Pradesh						
1	2007-08	Development of Eco-Tourism Center at Pulicat Lake in B.V. Palem at Nellore District.	167.37	167.37	167.37	-
2	2008-09	Destination Development of Eco-Park at Nellore Tank, Nellore District.	165.62	132.49	132.49	33.13
3	2008-09	Destination Development of Chillaka Hill Tribal Retreat-Phakal Eco-Tourism Zone and Landscape Park Kummarikunta Narsampet, Warangal District.	312.22	249.78	62.27	62.44
4	2009-10	Development of Eco-Tourism centre at Jannaram Adilabad District.	283.94	227.15	154.00	56.79
5	2010-11	Development of Eco-Tourism Center at Ananthagiri Ranga Reddy Dist.	404.51	323.61	323.61	80.9
6	2011-12	Development of Eco-Tourism Centre at Orvakallu, Kunool District in Andhra Pradesh	486.35	389.08	0	97.27
Arunachal Pradesh						
7	2010-11	Construction of Eco-Tourism at Tego Gamlin Village, West Siang District.	370.65	296.52	0	74.13

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
8	2011-12	Construction of Eco-Tourism at Hukanjuri under Deomali Sub-Division.	487.93	390.34	0	97.59
9	2012-13	Eco-Tourism at Kone Gipong area under Dambuk sub division of Lower Dibang Valley distt.	468.43	374.74	0	93.69
Chandigarh						
10	2010-11	Up-gradation at Eco-Tourism Park cum botanical Garden and Creation & Strengthening of Tourism infrastructure.	313.32	250.65	221.06	62.67
Haryana						
11	2007-08	Development of Eco-Tourism in Morni-Pinjore hills and Sultanpur National Park	329.00	263.20	263.20	65.8
12	2007-08	Development of Eco-Tourism in Kalesar	319.00	255.20	255.20	63.8
Himachal Pradesh						
13	2007-08	Integrated Development of Tribal Circuit with special focus on Eco Tourism at Spiti- Sangla, Kinnaur-, Spiti- Lahaul, Pangi	698.00	558.4	535.30	139.6
14	2007-08	Development of Eco-Tourism in Himachal Pradesh-Kullu-Kalidhar-Manali-Koth-Naggur-Siraj Eco Circuit-, Rohru- Mandi-Sandasu Khasdhar, Larot Dodrakawar-upgradation of forest rest houses, Sarhan, Sholtu to Purbani, Bilaspur Eco Circuit	368.22	294.57	294.57	73.65
Jammu & Kashmir						

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
15	2010-11	Development of Eco Friendly Resort in between Nilgrath and Sarbal Village, J&K by Sonamarg Development Authority.	242.13	193.69	193.69	48.44
16	2011-12	Creation of Tourism Infrastructure for Day Camping, Eco-Tourism and Pilgrim Tourism at Park Gatha, Khanitop, Seoj, Padri and at Pilgrim destinations at Bhaderwah in J &K by Bhaderwah Dev Authority	466.57	93.31	93.31	373.26
17	2012-13	Eco friendly development of Shutkadi (Base camp) to Vishansat (High altitude Himalayan lake) by Sonamarg Development Authority	406.37	81.270	81.270	325.1
Karnataka						
18	2007-08	Development of Eco-Tourism Park at Hanumanthanagar, Maddur Taluk Mandya District.	229.42	229.42	229.42	-
19	2007-08	Development of Eco-Tourism setting up of Jungle Camps and Trails	322.21	322.21	322.21	-
20	2007-08	Development of Eco-Sites at Talacauvery, Gopinatham, Bhagwati and Seetanadi.	380.26	304.20	304.20	76.06
21	2009-10	Development of Eco-Tourism Resort & Adventure Tourism Facilities, Talkale, Jog, Sagar Taluk, Shimoga District.	414.68	414.68	414.68	-
22	2009-10	Development of Eco-Tourism Park at Kaginele (District Haveri).	499.97	499.97	499.97	-
23	2009-10	Development of Eco-Tourism Resort/Facilities at Daroji Bear Sanctuary, Hampi, Hospet Taulak Bellary District.	339.77	339.77	339.77	-

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
24	2009-10	Development Jungle Lodges & Resorts at Vilaspur tank in Bidar District.	381.35	142.00	142.00	239.35
25	2010-11	Development of Eco-Tourism Resort at Khanapur, Forest, Belgum District.	440.32	352.28	255.00	88.04
26	2010-11	Pilikula Nisargadhama Eco Tourism Resort.	419.65	352.28	230.00	67.37
Kerala						
27	2007-08	Development of Eco-Tourism Programme in Gavi, Pathanamthitta District.	20.05	16.04	16.04	4.01
28	2008-09	Malabar Mangrove Eco-Tourism circuit in Malappuram, Kozhikode, Kannur and Kasargode Districts.	349.36	279.49	279.49	69.87
Madhya Pradesh						
29	2009-10	Samardha Eco-Tourism Destination Development, District Raisen.	33.45	26.76	26.76	6.69
Maharashtra						
30	2008-09	Major Circuit Development for Eco-Tourism Development Scheme for Vidarbha Region as a Mega Project.	3738.19	1869.10	1869.10	1869.09
31	2013-14	Development of Dhapewada/Paradsinga as Eco-Toursim and pilgrimage centre at Dhapewada, District, Nagpur	780.17	156.03	0.00	624.14
Manipur						

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
32	2010-11	Eco Tourism Complex at Thangal, Senapati District.	310.85	248.68	248.68	62.17
Nagaland						
33	2008-09	Integrated Development of Mon as Eco-Adventure & Cultural destination.	452.76	452.76	452.76	-
34	2009-10	Tourist Destination at Kigwema-MT. Suro Eco-Adventure.	383.06	383.06	383.06	-
35	2010-11	Integrated Tourist Eco-Adventure & Cultural Circuit, Changtongya – Mingkong – Noksen - Tobu-Shatuya.	784.70	627.76	627.76	156.94
36	2010-11	Integrated Tourist Destination: Eco-Adventure & Cultural Hub at Akito	434.70	347.76	347.76	86.94
37	2010-11	Integrated Tourist Destination: Eco-Adventure Culture Hub Chizami.	500.00	400.00	400.00	100
Rajasthan						
38	2010-11	Infrastructure Development of Eco-tourism destination, Kumbhalgarh – Todgarh - Raoli- Ranakpur as a tourist destination & development circuit	594.55	475.64	150.00	118.91
Sikkim						
39	2007-08	Construction of Indian Himalayan Centre for Adventure and Eco-Tourism at Chemchey Phase-II in South Sikkim	389.54	389.54	389.54	-
40	2009-10	Development and Promotion of Eco-Tourism Destination in Lachung, Yumthang and in North Sikkim	394.41	315.53	315.53	78.88

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
Tamil Nadu						
41	2009-10	Destination Development of Thiruparandundram Eco-park in Madurai District.	387.63	310.10	310.10	77.53
42	2011-12	Development of Botanical Garden at Yercaud in Salem District.	365.00	292.00	292.00	73
Uttar Pradesh						
43	2011-12	Development and beautification of Shiv Dham & Eco-tourism at Shahpur, Sultanpur.	226.65	181.32	0	45.33
44	2011-12	Development of Eco-tourism at Goverdhan (Part of Development of Mathura-Vrindavan as a Mega Tourist Circuit)	91.95 (3178.66)*	1589.33*	186.26*	
Uttarakhand						
45	2010-11	Development of Eco-Tourism Huts at Auli, Chamoli District.	461.62	369.29	369.29	92.33
46	2010-11	Development of Eco-Tourism at back waters of Tehri lake.	496.74	397.30	14.19	99.44
47	2010-11	Development of Eco-Tourism on Purola- Netwar- Harkidun Circuit.	700.85	560.68	221.01	140.17
48	2011-12	Development of Eco- Tourism at Almora.	490.80	392.64	0	98.16
49	2011-12	Development of Nirmal Gangotri Eco-Tourism Mega Circuit at Uttarakashi in Uttarakhand	5,000.00	2,500	0	2500
50	2011-12	Development of Eco-Tourism at Sat Tal, Uttarakhand	494.79	395.83	0	98.96
51	2011-12	Development of Eco-Tourism at Lansdowne, Uttarakhand	495.95	396.76	0	99.19
52	2012-	Development of Integrated Eco-tourism circuit (Bageshwar-	800.00	640.00	0	160

Sl.No	Year	Name of the Project	Amount Sanctioned	Amount Released	UC Received	Amount yet to be released
	13	Bajjnath-Loharkhet) in Dist-Bageshwar				
53	2013-14	Development of Eco-tourism around Holy Dargah of Hazrat Aauddin Ali Ahmed Al Sabir (Sabir Kaliyar) near Haridwar	798.920	159.780	0	639.14
54	2013-14	Heritage & Ecot-tourism circuit - Integrated Circuit Development for Eco & Adventure Tourism, Distt. Chamoli	800.00	160.00	0	640
55	2013-14	Development of Nauti-Kansawa-Chandpur-Garhi-Sem Heritage & Eco Tourism Circuit	800.00	160.00	0	640
West Bengal						
56	2007-08	Development of Eco-Tourism circuit in and around Jhargram, Distt. Paschim Mednipur.	666.55	533.24	210.06	133.31
57	2008-09	Sajnekhali Eco-tourism complex – Cum – Destination project in South 24 Paraganas District.	457.60	366.00	135.67	91.6
58	2010-11	Destination tourism of Buxaduar (eco tourism project)	394.00	315.20	0	78.8
59	2011-12	Destination Tourism Project at Sunderbans, 24 Parganas (south)	488.53	390.82	0	97.71
		Total	32412.63			

MINUTES OF ELEVENTH SITTING OF COMMITTEE ON ESTIMATES (2010-2011)

The Committee sat on Thursday, the 9th September, 2010 from 1445 hrs. to 1745 hrs in Room No. 53, Parliament House, New Delhi.

Shri Francisco Sardinha – Chairman

MEMBERS

2. Shri Bhakta Charan Das
3. Shri T.K.S. Elangovan
4. Dr. Sanjay Jaiswal
5. Shri P. Karunakaran
6. Shri Chandrakant Khaire
7. Shri M. Krishnaswamy
8. Shri Vikrambhai Arjanbhai Maadam
9. Shri Prabodh Panda
10. Shri Ravindra Kumar Pandey
11. Shri Jagdish Singh Rana
12. Smt. Yashodhara Raje Scindia
13. Shri S. Semmalai
14. Shri Brij Bhushan Sharan Singh
15. Dr. Raghuvansh Prasad Singh
16. Shri Manish Tewari
17. Shri K.C. Venugopal

SECRETARIAT

1. Smt. Anita B. Panda - Additional Director
2. Smt. Juby Amar - Deputy Secretary

WITNESSES

MINISTRY OF MINES

1. Shri S. Vijay Kumar Secretary
2. Smt. Ajita Bajpai Pande Joint Secretary
3. Shri A.K. Nayak Director
4. Shri Ranjan Sahai CCOM (IBM)

MINISTRY OF TOURISM

1. Shri R.H. Khwaja Secretary
2. Shri Sanjay Kothari Additional Secretary
3. Shri E.K. Bharat Bhushan Additional Secretary & FA
4. Shri Lalit Panwar CMD, ITDC
5. Shri Anand Kumar Joint Secretary
6. Shri Devesh Chaturvedi ADG (T)
7. Dr. R.N. Pandey ADG (MR)
8. Shri A.K. Gupta ADG (MR)
9. Shri Umesh Kalra Adviser (T)
10. Smt. G. Anupama Kumar Director (IC & OM)

- | | | |
|-----|---------------------|---------------------------|
| 11. | Dr. Prabhaker Dubey | Director (T) |
| 12. | Shri K.K. Saraf | Director (NCHMCT) |
| 13. | Shri N.S. Bhuie | Director (Studies), IITTM |

2. At the outset, the Chairman welcomed the Members and representatives of the Ministry of Mines to the sitting of the Committee.

3. The Ministry then made a PowerPoint presentation on the subject 'Illegal Mining' followed by a discussion on the above subject. Several queries were raised by the Members. As clarifications from the Ministry could not conclude, the Committee decided to have a detailed discussion on the subject again in the next sitting. In view of the significance of the subject, the Committee also decided to select this subject for detailed examination during the year 2010-11.

The officials of Ministry of Mines then withdrew.

4. Thereafter, representatives of the Ministry of Tourism were ushered in for the sitting of the Committee.

5. The Chairman welcomed, the representatives of the Ministry. A PowerPoint presentation was made on the subject 'Tourism in India with particular reference to Eco Tourism'. The Members of the Committee sought clarification on various issues related to the subject from the officials present and gave suggestions for the development of Tourism in India. The officials of the Ministry responded to various queries of the Members. They were requested to send details in writing on certain points on which information was not readily available.

6. The Committee then decided to meet again on 23rd September, 2010.

7. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF ELEVENTH SITTING OF COMMITTEE ON ESTIMATES (2010-2011)

The Committee sat on Thursday, the 9th September, 2010 from 1445 hrs. to 1745 hrs in Room No. 53, Parliament House, New Delhi.

Shri Francisco Sardinha – Chairman

MEMBERS

2. Shri Bhakta Charan Das
3. Shri T.K.S. Elangovan
4. Dr. Sanjay Jaiswal
5. Shri P. Karunakaran
6. Shri Chandrakant Khaire
7. Shri M. Krishnaswamy
8. Shri Vikrambhai Arjanbhai Maadam
9. Shri Prabodh Panda
10. Shri Ravindra Kumar Pandey
11. Shri Jagdish Singh Rana
12. Smt. Yashodhara Raje Scindia
13. Shri S. Semmalai
14. Shri Brij Bhushan Sharan Singh
15. Dr. Raghuvansh Prasad Singh
16. Shri Manish Tewari
17. Shri K.C. Venugopal

SECRETARIAT

1. Smt. Anita B. Panda - Additional Director
2. Smt. Juby Amar - Deputy Secretary

WITNESSES

MINISTRY OF MINES

1. Shri S. Vijay Kumar Secretary
2. Smt. Ajita Bajpai Pande Joint Secretary
3. Shri A.K. Nayak Director
4. Shri Ranjan Sahai CCOM (IBM)

MINISTRY OF TOURISM

1. Shri R.H. Khwaja Secretary
2. Shri Sanjay Kothari Additional Secretary
3. Shri E.K. Bharat Bhushan Additional Secretary & FA
4. Shri Lalit Panwar CMD, ITDC
5. Shri Anand Kumar Joint Secretary
6. Shri Devesh Chaturvedi ADG (T)
7. Dr. R.N. Pandey ADG (MR)
8. Shri A.K. Gupta ADG (MR)
9. Shri Umesh Kalra Adviser (T)
10. Smt. G. Anupama Kumar Director (IC & OM)
11. Dr. Prabhaker Dubey Director (T)
12. Shri K.K. Saraf Director (NCHMCT)
13. Shri N.S. Bhuie Director (Studies), IITTM

2. At the outset, the Chairman welcomed the Members and representatives of the Ministry of Mines to the sitting of the Committee.

3. The Ministry then made a PowerPoint presentation on the subject 'Illegal Mining' followed by a discussion on the above subject. Several queries were raised by the Members. As clarifications from the Ministry could not conclude, the Committee decided to have a detailed discussion on the subject again in the next sitting. In view of the significance of the subject, the Committee also decided to select this subject for detailed examination during the year 2010-11.

The officials of Ministry of Mines then withdrew.

4. Thereafter, representatives of the Ministry of Tourism were ushered in for the sitting of the Committee.

5. The Chairman welcomed, the representatives of the Ministry. A PowerPoint presentation was made on the subject 'Tourism in India with particular reference to Eco Tourism'. The Members of the Committee sought clarification on various issues related to the subject from the officials present and gave suggestions for the development of Tourism in India. The officials of the Ministry responded to various queries of the Members. They were requested to send details in writing on certain points on which information was not readily available.

6. The Committee then decided to meet again on 23rd September, 2010.

7. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THIRTEENTH SITTING OF COMMITTEE ON ESTIMATES (2011-2012)

The Committee sat on Tuesday, the 14th February, 2012 from 1115 hrs. to 1330 hrs. in Room No. G-074, Parliament Library Building, New Delhi.

PRESENT

Shri Franscisco Sardinha - Chairman

Members

2. Shri E. T. Mohammed Basheer
3. Shri R. Dhruvanarayana
4. Shri P. Karunakaran
5. Shri Bapi Raju Kanumuru
6. Shri Chandrakant Khaire
7. Shri M. Krishnaswamy
8. Shri Prabodh Panda
9. Shri S. Semmalai
10. Shri M. I. Shanavas
11. Shri Brijbhushan Sharan Singh
12. Shri Jagada Nand Singh
13. Shri Radha Mohan Singh
14. Shri Sushil Kumar Singh

SECRETARIAT

1. Shri P. K. Grover - Additional Secretary
2. Shri S. C. Chaudhary - Director
3. Smt. Anita B. Panda - Additional Director

WITNESSES

MINISTRY OF TOURISM

1.	Shri R.H. Khwaja	Secretary
2.	Shri Sanjay Kothari	Additional Secretary
3.	Dr. Lalit K. Panwar	C&MD, ITDC
4.	Shri C. Vishwanath	AS&FA
5.	Shri Anand Kumar	Joint Secretary
6.	Shri Devesh Chaturvedi	Addl. D.G.
7.	Shri R.N. Pandey	Addl. D.G.
8.	Shri A.K. Gupta	Addl. D.G.
9.	Shri Umesh Kalra	Advisor
10.	Shri Amit Ray	Director
11.	Shri S.D. Banga	Director (Finance)
12.	Smt. Madhu Dubey	Dy. D.G.
13.	Shri D. Venkatesan	Asstt. D.G.

MINISTRY OF ENVIRONMENT & FORESTS

14. Dr. H.S. Negi DIG, National Tiger Conservation Authority

2. At the outset, the Chairman welcomed the Members of the Committee and representatives of the Ministries of Tourism and Environment & Forests to the sitting of Committee. The Chairman then asked the Secretary, Ministry of Tourism, to brief the Committee about the overall functioning of the Ministry in the context of the subject under examination. He also drew the attention of the representatives to the provisions of Direction 55(1) of the 'Directions by the Speaker'.

3. The representatives of Ministry of Tourism then gave a Power Point presentation on the subject 'Tourism in India with particular reference to Eco-tourism'. The Members of the Committee raised queries on various issues relating to the subject and the officials responded to the same. Thereafter, the Chairman directed the Secretary, Ministry of Tourism to furnish replies, in writing to the questions for which answers were not readily available during the course of evidence.

4. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF NINTH SITTING OF THE COMMITTEE ON ESTIMATES (2013-2014)

The Committee sat on Thursday, the 1st August, 2013 from 1430 hrs. to 1700 hrs. in Committee Room 'E', Parliament House Annexe (PHA), New Delhi.

PRESENT

Shri Francisco Sardinha – Chairman

Members

- 2 Shri K. Bapi Raju Kanumuru
- 3 Shri Chandrakant Khaire
- 4 Dr. Thokchom Meinya
- 5 Shri Prabodh Panda
- 6 Shri Jagdish Singh Rana
- 7 Shri S. Semmalai
- 8 Shri M.I. Shanavas
- 9 Shri Adhi Shankar
- 10 Shri Jagdish Sharma
- 11 Shri Neeraj Shekhar
- 12 Shri Jagadanand Singh
- 13 Shri Mukul Wasnik
- 14 Shri Om Prakash Yadav

SECRETARIAT

- | | | | |
|---|-----------------------|---|------------------|
| 1 | Shri A. Louis Martin | - | Joint Secretary |
| 2 | Smt. Anita B. Panda | - | Director |
| 2 | Dr. Yumnam Arun Kumar | - | Deputy Secretary |

WITNESSES

MINISTRY OF TOURISM

- | | | | |
|----|---------------------|---|-----------------------------------|
| 1. | Shri Parvez Dewan | - | Secretary (T) |
| 2. | Shri Girish Shankar | - | Addl. Secretary (T), &
MD, TDC |
| 3. | Shri Anand Kumar | - | JS (T) |
| 4. | Smt. Usha Sharma | - | ADG (T) |
| 5. | Shri R.K. Bhatnagar | - | ADG (T) |
| 6. | Shri A.K. Gupta | - | ADG (T) |
| 7. | Shri Devender Singh | - | Advisor (T) |

MINISTRY OF CULTURE

- | | | | |
|----|--------------------|---|-----------------|
| 8. | Shri Sanjiv Mittal | - | Joint Secretary |
|----|--------------------|---|-----------------|

ARCHAEOLOGICAL SURVEY OF INDIA

- | | | | |
|----|------------------------|---|------------------|
| 9. | Shri Parvin Srivastava | - | Director General |
|----|------------------------|---|------------------|

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee in connection with examination of the subject 'Tourism in India with particular reference to Eco-tourism'.

3. The Chairman then welcomed the representatives of Ministries of Tourism and Culture and the Archaeological Survey of India and drew their attention to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' regarding confidentiality of the proceedings of the sitting of the Committee. The representatives of Ministry of Tourism then made a power-point presentation and dealt with socio economic dimensions of tourism, tourism policy, international cooperation and tourism development, Eleventh Plan allocation and expenditure, scheme-wise allocation of Twelfth Plan and India's growth target for tourism and its challenges such as skill and infrastructure, marketing, branding and promotion, need to expand range of products, maintenance of hygiene and sanitation, problems in acquiring of land for tourism sector, taxation, responsible tourism with the focus on eco-tourism, sustainability, carrying capacity and safe and honourable tourism, etc. Thereafter,

the Director General, ASI also made a power-point presentation which *inter-alia* included initiatives taken by ASI to promote heritage tourism such as illumination of monuments, audio guide facility, sound and light shows, etc. The power-point presentation also brought out the number of works executed by ASI during the last three years such as maintenance of monuments, ASI's interactions with Ministry of Tourism and Tourism Departments of various States Governments, publications of guide books and brochures, environmental development in and around monuments for better presentation, facility for differentially abled persons, etc.

4. The Committee then discussed various issues regarding tourism development in India which *inter-alia* included comparison between first and second tourism satellite accounts, visa on arrival/collective landing permit, modifications in the focus of rural tourism from single to cluster villages, exploring the possibility of having building bye-laws in each State, accessible website of the Ministry of Tourism, development of a separate website for eco-tourism, bench-marking of eco-tourism for potential States including North-East and Jammu and Kashmir, declaring tourism as an industry by all States, India's look East Policy and development of adventure tourism in the North-East States. The Committee, then, discussed about the significance of conservation and maintenance of monuments in the country which *inter-alia* included addressing constraints with regard to finance and manpower, cleanliness campaign in and around the monuments, providing better public amenities, more focus of ASI on the North-East States and Bihar, better co-ordination between the Ministry of Tourism and the Ministry of Culture/ASI, infrastructure development of ASI with the help of the Ministry of Tourism, increase in publications of the number of tourist guides and pamphlets and their better circulation all over the country, etc.

5. The representatives of Ministries of Tourism and Culture and ASI responded to the queries raised by the Committee. In respect of points, for which the representatives could not readily respond, the Ministries/ASI were asked to furnish written replies at the earliest.

6. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF TWENTY SIXTH SITTING OF THE COMMITTEE ON ESTIMATES (2013-14)

The Committee sat on Tuesday, the 11th February, 2014 from 1500 to 1545 hrs. in Room 52-B, Chairman's Chamber, Parliament House, New Delhi.

PRESENT

Shri Francisco Sardinha – Chairman

MEMBERS

2	Smt Bijoya Chakravarty
3	Shri Bapi Raju Kanumuru
4	Shri Chandrakant Khaire
5	Shri Prabodh Panda
6	Shri Jagdish Singh Rana
7	Shri S. Semmalai
8	Shri Adhi Shankar
9	Shri Ganesh Singh
10	Shri Ijyaraj Singh
11	Smt. Annu Tandon

SECRETARIAT

1.	Shri A. Louis Martin	-	Joint Secretary
2.	Shri S. Chatterjee	-	Director
3.	Dr. Yumnam Arun Kumar	-	Deputy Secretary

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee.

3. The Committee then took up for consideration of the draft Report on 'Development of Tourism' pertaining to the Ministry of Tourism and Ministry of Culture and adopted the same with the following additions-

- (i) Page No. 54, recommendation No. 1, Line 11
after "accommodation," insert "lack of cleanliness in tourist sites"
- (ii) Page No. 56, recommendation No. 3, Line 9

after “impetus.” insert “What is critical in development of tourism is the spirit of tourism which ought to be inculcated at every level for positive results”

(iii) Page No. 59, recommendation No 9, Line 22

after “requirements” add “Further there is a need to devise a scheme to extend financial assistance for maintenance of historical palaces and houses of eminent national leaders/personalities, owned by individual/private bodies with a view to preserving them for posterity and also to showcase them to tourists”.

4. The Committee then authorized the Chairman to finalise the Report on the basis of the factual verification by the concerned Ministries and present the same to the Lok Sabha.

The Committee then adjourned.