

FORTY-SECOND REPORT

ESTIMATES COMMITTEE

(1986-87)

(EIGHTH LOK SABHA)

MINISTRY OF TOURISM

TOURISM IN ORISSA



Presented to Lok Sabha on 15-4-1987

LOK SABHA SECRETARIAT

NEW DELHI

April, 1987/Chaitra, 1909 (S)

Price : Rs. 4-00

CONTENTS

| | PAGE |
|---|-------|
| COMPOSITION OF ESTIMATES COMMITTEE (1986-87) | (iii) |
| INTRODUCTION | (v) |
| CHAPTER I TOURISM POTENTIAL AND POLICY | |
| A. Introductory | 1 |
| B. Tourism Promotion | 2 |
| C. Budget Allocations to different States | 6 |
| D. Plan Expenditure in Central Sector for Orissa | 9 |
| E. Strategy during the Seventh Plan | 9 |
| CHAPTER II TOURIST TRAFFIC | |
| A. Foreign Tourists | 13 |
| B. Tourist Statistics and Monitoring Cells | 20 |
| CHAPTER III TOURISM IN ORISSA | |
| A. Tourist Traffic | 25 |
| B. Tourist Accommodation | 25 |
| CHAPTER IV TRANSPORT FACILITIES | |
| A. Surface Transport | 36 |
| B. Air and Rail Facilities | 38 |
| C. Conducted Tours | 40 |
| CHAPTER V SCHEMES FOR DEVELOPMENT OF TOURISM | |
| A. Development of Travel Circuits | 42 |
| B. Sun Temple at Konark-Construction of Toilet Block | 43 |
| C. Construction of Day Centre at Konark | 43 |
| D. Survey for Beach Tourism | 44 |
| E. Development of Beach Resorts | 45 |
| F. Development of Chilka Lake | 46 |
| G. Water Sports at Chilka Lake | 47 |
| H. Floodlighting of Khandagiri-Udaigiri Caves | 50 |
| I. Master Plan of Ratnagiri-Udaigiri-Lalitgiri (District Cuttack) Caves | 51 |
| J. Development of Hot Springs | 52 |
| CHAPTER VI EMPLOYMENT AND TRAINING | |
| A. Employment in Tourism Sector | 54 |
| B. The Institute of Tourism and Travel Management | 54 |
| C. Institute at Bhubaneswar | 57 |

| | PAGE |
|---|------|
| CHAPTER VII TOURIST PUBLICITY | |
| A. Marketing of India as a Travel Destination | 59 |
| B. Place of Orissa in overall publicity | 61 |
| C. Scheme "Have the Festival of Your Life—in India it is wonderful" | 64 |
| D. Assistance for Development of International Tourism | 64 |
| APPENDIX | |
| Statement of recommendations/Observations | 67 |

ESTIMATES COMMITTEE

(1986-87)

CHAIRMAN

*Shrimati Chandra Tripathi

MEMBERS

2. Shri Jai Prakash Agarwal
3. Shri Sarfaraz Ahmad
4. Shri T. Basheer
5. Shri Manoranjan Bhakta
6. Shri Birinder Singh
7. Shri Saifuddin Chowdhary
8. Shri Somjibhai Damor
9. Prof. Madhu Dandavate
- **10. Shri Bipin Pal Das
11. Shri N. Dennis
12. Shri G. L. Dogra
13. Shri H. A. Dora
14. Shri H. N. Nanje Gowda
15. Shri Keyur Bhushan
16. Shri Mahabir Prasad
17. Shri Hannan Mollah
18. Shri Ajay Mushran
- ***19. Shri Arvind Netam
20. Shri Ram Pyare Panika
21. Shri Uttamrao Patil
22. Shri Jagannath Patnaik
23. Shri Balwant Singh Ramoowalia
24. Shri Navinchandra Ravani
25. Shri C. Madhav Raddy

*Elected on 24th July, 1986 *vice* Smt. Sheila Dikshit appointed Minister. Nominated Chairman w.e.f. 20-11-86 *vice* Shri Chintamani Panigrahi appointed Minister.

**Elected on 24th July, 1986 *vice* Smt. Krishna Sahi appointed Minister.

***Elected on 28th Nov., 1986 *vice* Shri Chintamani Panigrahi appointed Minister.

(iv)

26. Shri P. Selvendran
27. Prof. Nirmala Kumari Shaktawat
28. Shri Satyendra Narain Sinha.
29. Shri P. K. Thungon
30. Shri D. P. Yadav

SECRETARIAT

1. Shri N. N. Mehra—*Joint Secretary*
2. Shri T.S. Ahluwalia—*Chief Financial Committee Officer.*
3. Shri J.C. Malhotra—*Senior Financial Committee Officer.*

INTRODUCTION

1. The Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Forty-second Report on the Ministry of Tourism—Tourism in Orissa.

2. The Estimates Committee (1986-87) took the evidence of the representatives of the Ministry of Tourism on 22nd and 23rd December, 1986. The Committee wish to express their thanks to the Secretary, Ministry of Tourism and other Officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The Report was considered and adopted by the Estimates Committee (1986-87) on 1st April, 1987.

4. For facility of reference, the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix to the Report.

NEW DELHI;
April 14, 1987
Chakra 24, 1909(S)

CHANDRA TRIPATHI,
Chairman,
Estimates Committee,

CHAPTER I

TOURISM POTENTIAL AND POLICY

A. Introductory

1.1 The tourism potential of Orissa is stated to be unlimited. Bestowed liberally with the bounties of nature and endowed with a rich cultural heritage, it can boast of having in a capsule form, all that a tourist needs. The innumerable temples of Orissa scattered throughout the length and breadth of the State ranging from the miniature on the Mahendragiri to the gigantic Jagannath, Lingaraj and Sun Temple of the Golden Triangle have the magic touch to keep the visitors spell bound. The rock-cut caves of Khandagiri and Udaygiri are quite interesting for a tourist. The Kalinga war famed Dhauligiri contains the rock edicts of Emperor Ashoka and can be of more interest for the Buddhist tourists with the Peace Pagoda constructed on the top of the hill. The Chilka Lake, the lovely beaches stretching over 400 kms. from Chandaneswar to Gopalpur, the hot sulphur springs at Atri, Taptapani and Tarabalo, have all the potentialities of one of the most attractive destinations in the State.

1.2 Very few States can offer such a variety of tourist attractions as Orissa does. But mere possession of the tourist potential is not enough to sell the State as tourist destination. On one hand the potential needs to be exposed before the tourists while on the other adequate infrastructure needs to be built inside the State for them.

1.3 Tourism in Orissa is in a stage of growth and there is still much to be done. Given adequate facilities and exposures, the tourist traffic to the State can increase manifold. For it, there has to be concerted efforts by the Centre, the State as well as the private sector. There are certain areas like communication, transport and publicity where initiative has been taken by the Centre.

Tourism Policy

1.4 The Approach Paper to Seventh Five Year Plan recognises the vast potential of tourism in the country. It has, in principle, agreed to accord tourism the status of an industry. It lays emphasis on encouraging private sector investments in developing tourism and leaving development of support infrastructure to the public sector investments.

1.5 In order to give a new sense of purpose and direction to the development and promotion of tourism and to add new ethos and value to

tourism a 'National Tourism Policy' was presented to both the Houses of Parliament on November. 3, 1982.

1.6 Referring to the agencies that should share responsibility for developing tourism in the country the Policy Document states "while broadly the promotion of international tourism will be mainly the responsibility of the Central Sector, and that of domestic tourism primarily of the State Sector, the Centre would play a coordinating role supplementing the State efforts wherever necessary. Further tourism development cannot solely be the responsibility of the Government. It has to be a common endeavour of all the agencies vitally concerned with its development at Central and State levels, of public sector undertakings and the private sector, of airlines, railways and communication systems, municipal and local bodies and educational and cultural organisations."

1.7 Outlining the Plan of action for maximising the benefits of tourism, the Policy Document states : "It will be necessary to have a selective approach for determining investment priorities. Rather than spread the resources thin and thereby dilute the impact of tourism, priority will be given to Schemes which yield economic returns and generate social benefits. The development of tourist infrastructure will thus be taken up based on the "travel circuit" concept in a 5 to 10 year perspective. This will enable intensive development of selected centres, dispel the tendency to concentrate in a few urban centres, and encourage the diversification of tourist attractions, particularly in opening up economically backward areas which hold many tourist attractions such as archaeological and historical monuments, places of natural beauty, festivals, arts and crafts."

B. Tourism Promotion

Role of States and the Centre

1.8 The roles of the Central and State Governments in the matter of tourism promotion in various States have been stated to be complementary. While the Departments' promotional activities include publication of tourist literature, the promotion is more broad-based. Detailed information on individual tourist lodges and itineraries within a particular State are produced by the respective Tourism Departments of the State Governments. The Central Department of Tourism, however, does bring out individual posters, brochures, folders and directories on each State or travel circuit, as the case may be.

1.9 The publication of India as a premier holiday destination in the overseas market is done by the Central Government exclusively through its offices which are located in various parts of the world which in turn is divided into six major "Operations." These offices function closely in col-

laboration with Air India who participate jointly in all trade fairs, travel marts and seminars on sales promotion. These offices promote 'India' as a holiday destination, and within this destination they promote specific travel circuits/triangles which is tailored to the needs of particular market.

1.10 The Secretary, Ministry of Tourism, during evidence elaborating the roles of Centre and State Governments stated :

“So far as the roles of the Central Government and the State Governments are concerned the position is that earlier both the Central and State Governments were functioning in isolation—State Governments being primarily responsible for the promotion of domestic tourism and Central Government for promotion of tourism all over India. Now there is a significant change and there is constant inter-action between the State Governments and the Central Government. In fact, a large number of schemes which relate to domestic tourism are financed 100 per cent by the Centre. . . . In addition to this there is inter-action between the States and Centre in the form of joint sector scheme like hotel projects. The primary role of the Centre is of coordination and sorting out various problems with other agencies like civil aviation, roads organisation, railways, etc. We also coordinate the activities of one State with another. . . . In addition, technical guidance is also provided by the ITDC to the various States for constructional and architectural works as also in the field of sports like water sports, mountaineering etc. Centre assists them to get in touch with the right people.”

1.11 Asked whether there were certain projects which were exclusively financed by the Centre or whether there were also certain projects which were undertaken by the States but due to financial constraints partial assistance was provided by the Centre, the Secretary Ministry of of Tourism, during evidence, informed the Committee that :

“Hundred per cent financing is mostly done for the capital projects. If a motel or a Yatri niwas is to be set up, the construction expenditure would be borne by the Centre, but the furnishings etc. have to be provided for in the State Budget. These projects are handed over to the States and the recurring expenditure is also their responsibility.”

1.12 In regard to partial assistance by Centre to certain projects, he further stated.

“We have a certain pattern under which assistance is available and if their scheme fall within that, assistance is provided.”

1.13 The Ministry of Tourism, in a note submitted to the Committee, has stated that "the development of existing centres of tourist importance and identification of new centres in the country including Orissa is a continuous on-going process in which both the Central and State Governments are involved. Schemes and proposals for providing and including tourism infrastructure at the Centres are received from the State Government and are taken up for consideration depending on their *inter-se* priority and availability of the resources with the Central Government."

1.14 Asked how the disparities between the States which sent schemes *suo moto* in time and which do not send schemes were dealt with, the Secretary, Ministry of Tourism, stated during evidence.

"There are some States which are more active than the others and we are trying to streamline the system and ensure that all the States get a chance and delays are reduced. This year, that is, for 1987-88 we have done some exercise. Normally, what happens is that in the course of the year, the States are still sending their schemes for 1986-87. From some States we are receiving schemes even now in December. We receive in January also, with the result that by the time the sanction is issued the year is over and that year is virtually lost. What we have done is, we have asked the States to send us their schemes latest by October or November, and told them that we do not want the details, but just the number of schemes, and a brief write up on each scheme.

We will then sit down and deliberate which schemes we can finalise, which fall within the general pattern, so that we do not waste our time in infructuous exercise and they will send the detailed estimates and plans and all the other requirements. And we hope that this year we will issue the sanction well before the new financial year opens so that they have time to do all their planning and they would be able to execute the scheme. Apart from this, we have been paying frequent visits to all State headquarters, periodically. We have had a series of meetings, in June, July and October up to December with them. We have been having meetings with them and I think the situation has improved considerably and I do not think States have now any complaint or any problems that they are being neglected or their schemes are not being considered. In fact, if they have any complaints it is their own Governments and their procedures, because when we release the funds we release the funds to the State Government and the State Governments in turn have to release the funds to the State Tourism Corporations. That takes about six months for them to get.

While we have sanctioned and released the funds the State Government takes six to seven months to transfer the funds. This causes delays. We have now moved the Finance and requested them that we may be permitted to transfer the funds direct to the Corporations so that this delay of six months that the State Governments are taking is eliminated."

He further stated :

"I have often told State Governments during my visits that funds will be no constraint. If they come up with the schemes the funds will be found provided this conform to the pattern approved by the Planning Commission. There are very few schemes which we have not sanctioned. In many cases we had to make some efforts on our part to adjust the position. The schemes are not commissioned. If some States are not sending the schemes, we try to persuade them to send the schemes and by and large the situation has considerably improved and in the allocation of funds also, there is no serious imbalance if the regional position is considered. Now the most important circuit is in the North where the tourists come in very large numbers. In 1985-86 the funds that were sanctioned were about Rs. 191 lakhs for the Northern region, for the Southern region it was Rs. 157 lakhs, for the Western region Rs. 91 lakhs, for the Eastern region Rs. 97 lakhs and for the North-Eastern region Rs. 45 lakhs. So, considering the inflow of tourists to the various sectors, I do not think that there is any imbalance in this distribution. Finances are no constraints. I know the capacity of the States. I do not want my funds to lapse. If a State Government comes up with a proposal for Rs. 50 lakhs, I will release Rs. 20 lakhs. I know Rs. 20 lakhs they will not be able to spend in this year. It means that would be carried to the next year. If they are able to utilise Rs. 20 lakhs, they will get further sum."

1.15 When asked that instead of depending on the schemes received from State, the teams of officers should go and see for themselves the development of tourism schemes, the Tourism Secretary further stated :—

"We are visiting the States. I have visited Rajasthan, Tamil Nadu and Karnataka. I am going to Orissa, Kerala and Gujarat. I visited U.P. several times. I visited Kashmir. Apart from that, my officers, all of them have been going there, discussing different projects with them. It is not that we are not aware of what proposals come to us. We are having several meetings. We are allotting half a day to each State and discussing

the scheme threadbare. After we are convinced that these schemes are really good we go ahead and we also ask them to come with new schemes, if any.

For Mewar, there was no proposal from the Rajasthan Government. We said, this area needs development and it was at our instance a task force was constituted and it is going to give a master plan. Similarly, for various other projects in Orissa and other parts, we have entrusted studies to organisations to prepare master plans."

1.16 The Committee consider that tourism in the country as a whole, and especially in a State like Orissa, is in a stage of growth and the Central Government will be well advised to play a pioneering and vital role in achieving the goals set out in the tourism policy presented to both Houses of Parliament in November, 1982. The Committee do not feel convinced that by merely playing a complementary role to the States, the avowed objective of making India as a star attraction for foreign tourists can be realised. They are of the considered view that not only are the Central and State Governments to closely coordinate their efforts in the development of tourism, but also the active participation of other concerned agencies, like public sector undertakings, private sector, hotel industry, air lines, railways, and communication system, educational and cultural organisations etc. is a sine qua non for the purpose. The Committee desire that the Government should chalk out a well-knit action plan for enlisting the cooperation of all these agencies for the development of infrastructure required for the promotion of tourism in the country.

1.17 The Committee would also like to caution the Government about the unbalanced growth of tourists centres in the country if the Central Government is to depend entirely on the schemes received from the States, as more schemes may be received from enthusiastic and resourceful States as compared to other less enthusiastic States. They, therefore, suggest that in the interest of balanced development of tourism in the country the Central Government should closely liaise with the State Governments and play an effective coordinating role right from the stage of identification of potential centres for development as tourist destinations.

C. Budget Allocations to Different States

1.18 Regarding budget allocations, in a note furnished by the Ministry, it has been stated that the budget allocation for Department of Tourism is made on the basis of schemes received and not on State-wise basis. Before formulation of the Five Year Plan or Annual Plan of the Ministry, the State Governments/Union Territories are fully involved and are requested to

send schemes that they would like the Department of Tourism to include in the Central Plan for tourist centres in their States. These schemes are also discussed with the representatives of the State Governments/Union Territories before inclusion in the Tourism Plan for the Central Sector. The State Governments are apprised of the type of schemes being implemented by the Centre and are urged to suggest components under those schemes for putting up in their areas. The development of tourism infrastructure is undertaken keeping in view the special requirements for different areas which are in turn linked with the type of activity and the facilities already existing there and potential of a centre for attracting tourists. The schemes implemented by the Department of Tourism include development of wildlife tourism, improvement of facilities for Himalayan trekking and water sports, development of beach resorts, preservation of National Heritage areas, setting up of *Son-et-Lumiere* Shows/Flood-lighting of monuments, etc. As the nature of facilities required under each scheme is different and does not cover all the States but only some States and each area has special requirement, it is considered advisable to have schemewise allocation. The proposals received from the State Governments are taken up under these schemes. The requirement of funds for these schemes forwarded by the State Governments are taken fully into consideration at the time of formulating the Five Year Plan/Annual Plans for the Tourism Sectors.

1.19 Details of Plan outlays (Second Plan onwards) for tourism in the Central Sector and utilisation in each Plan, as furnished by the Ministry of Tourism to the Committee are as under :

| Plan | (Rs. in lakhs) | | | | | |
|---|-----------------------|-------------|---------------------|-------------|-------------------|-------------|
| | Department of Tourism | | I.T.D.C. Allocation | Utilisation | H.M.C. Allocation | Utilisation |
| | Allocation | Utilisation | | | | |
| 1. Second Plan (1956-61) | 157.94 | 86.885 | — | — | — | — |
| 2. Third Plan (1961-66) | 350.00 | 145.12 | — | — | — | — |
| 3. Three Annual Plans (1966-67, 1967-68, 1968-69) | 248.71 | 103.69 | — | — | — | — |
| 4. Fourth Plan (1969-74) | 2203.00 | 1279.48 | 1277.00 | 1225.82 | — | — |
| 5. Fifth Plan (1974-78) | 4474.00 | 1425.09 | 2362.00 | 1157.31 | — | — |
| 6. Annual Plans (1978-79 & 1979-80) | 569.74 | 352.20 | 1273.20 | 1278.84 | — | — |
| 7. Sixth Plan (1980-85) | 2114.00 | 2091.00 | 4934.00 | 5347.00 | — | — |
| 8. Seventh Plan (1985-90) | 6868.00 | — | 4000.00 | — | 3000.00 | — |
| 1985-86 | 1382.00* | 1285.00 | 800.00 | 750.00 | 500.00** | 305.00 |

*Reduced to Rs. 1282.00 lakhs in R.E.

**Reduced to Rs. 310.00 lakhs in R.E.

1.20 The Ministry has also furnished a statement showing expenditure incurred from the Second Five Year Plan to Sixth Five Year Plan (i.e. 1980-85) in the Central sector on Tourism in States/Union Territories by the Ministry and I.T.D.C. which is given below :

(Rs. in lakhs)

| Name of the State/Union Territory | Amount incurred | |
|------------------------------------|-------------------|-----------------|
| | Deptt. of Tourism | I.T.D.C. |
| 1. Andhra Pradesh | 72.83 | 35.78 |
| 2. Assam | 62.36 | 46.97 |
| 3. Bihar | 137.76 | 144.65y |
| 4. Gujarat | 78.12 | 3.00 |
| 5. Haryana | 18.22 | Nil |
| 6. Himachal Pradesh | 85.92 | 1.56 |
| 7. Jammu & Kashmir | 367.92 | 68.00 |
| 8. Karnataka | 72.12 | 559.24 |
| 9. Kerala | 87.88 | 240.58 |
| 10. Madhya Pradesh | 137.48 | 134.67 |
| 11. Maharashtra | 74.89 | 263.38 |
| 12. Manipur | 15.18 | Nil |
| 13. Meghalaya | 13.48 | 0.20 |
| 14. Nagaland | 16.96 | Nil |
| 15. Orissa | 60.88 | 169.77 |
| 16. Punjab | 15.73 | 0.39 |
| 17 Rajasthan | 136.36 | 199.92 |
| 18 Sikkim | 7.00 | Nil |
| 19. Tamil Nadu | 47.28 | 196.60 |
| 20. Tripura | 7.86 | Nil |
| 21. Uttar Pradesh | 215.59 | 282.83 |
| 22. West Bengal | 69.51 | 417.35 |
| Union Territories | | |
| 23. Andaman & Nicobar | 27.74 | Nil |
| 24. Arunachal Pradesh | 16.00 | 10.05 |
| 25. Chandigarh | Nil | 13.24 |
| 26. Dadar & Nagar Haveli | Nil | Nil |
| 27. Delhi | 20.32 | 6207.63 |
| 28. Goa, Daman & Diu | 51.45 | Nil |
| 29. Lakshadweep | Nil | Nil |
| 30. Mizoram | 6.00 | Nil |
| 31. Pondicherry | Nil | 13.28 |
| Total | 20,22.84 | 90,09.09 |

D. Plan Expenditure in Central Sector for Orissa

1.21 Planwise breakup of expenditure for Orissa has been indicated by the Ministry of Tourism as follows :

(Rs. in lakhs)

| | Deptt. of Tourism | |
|--|-------------------|---------------|
| | | I.T.D.C |
| Second Five Year Plan | 2.92 | — |
| Third Five Year Plan | 2.26 | — |
| Annual Plan (1966-67) | 1.95 | — |
| Annual Plan (1968-69) | 0.50 | — |
| Fourth Five Year Plan | 1.20 | 1.15 |
| Fifth Five Year Plan (1974-78) | 2.97 | 23.99 |
| Annual Plan (1979-80) | — | 27.98 |
| Sixth Five Year Plan | 49.07 | 99.53 |
| Seventh Five Year Plan (1985-86) | — | — |
| Annual Plan (1985-86) | 31.53 | 34.46 |
| Total | 92.40 | 187.11 |

E. Strategy during the Seventh Plan

1.22 The broad strategy during the Seventh Plan will be to diversify Indian tourism into holiday and leisure tourism. Greater stress will be laid on promotion of Domestic Tourism. Special two-pronged thrust is proposed (i) creation of infrastructural facilities for budget tourists and (ii) projecting better image of India abroad through sustained promotional campaigns overseas. The programme includes construction of Yatri Niwas to provide budget accommodation, increased emphasis on provision of low-cost accommodation through Bharatiya Yatri Avas Vikas Samiti, provision of wayside facilities, provision of drinking water and toilet facilities at important monuments, promotion of "India on the House" programme, trekking and mountaineering, winter and water sports, collection of domestic tourist statistics, development of Beach Tourism, Wild Life Tourism and Cultural Tourism. Schemes falling in the above pattern will also be taken up in Orissa, in consultation with the State Government.

1.23 In a note submitted to the Committee, the Ministry of Tourism has further stated : "Several schemes for provision and expansion of tourism infrastructure in Orissa have been taken up by the Centre, at the suggestion and in consultation with the State Government. On 16th July and 14th & 15th October, 1986 meetings were held with the State Secretaries of Tourism to specifically identify projects that the State Government proposed for inclusion in the Central Sector. In addition to the

continuing schemes, the State Government has forwarded eleven new schemes for a total amount of Rs. 514.47 lakhs for inclusion in the Annual Plan 1987-88 of the Central Deptt. of Tourism. During the discussions scheduled to be held on 3-12-1986 in Planning Commission, the proposals of the State Government will be discussed and a final view taken for their inclusion in the Central Deptt. of Tourism's Annual Plan 1987-88."

1.24 In a subsequent note, the following details of discussions held in Planning Commission on 3-12-1986, have been given by the Ministry : the Working Group on Transport and Tourism Sector of the Planning Commission held discussions on the 3rd December, 1986 on the Annual Plan proposals of Government of Orissa for 1987-88. The State Government had requested for an allocation of Rs. 2.00 crores for 1987-88. The Working Group also recommended an amount of Rs. 2.00 crores for Tourism in the State Plan. The final allocation is however to be intimated by the Planning Commission only after discussions are held at the Chief Minister's level with Deputy Chairman of Planning Commission.

1.25 The position with regard to the schemes forwarded by the State Government for inclusion in the Centre's Annual Plan 1987-88 is as follows :—

| Name of the scheme | Present position |
|------------------------------------|---|
| (1) | (2) |
| 1. Yatri Niwas at Konark | Estimated to cost Rs. 29.25 lakhs. Department of Tourism agreed in principle to accept this project for implementation. |
| 2. Beach Resort at Konark | This proposal was dropped because the construction of Yatri Niwas at Konark was accepted in principle in its place. |
| 3. Beach Resort at Paradip | A final view will be taken only on receipt of a detailed revised proposal from the State Government giving detailed cost estimates, drawings blue prints and justification for having a beach resort. |
| 4. Beach Resort at Gopalpur on Sea | A final view will be taken only on receipt of a detailed revised proposal from the State Government together with detailed cost estimates, drawings and blue prints. |
| 5. Trekking base at Mahendragiri | A final view will be taken only on receipt of a detailed revised proposal from the State Government together with detailed cost estimates, drawings and blue prints. |

| (1) | (2) |
|---|---|
| 6. Camping site at Konark | This proposal was dropped because the construction of a Yatri Niwas at Konark will meet this requirement. |
| 7. 34-Seater Yacht at Rambha and Satpara @ Rs. 5.00 lakhs each | Quotations obtained from three firms will be submitted by the State Government before a final decision is taken in the matter. |
| 8. Wayside amenities at Chandikhol, Bhadrak and Kalinga @ Rs. 9.20 lakhs each. | Kalinga proposal is to be considered in 1988-89 according to the phased programme indicated by the State Government. Regarding Chandikhol and Bhadrak, a final decision will be taken only on receipt of a detailed revised proposal from the State Government together with detailed cost estimates, drawings and blue-prints. |
| 9. Water Sports Centre near Ramchandi | A final view will be taken only on receipt of a detailed revised proposal from the State Government together with detailed cost estimates, drawings and blue-prints. |
| 10. Beautification of Sea Beach at Puri | The proposal was dropped because such beautification cannot be undertaken by Central Government under its schemes approved by the Planning Commission. |
| 11. Tourist amenities near important tourist spots at 10 centres, viz. Khandagiri, Dhauligiri, Barkul, Rambha, Hari-Shanker, Bruesingh-math, Ratnagiri, Hirabao, Manuira & Phurigharah @ Rs. 6.05 lakhs each. | The scheme envisages basically the construction of public conveniences and therefore not admissible for Central financial assistance. Accordingly the proposal was dropped. |

1.26 When a Study Group of the Committee visited Bhubaneswar in September, 1986, it was suggested by the officials of State Government of Orissa that "instead of inviting specific proposals from the State Government funds should be provided in block grants which could be used by the State Government for the development of tourism in the State. The Central Government could have utilisation certificate from the State Government."

1.27 Having noted that the extent of utilisation has not been more than 50% of the total allocated amount from Second Five Year Plan to Annual Plans (1978-79 & 1979-80), the Committee cannot help concluding that Government has shown total apathy towards the development of tourism in the country. The Committee feel that there must have been

some inherent defects in the implementation of the schemes chalked out for the development of tourism which stood in the way of the utilisation of allocations made fully. The Committee would, therefore, call for concentrated attention and vigorous efforts on the part of the Ministry of Tourism/ State Governments to ensure that outlays once provided for in a Plan are not allowed to remain unutilised due to uncoordinated and lukewarm actions. The Committee expect the Ministry immediately to evolve corrective measures to ensure that allocations made in the Seventh Plan are utilised fully.

1.28 The Committee view with concern that the budget allocations for the Ministry of Tourism are made on the basis of schemes received and not on State-wise basis. The Committee would like the Ministry to consider how for the present system is tenable in view of the fact that there have been very huge disparities in the expenditure incurred in different States and Union Territories. The Committee agree that some States/Union Territories may have more tourist potential as compared to others, nonetheless, they would like the Ministry to evolve a suitable methodology for earmarking funds for different States/Union Territories so that the gaps between the allocations made could be narrowed down to the extent possible.

1.29 The Committee find that despite the fact that there is considerable tourism potential in Orissa, the expenditure in the Central sector for the development of tourism in the State has been only Rs. 60.88 lakhs from the Second Five Year Plan to the Sixth Five Year Plan. As compared to this, the expenditure in Jammu & Kashmir has been as high as Rs. 367.92 lakhs and in Uttar Pradesh it has been Rs. 215.59 lakhs and in other States like Madhya Pradesh, Rajasthan, Kerala, Andhra Pradesh etc. also the expenditure has been higher as compared to Orissa. This indicates that the Central Government has not been paying adequate attention to harnessing the potential and development of tourism in Orissa to attract tourist traffic in that part of the country which has a very rich potential. The Committee hope that atleast during the Seventh Plan Orissa would be given a better deal. The Committee would also like the Government to settle the financial allocations to be made to Orissa for the year 1987-88 without any further loss of time so that the work could be started in right earnest. In this connection, the suggestion of the State Government of Orissa that instead of inviting specific proposals from the State Governments, funds should be provided in block grants merits consideration.

CHAPTER II

TOURIST TRAFFIC

A. Foreign Tourists

Foreign Tourist Traffic

2.1 The Ministry of Tourism, in a note furnished to the Committee, has stated that the State/Union Territory Governments of Jammu & Kashmir, Gujarat, Rajasthan, Orissa, Assam, Goa, Haryana, Pondicherry, Manipur, Nagaland and Andaman & Nicobar are sending to the Department of Tourism, statistics of foreign tourists arrivals in their States/Union Territories. In the case of Jammu & Kashmir, foreign tourists arriving by air lines are counted at the airports and others at the tourist reception centres. Gujarat Government has started furnishing information regarding foreign tourists with effect from June, 1986, based on their stay at Tourist Complexes and Tourist Centres. Rajasthan State collects statistics in respect of foreign tourists on the basis of their stay in hotels, Tourist lodges and those staying in tented accommodation at the Pushkar Fair. The Government of Orissa collects statistics of foreign tourists based on their stay in hotels and other accommodation establishments. In the case of Assam, the statistics are available on foreign tourists on the basis of permits given to them to enter the State. The Union Territory of Goa collects the statistics from accommodation establishments. The Haryana State Government collects statistics on the basis of the stay of foreigners at Haryana Tourism accommodation establishments. Pondicherry Administration collects the statistics from tourist homes, Government guest houses, youth hostels etc. Manipur, Nagaland and Andaman & Nicobar are compiling their figures on the basis of permits issued to foreign tourists to visit these areas. Karnataka carried out a sample survey in 1985 and sent estimates of foreign tourist arrivals.

2.2 Regarding devising a system under which statistics of foreign tourist arrivals could be compiled State-wise, the Ministry has agreed that the system needs to be revised under which the State Governments collect information regarding foreign tourist arrivals based on their stay in hotels and other accommodation establishments in their States. It would also be helpful if in addition to the number of tourists staying at different accommodation establishments, information is collected regarding bed nights at each centre as that would provide valuable information for determining the infrastructural needs. The Tourist Operators could also separately be asked to supply information regarding number of tourists visiting different destinations. The information so collected from the States and Tourist Operators

would be co-related to the information already being received by the Department of Tourism regarding foreign tourist arrivals every month from all approved hotels. It may not be desirable to involve the Indian Airlines as that may lead to duplication of figures and result in confusion.

2.3 Agreeing with the view that the maintenance of information on foreign tourist arrivals on a State-wise basis will help the Department to plan things better, the Ministry has informed the Committee that the last survey on foreign tourists was done by the Department through the Indian Statistical Institute in the year 1982-83 based on data collected from 1st April, 1982 to 31st March, 1983. The Department proposes to have a fresh survey of foreign tourists. As Indian Statistical Institute has expressed its unwillingness to undertake this survey in view of their pre-occupations, the Department has issued an advertisement asking for quotations for conducting such a survey. In addition, further instructions are being issued to State Governments/Tourist Operators to compile information on the basis elaborated above.

2.4 On being pointed out that only some States were maintaining the figures and asked whether they had conducted a survey recently of all the States, the Secretary, Ministry of Tourism informed the Committee :

“No Sir, we organised a workshop on census and we laid down a very detailed guidelines to say on which lines the census should be done.”

2.5 When pointed out that unless a clear picture on the basis of reliable figures both of domestic and foreign tourists was obtained it would not be possible to assess whether upgradation of tourist centres recently done had served the purpose properly, the Secretary, Ministry of Tourism stated :

“As far as domestic traffic is concerned a study is being commissioned by the National Committee on Tourism under the Chairmanship of Shri Mohammed Yunus. We hope that they would take up these matters.”

Projection of foreign tourist traffic

2.6 In a note submitted to the Committee the Ministry of Tourism has stated that “the projections of foreign tourist traffic for individual State/place are not worked out by the Department. However, the Department has planned for a growth of 15 per cent per annum from 1986 onwards.

for the foreign tourist arrivals and based on this, the projections for the next five years for the country as a whole are as under :

| Year | Projected total foreign tourist arrivals in India* |
|------|--|
| 1986 | 967,000 |
| 1987 | 1,112,000 |
| 1988 | 1,293,000 |
| 1989 | 1,478,000 |
| 1990 | 1,700,000 |

*Exclude nationals of Pakistan and Bangladesh.

Similar information in respect of domestic tourist movements in the country is not available.

2.7 When asked the basis for placing the growth rate of 15 per cent per annum from 1986 onwards for the foreign tourist arrivals, the Ministry of Tourism in a note furnished to the Committee had stated that "foreign tourist arrivals to the country registered an average rate of growth of about 15 per cent during the period from 1968 to 1978. The arrivals then did not show any appreciable increase as expected till 1985. This was mainly due to world economic recession, disturbances in the neighbouring countries and the unfortunate events in India during 1984 and 1985. The trend in tourist arrivals during 1985 has, however, indicated again that a growth rate of 15 per cent is possible. In fact, from June 1985 onwards there has been an impressive growth in the foreign tourist arrivals in India and the arrival figure, in 1986 upto October shows an increase of 17.1% over the corresponding figure of previous year. This is further supported by the spurt in the world tourist arrival figures which registered impressive growth during 1985 as compared to negligible or negative growths witnessed during 1980—83 and also the buoyancy observed in the economy of the major tourism generating countries."

2.8 The number of foreign tourist arrivals, excluding the nationals of Pakistan and Bangladesh, during the last five years and the growth rates as furnished by the Ministry of Tourism are indicated below :—

| Year | Tourist Arrivals | Growth rate |
|------|------------------|-------------|
| 1980 | 800,150 | — |
| 1981 | 853,148 | 6.6 |
| 1982 | 860,178 | 0.8 |
| 1983 | 884,731 | 2.9 |
| 1984 | 835,503 | -5.6 |
| 1985 | 836,908 | 0.2 |

2.9 Regarding statewide working out of realistic projections of foreign tourist traffic, the Ministry of Tourism has stated that "the data base needed for working out realistic projections of foreign tourist arrivals in different States is not available at present. Till a proper mechanism is established for the collection of reliable data on a regular basis and suitable surveys are undertaken, such projections are not possible."

2.10 When asked on one side it was stated that during 1985 a growth of 15 per cent was possible and on the other side it had been said that data base for realistic projections of foreign tourist was not available, how this contradiction was reconciled, the representative of the Ministry of Tourism stated during the evidence :

"These projections relate to foreign tourist arrivals in India. The same tourists, after landing at the point of entry may visit a number of other States also. For example the tourists landing at Delhi may visit tourists centres in U.P. and Rajasthan also. In such a situation the same tourists are counted thrice as far as the States are concerned. But as far as the country is concerned they are counted only once."

2.11 Regarding his expectations during the decade, the Secretary, Ministry of Tourism during the evidence, has informed the Committee :

"This year till November, we had the growth rate of 28 percent. The Indian Institute of Public opinion have projected a growth rate of 10 per cent in the next five years. I would however assume 12 per cent as a realistic figure."

2.12 Regarding steps taken to establish a data base, needed for working out realistic projections of foreign tourists arrivals in different States, in a note submitted to the Committee, the Ministry of Tourism has further stated that "the Central Government has advised all the State/Union Territory Governments to make necessary arrangements for the collection of tourist statistics on a regular basis. Secretary (Tourism) has recently addressed a letter to all the State/Union Territory Governments requesting them to furnish monthly statistics of tourist arrivals in the accommodation establishments, both approved and un-approved, and the bednights spent by them in each of the tourist centres in the respective States. The department has also now installed a mini-computer to undertake the tabulation of foreign tourist arrival data and to maintain the relevant data-base on the subject. Steps have also been taken recently to reduce the time-lag in the tabulation of tourist arrival data collected from the ports of disembarkation. The total arrival figures thus available from entry point on a monthly basis can be then compared with the State-wise arrival figures received from the State Governments. With these steps taken, we will be in a position to build-up, the required data base for making realistic projections of tourist arrivals in different States.

2.13 Regarding current tourist trends the Ministry of Tourism, in a note furnished to the Committee has stated that "efforts are continuously undertaken to obtain upto date information regarding the trends affecting travel to India. One of our most important sources of market information is from our overseas offices who are required to send periodical reports usually once a month to the Headquarters as to promotional efforts undertaken and the expected results. They are also required to send press clippings, press cuttings and their value in terms both monetarily and in terms of visitors/tourists such articles might generate to India. Besides direct marketing undertaken by our foreign offices through advertisements and articles appearing in the media, the hospitality campaign inviting travel writers, photographers also are featuring in the press and we get regular reports regarding these."

2.14 It has been further stated that "Overseas Government of India Tourist Offices reports also reflect India's participation in major exhibitions, conferences and congress that take place in their countries. Counters are invariably set up and manned by our personnel at important exhibitions, conventions and conferences. The number of visitors stopping by to get information indicates the image positive or otherwise, India is attracting in those markets. We get regular reports from Indian delegates to International Conferences who bid to hold future conferences in India. An important source of Information is Air India Reports, as marketing of India is done jointly by Air India and Department of Tourism. When Mandatory Passages are issued to Conference bidders they are required to send complete details of the efforts made by them and the responses received by them in overseas countries.

2.15 Another important area from which statistics are obtained are the International Organisations. India is a member of World Tourism Organisation, and Pacific Asia Travel Association both of which send us regular statistics. They reflect not only the pattern of traffic to India but also those going out of India. Information which can be obtained from these publications are the long term growth trends, arrivals by residents/nationally, mode of transport, reasons of visit, sex, travel by resident/nationals of selected markets/out bound travel of residents of PATA member countries of which India is a prominent member. From time to time delegations are sent to selected markets consisting of both officials and representatives of hotels, travel trade and airlines to foreign countries on promotional delegations. On their return they also furnish us detailed information as to the current Tourist trends existing in the countries they visited. From all reports received recently and also actual arrivals of tourists it is evident that there is a tremendous upsurge of interest in India.

2.16 The tourist arrivals reached the one million mark in December, 1986, registering a total arrival of 10,60,000 (Provisional) for the year 1986, thereby registering an increase of 26.7% over 1985. The last three years arrival figures are appended below which show the steady growth in the tourist arrivals.

| Year | Number of Tourist arrival |
|------|----------------------------|
| 1984 | 835,503 |
| 1985 | 836,904 |
| 1986 | 10,60,000 (Provisional) |

2.17 Regarding the States which attracted more tourists, the Secretary, Ministry of Tourism has stated during the evidence :

“In the North Rajasthan, U.P., Kashmir attract a large number of traffic. In the South you have substantial traffic which comes mostly from France and Germany. In the South, Goa is one of the most popular places because of charter traffic having been started, and that has made a tremendous difference. In fact it is not possible now to get them one room there. One factor that has helped to increasing the traffic in South India is the worsening conditions of Sri Lanka. Previously Sri Lanka had a lot of traffic. Now, that traffic has been disrupted that people are coming to South India. Bangalore is another area of tourist traffic. The Charter agencies are exploring the possibilities of tourist traffic in Puri, Bhubaneswar and Kovalam. But the infrastructure is still not there. In the case of Kovalam some infrastructure may be coming up by next year. Similarly, in Madras, in Mahabali-puram, still there is no accommodation which can take in the chartered traffic.”

2.18 Asked about the inflow of Buddhist tourists, the Secretary, Ministry of Tourism informed the Committee :

“They come mostly from Japan, Taiwan and Thailand. But we find that this trend is going down particularly in Japan because the younger generation are not that much interested in religion factor as the elder group. But the complaints of the traffic which has come over there have been that the infrastructure is not good enough, roads are bad etc. That is why we have taken up the integrated plan for the Buddhist Circuit so that we can provide better facilities.”

2.19. The Secretary, Ministry of Tourism, further stated :

"We have identified areas which attract Buddhist traffic and which have a potential, like Kapilvastu, Nalanda, Vaishali etc. We sit with the representatives of the States. Representatives of the Archaeological Survey of India are invited. Central Road Organisation people are invited. We ask the Roads Organisation to let us know which are the highways they are taking up and we suggest that there is need for providing priorities to certain areas and to provide links with the State Highways. The State Governments of Bihar, U.P. have been asked to take this on priority-basis. We have this coordination. We have worked out complete project in which every thing is tied up. U.P. was provided with Rs. 15 crores for construction of roads and work has started. Rs. 37 crores has been provided by the Central Road Organisation as a special measure to accelerate work on those roads. We have discussed with the Archaeological Survey of India where Stupas and other things will come. We have advised the State Governments on which points it is necessary to have facilities for the tourists."

2.20 The Ministry of Tourism has planned for a growth rate of 15 per cent in respect of foreign tourist traffic to India from 1986 onwards till 1990. The Committee are not aware of the basis of such projections as they do not seem to be relatable to the actual tourist arrivals during the last five years or the past growth rate or projections made by the Indian Institute of Public Opinion. The Committee are informed that there is no regular all Indian system to collect foreign tourists' arrival figures in India and reliable Statewise figures are not available as only a few States make some efforts to collect such figures whereas in others there is no system to measure foreign tourists inflow. The last survey about foreign tourists arrival in India was conducted by the Indian Statistical Institute in 1982-83 and the Ministry of Tourism are now on the look out for a suitable agency to conduct another such survey.

The Committee are surprised that how in the absence of exact information regarding foreign tourists flow to various destinations in India, it is possible for the Government to have perspective planning for further development of such destinations by providing much needed infrastructural facilities to reach such areas and in the proper development of such areas. The Committee would impress upon the Government to conduct an authentic survey regarding foreign tourists arrivals, the destinations popular with them, identify such areas as have requisite potential of being popular with them and develop them as tourist attractions on priority basis, as it hardly needs to be stressed that such traffic is a very important and vital source for earning precious foreign exchange for the country.

2.21 The Committee also desire that Ministry of Tourism should continue making sustained efforts to project abroad India as a major tourist destination and evolve suitable strategies for different overseas markets and obtain upto-date information on the basis of current tourist trends and disseminate this information for being utilised at home for planning requisite facilities expected to be provided for such foreign tourists to different destinations in India.

B. Tourist Statistics and Monitoring Cells

2.22 The Ministry of Tourism had informed the Committee that the foreign tourist arrivals to the country are counted at their ports of entry. The disembarkation cards being filled-in by the tourists at their ports of disembarkation are used for obtaining the statistics of foreign tourist arrivals in the country. These cards are collected by the immigration officials at the concerned airports and checkposts duly filled in by the tourists. The relevant details contained in these cards are then copied into transcription sheets for the use of Ministry of Tourism. The data thus collected are then processed with the help of the mini-computer installed in the Department.

2.23 Regarding domestic tourism the Ministry has stated that the initiative for the collection of statistics is comparatively recent. Early, the Government did not have even standard definition and procedures for the collection of statistics on the subject. A Working Group was, therefore, appointed by the Central Government in 1977 to evolve suitable definitions and proper statistical procedures. The report submitted by the Working Group in 1979, suggested that a regular system should be established for the collection of tourist statistics from accommodation establishments. They also suggested that the State/U.T. Governments should set-up statistical cells in their tourism departments for the purpose. The recommendations of the Working Group were forwarded to all the State/U.T. Governments for compliance. As a result of these recommendations and further follow-up action, 16 state/U.T. Governments, including Orissa, have created Statistical Cells in their tourism departments. Efforts are now continued to persuade the other State/U.T. Governments also to set-up appropriate statistical machineries as well as to perfect the systems in all the States. The recent initiative in this regard was to organise a Workshop on the collection of domestic tourism statistics. The concepts, definitions and methods of data collection were explained in the Workshop for the benefit of the State Governments.

2.24 It has been further stated that the "graphs and charts of foreign tourist arrival statistics are prepared from time to time for various uses. The Market Research Division of the Ministry is engaged in the collection and tabulation of tourism statistics. The Division is also now monitoring the

collection of foreign and domestic tourism statistics in different States/Union Territories.”

2.25 When asked instead of entrusting the work relating to monitoring to the Marketing and Research Division why the Ministry did not have a separate cell for monitoring, the Secretary, Ministry of Tourism, stated during the evidence :

“They monitor in States. We have no separate unit for the purpose.”

2.26 The attention of the Secretary, Ministry of Tourism, was then drawn to the following recommendation of the Committee made in their Sixth Report (1985-86) on Tourism Promotion in Himachal Pradesh which had already been accepted by the Ministry :

“The Committee would like the Department of Tourism to urgently evolve a suitable and effective machinery for the collection of information on tourist traffic in the country, both international and domestic, and the traffic attracted by each State so that developmental activities could be planned realistically and not on an *ad hoc* basis as appears to be the case at present.”

2.27 In their Action Taken reply, the Ministry of Tourism had then stated :

“...A Central Scheme has now been proposed for strengthening of the statistical cell in the Department of Tourism for providing the most needed directions and coordination to the State Governments. The Scheme envisages collection of tourist arrivals data from accommodations establishments on a regular basis from all the tourist centres and cities in the country through the State Governments. This will also provide statistics of foreign tourists visting different parts of the country on a regular basis. Augmentation of field staff in the State Department of tourism may also be required when the scheme starts progressing in various States. However, the immediate necessity is to strengthen the statistical cell of the Department of Tourism and a proposal for the same is already under considerations of the Finance.”

2.28 The Secretary, Ministry of Tourism, during the evidence, informed the Committee :

“We have already created this cell under a Deputy Secretary. But the basic data has to come from the State Governments. They have to set up the corresponding machinery with the field staff provided. In all the States, in fact their own Finance Departments are not giving the necessary field staff, the additionality in the staff that is required for setting up this field organisation. But we have with the approval of Finance, created a cell over here and it has been compa-

terised also, headed by a Deputy Secretary, and we have organised a workshop on that, and we have laid down guidelines on which this has to be organised."

2.29 Regarding States, where cells have been set-up for the collection of data regarding foreign tourist arrivals and other allied activities, the Ministry of Tourism, in a note furnished to the Committee, has stated that "Statistical Cells have been set up in the tourism departments of 16 States/UTs for the collection of tourism statistics. Though these cells are set-up basically for the collection of domestic tourism statistics, they will collect the statistics of foreign tourist arrivals also. The States/UTs which have set-up such cells so far, are the following :

1. Assam
2. Bihar
3. Gujarat
4. Haryana
5. Jammu & Kashmir
6. Kerala
7. Manipur
8. Mizoram
9. Orissa
10. Rajasthan
11. Tamil Nadu
12. Uttar Pradesh
13. Arunachal Pradesh
14. Delhi
15. Goa, Daman & Diu
16. Pondicherry.

2.30 It is also stated that "the Department has also undertaken a Pilot Study on Domestic Tourism in 22 selected centres of the country to know the pattern of domestic tourism in the country. Tourism Potential Surveys have been recently taken-up in Himachal Pradesh, Jammu & Kashmir, Goa, Daman & Diu and North Eastern Region to assess the tourism potentials of these States and Union Territories. In addition, the National Sample Survey Organisation of the Department of Statistics has now agreed to include a small schedule on domestic tourism in their next round of survey starting from July, 1987."

2.31. The Committee note that the statistical cells have been set up in the Tourism Department of 16 States/Union Territories for the collection of tourism statistics and that the Secretary, Ministry of Tourism has recently addressed a letter to all the State/Union Territory Governments, request-

ing them to furnish monthly statistics of tourist arrivals in the accommodation establishments, both approved and unapproved. The Committee find that the statistical cells, wherever they have been set up are not properly manned. The Committee, therefore, feel that in the absence of statistical cells having been set up in the remaining States/Union Territories and existence of skeletal staff in 16 States/Union Territories which have such cells, the accuracy and authenticity of tourist statistics furnished by States/Union Territories in response to the Tourism Secretary's letter would leave much to be desired. The Committee would, therefore, expect the Ministry of Tourism to impress upon the States/Union Territories to take appropriate measures for setting up of statistical cells in the States/Union Territories which do not have such cells and for providing adequate staff by the concerned Governments which have set up such cells for the collection of authentic information on tourist traffic in the country, both international and domestic, as only realistic planning for development of tourist activities and the use of advanced means for compilation of statistics, would go a long way to accelerate the compilation of required data on tourism. The Committee appreciate the beginning made in this direction by the Central Government and would expect them to exhort the States/Union Territories to take advantage of advanced technology for the purpose and accelerate their own pace in the direction of establishing a suitable and effective machinery for compilation of tourist data.

CHAPTER III

TOURISM IN ORISSA

3.1 Orissa has great but largely untapped tourism potential. The cultural attraction of Orissa focus around the Golden Triangle. The natural attractions of Orissa include not only extensive sea line right from Chandaneswar to Gopalpur-on-sea, luxuriant forests of Ushakothi and Simlipal, geological park of Nandankanan but also refreshing Hot Springs of Atri, Tarabalo and Tapapani and to cap them all the proud possession of great Chilka Lake. The provision of infrastructural facilities and giving adequate tourist publicity to Orissa, is undoubtedly a monumental task.

3.2 In a note on the Potentialities and Development of Tourism in Orissa it has been stated that "Tourism as a separate Department stated operating in the State in early seventies. The plan outlay in tourism sector which was a meagre Rs. 57 lakh during the Fifth Five Year Plan period was increased to Rs. 3.25 crores in the Sixth Five Year Plan. It has gone upto Rs. 6.25 crore in the Seventh Five Year Plan. But even this outlay does not commensurate with the potential of the State. However, with the available resources, the State has been able to make beginning in creation of infrastructure for the tourists which has paid rich dividends as evident from the growth in the tourist traffic to the State. Till a few years back, the accommodation facilities for tourists in Orissa was not very much encouraging. With commencement of Sixth Five Year Plan however, sustained efforts were made to increase the hotel rooms for tourists for various spending groups. In 1981 hotels were declared as industry and thereby private entrepreneurs got encouraged to set up good hotels. It may be noted that Orissa is the first state in the country to declare hotel as industry. As a result many quality hotels sprang up throughout the State in general and in Puri, Bhubaneswar and Cuttack in particular. The number of hotels/beds for the high spending group which was only 6 having 181 rooms/333 beds in the beginning of 1980 rose to 31 having 1003 rooms/1931 beds by the end of 1985.

3.3 With the creation of the Orissa Tourism Development Corporation Ltd. establishment and operation of accommodation facilities for the middle and high spending groups of tourist in the public sector have been entrusted to the Orissa Tourism Development Corporation. . . . To cater information and provide on-the-spot assistance to the tourists, there are at present 18 Tourist Offices, two outside the State—and 16 inside the State.

3.4 Tourism in Orissa is in a stage of growth and there is still much spadework to be done. There has to be concerted efforts by the Centre, the State as well as the private sector for harnessing tourism potential of the State.

A. Tourist Traffic

3.5 In a note submitted to the Committee the Ministry of Tourism has stated that the Central Government do not compile statistics of domestic tourist traffic. However, as per the information available from the State Government the tourist traffic to Orissa during the last five years has been as under :—

| Year | No. of domestic tourists | No. of foreign tourists |
|------|--------------------------|-------------------------|
| 1980 | 1,90,293 | 23,941 |
| 1981 | 3,51,738 | 26,323 |
| 1982 | 5,86,597 | 27,138 |
| 1983 | 7,14,491 | 29,487 |
| 1984 | 5,82,992 | 28,373 |

3.6 Regarding causes of decline in tourist traffic in Orissa in 1984 as compared to 1983, the Ministry of Tourism has informed the Committee that no specific study has been undertaken by the Ministry of Tourism to find out the causes of decline in the tourist traffic to Orissa in 1984 as compared to 1983. There was, however, a general decline in the total foreign tourist traffic to the country during 1984, due to the adverse media coverage of various unfortunate incidents in the country. This must have affected the tourist traffic to Orissa also.

3.7 As regards reducing the period involved collection of tourist figures, the Ministry has stated that the State Departments of Tourism are responsible for the collection of tourist statistics in their respective States. While some of the State Governments have started collecting such statistics, others have not taken up the work so far. Even in respect of those States, where some systems of collecting the statistics exist, the time taken by them to compile the information varies. The figures from Jammu & Kashmir and Goa are available without much delay. The statistics in respect of Orissa for the year 1985 is now available. The estimates are 670,902 domestic tourists and 26,134 foreign tourists. The time gap in the compilation of these statistics is mainly due to poor and delayed responses from accommodation establishments and other institutions. Lack of sufficient man-power and computing facilities is also a major reason for the delay in the compilation of these statistics. The delay can, therefore, be reduced by increasing the man-power resources for data collection and tabulation and also by improving the responses from accommodation establishments.

B. Tourist Accommodation

(i) Hotel

3.8 According to the latest survey conducted by the Government of Orissa, the number of hotels available in the State as on 1-4-1986 was 281 with 11,196 beds.

Asked if the number of hotels with beds available in Orissa was sufficient to cater to the needs of the foreign as well as domestic tourists, the Ministry of Tourism, in a note, submitted to the Committee, has stated that "it has made projections of hotel accommodation requirement on an all India basis only. According to these projections, 59,000 hotel rooms of the approved category will be required by 1990 at different places of tourist importance in the country to cater to the foreign tourist arrivals expected by them."

3.9 According to Seventh Five Year Plan document "there are at present 425 approved hotels in the public and private sectors with room availability of 30,799. In addition, 216 hotels are under construction. With their completion, the availability of hotel rooms would increase to 43,663. The growth of hotel accommodation in the country has been lopsided in so far as there are too many hotels concentrated in the metropolitan areas. Moreover, about 50 per cent of these hotels are in the 5-star category and there is great shortage of hotel accommodation of 1-3 star category which is patronised by quite a large number of tourists. It is necessary to rectify the situation and thrust in the Seventh Plan would be to develop low priced, inexpensive but clean accommodation at places of tourist interest which are already experiencing shortage of such accommodation. Private Sector would be encouraged to play greater role in provision of such inexpensive accommodation also. In the Seventh Plan, about 15,000 additional rooms may need to be built to meet the anticipated growth of traffic which will be provided in private sector hotels as well as in youth hostels, yatri niwases and yatrikas to be constructed by the Central and State Governments."

3.10 Regarding classified hotels in Orissa, in a note furnished to the Committee it has been stated that "at present, there are only 8 hotels which are on the approved list of Department of Tourism. The details about number of rooms in these hotels and their occupancy ratio are as under :

| S. No. | City | Name of the hotel | Star category | No. of rooms | Occupancy ratio (1985) |
|--------|-----------------|------------------------|---------------|--------------|------------------------|
| 1. | Bhubaneswar | Konark | 5 | 72 | 35.0 |
| 2. | Do. | Swosti | 4 | 50 | 46.0 |
| 3. | Do. | Prachi | 2 | 48 | 55.7 |
| 4. | Do. | Kalinga Ashok | 2 | 33 | 29.0 |
| 5. | Do. | Oberoi | * | 65 | 44.0 |
| 6. | Gopalpur-on-sea | Oberoi Palm Beach | 2 | 21 | 38.9 |
| 7. | Puri | South Eastern Railway. | 2 | 36 | @ |
| 8. | Cuttack | Aristocrat | 2 | 30 | @ |

* (Yet to be classified)
@ Information called for

3.11 The occupancy ratio of these hotels would show that at present instead of shortage there is an excess capacity of hotel accommodation of

the approved category. However, no estimate has been made about the requirements of beds in Orissa in or around 1996."

3.12 Regarding low occupancy ratio in Hotel Kalinga Ashok when compared with other hotels the representative of the Ministry informed the Committee, during the evidence :

"There is very heavy construction going. We are adding some facilities to the hotels. We are adding 36 rooms to the hotel."

He further stated :

"The main building is complete but we are having a little problem in so far as noise, sound and dust etc. are concerned which is being generated as a result of the additional construction activity going on for the new wing of the hotel. International tourists are very reluctant to stay in hotels where construction is going on. Suddenly there is a great spurt in hotel accommodation in Bhubaneswar. It has also contributed to decline in demand for ITDC hotels."

3.13 Regarding hotel tariffs, the Ministry of Tourism in a note submitted to the Committee, has stated that out of 8 hotels in Orissa, which are on the approved list of the Department of Tourism, 7 are classified hotels—one each of the 5 and 4 star category and five of the 2-star category. The number of hotels falling in these categories in the rest of the country is 36 each in the 5-star and 4-star category and 131 in the 2-star category. A comparative statement showing the tariff and occupancy ratio of star category hotels in Orissa and the range of tariff of hotels of similar categories in other parts of the country as furnished by the Ministry is given below :

| Orissa | | | | Approved tariff elsewhere in the country. | | | |
|---------------|-----------------|-------------------|------------------------|---|-------------------|--------------------------------|------------------------------|
| Star Category | City | Name of Hotel | Occupancy ratio (1985) | Approved tariff Single A/C | D/AC | S/AC | D/AC |
| | | | | Single non-AC | D/Non A/C | S/Non AC | D/Non A.C. |
| 5. | Bubaneswar | Konark | 35.0 | 375—515 | 475—515 | 425—800 | 550—900 |
| 4. | Do. | Swosti | 46.0 | 250 | 325 | 210—600 | 270—760 |
| 2. | Do. | Prachi | 55.7 | — | 350 | 125—350 50—80 to 100—180 | 120—440 105 to 260—275 |
| 2. | Do. | Kalinga Ashok | 29.0 | 350 | 425 | — | Do. |
| 2. | Gopalpur-On-Sea | Oberoi Palm Beach | 38.9 | 480 | 640 | — | Do. |
| 2. | Puri | S.E. Railway | @ | 96 54—66 | 132 90—102A.P. | — | Do. |
| 2. | Cuttack | Aristocrat | @ | Not yet applied | | | Do. |

(@ Information called for)

There are in all 382 classified hotels in the country. The information about the occupancy ratio of each hotel is not available with the Department of Tourism. However, depending upon their location, the occupancy ratio of some of them is reportedly as high as 90% or even more.

3.14 Regarding rationalisation of the tariffs, the Ministry has informed that in accordance with the regulatory conditions prescribed by the Central Department of Tourism, tariff of approved hotels is fixed by the Department keeping in view a variety of factors such as location, star categories, a need to provide a reasonable return on investment, the range of facilities provided etc.

3.15 As regards collaboration with private sector for the development of infrastructure for tourism, the Ministry of Tourism has stated that "there is no direct Government scheme to associate private sector for the development of infrastructure for tourism in Orissa. However, to encourage private parties to construct more hotels, the Government of Orissa is treating hotels as industry in the State as a result of which all incentives and facilities available to private entrepreneurs for establishment of industries have been made available to them. Private parties are also being encouraged by the Government of India to construct more hotels by extending to them certain tax/fiscal reliefs; facility of institutional loan, priority consideration in the allotment of scarcity items like L.P.G. (Cooking gas), telephone and telex connections; and grant of foreign exchange for imports and overseas advertising publicity and promotion."

3.16 One of the main objectives for the tourism sector in the Seventh Plan is according the status of an industry to tourism. About treating hotels as an industry, during the evidence, the Secretary, Ministry of Tourism stated :

"It is our thinking that hotel should be treated as an industry. At the Government of India level, as I mentioned, we have been able to persuade Finance to declare this and the Ministry of Tourism has taken specific steps. Apart from Orissa, other States like West Bengal, U.P., Kerala, Haryana have done it. They have declared that it would be an industry. But they have not followed it up.

Tourism includes hotel. In fact tourism has wider area. Transport and other elements come in. We have been pursuing this matter with the various Governments and at the Central level we are pursuing various reliefs that should be given to the Industry. We have made some headway and we hope that this would lead to many more concessions."

3.17 Regarding implications of declaring hotel as an 'Industry' in a note furnished to the Committee, the Ministry of Tourism has stated that "declaration of hotels as 'Industry' entitles hotels, right from the planning stage,

to such incentives/concessions as are available to other industrial ventures, like supply of water, electricity, etc. at reduced rates."

3.18 The Committee note that the Government of Orissa has declared hotel as an industry as a result of which incentives and facilities available to private entrepreneurs for establishment of industries have been made available to it. The Committee are sure that this will encourage private sector to have greater participative involvement in development of infrastructure for the tourism. The Committee, however, recommend that, as envisaged in the Seventh Plan, instead of merely declaring hotel as an industry the Ministry of Tourism should actively pursue with the State Governments, including the Government of Orissa, and impress upon them to declare "Tourism" as a whole as an industry in their respective States so as to give necessary impetus to the development of tourism in the country.

(ii) *Facilities in classified Hotels*

3.19 To ensure that the approved hotels provide facilities of the requisite grade to the tourists and do not charge prohibitive rates from them the Ministry of Tourism in a note furnished to the Committee has stated that "the Central Department of Tourism has prescribed Guidelines for approval of hotels, right at the project/planning stage, and if the hotels are already functioning then for bringing them on the approved list after their inspection and classification by the Hotel and Restaurant Approval and Classification Committee. The Guidelines include, among other things, the criteria laying down the infrastructure and the standard of service and other facilities for different star categories of hotels. Separately, the Department has also prescribed Regulatory Conditions for approved hotels. In accordance with these conditions, the hotel should at all times adhere to the high standards of maintenance and services for which it has been recognised. The regulatory Conditions further prescribe that the hotel tariff should be fixed in consultation with the Department of Tourism. At present, there is a formula to regulate tariff of approved hotels, therefore the question of their charging prohibitive rates does not arise."

3.20 The Ministry has further stated that "with a view to ensuring that approved hotels conform to the standards of their respective star categories periodical inspections of these hotels are carried out by officers from the Headquarters Establishment of the Department of Tourism as well as by its Regional Tourist Offices at intervals. The deficiencies noticed during these inspections are intimated to the concerned hotels with the requirement to take necessary remedial steps to rectify them within a specified period. In the event of their failure to do so, the Department has the right to withdraw the approval in terms of the Regulatory Conditions."

3.21 Asked, during evidence, to elucidate whether functioning of Hotel & Restaurant Approval and Classification Committee was just to classify the hotels only or to make surprise inspections also, the Secretary, Ministry of Tourism informed the Committee :

"The Committee is concerned with classification and it is also concerned with periodic inspections which are carried out and, in fact, a number of inspections have been carried out and where faults have been found due to non-conformity to the requirements, notices are given and they are asked to rectify them. In certain cases, they are given three months and in certain cases where it involves more time, we have given six months. We have already issued 133 notices on the basis of these inspections to various hotels all over the country."

He further informed the Committee that "73 hotels have been declassified."

3.22 In reply to a question whether the Central Government was bringing forward any legislation for regulating the hotel industry in the country, and if so, the details thereof, the Ministry of Tourism in a written reply stated that "there is no proposal at present under consideration of the Central Government to introduce legislation for regulating the hotel industry in the country."

3.23 The attention of the Secretary Tourism was then drawn to the following recommendation made by the Committee in their Sixth Report (1985-86) regarding central legislation to regulate the hotel industry :

"The Committee feel that there is need for a central legislation regulating the hotel industry in the country. Fleecing of tourists, both domestic and foreign, by hotels without making available even standard facilities creates a bad image of the country abroad and acts as a damper to the enthusiasm of the potential tourists to undertake the journey again. Government should not be powerless in disciplining the hotel and other allied industries who are catering to the tourists to conform to certain standards. The Committee recommend that the Department of Tourism should seriously consider the urgent need for a suitable legislation on this subject being brought before Parliament at the earliest."

3.24 In their Action Taken Reply to the Committee the Ministry of Tourism had stated on 13-1-1986 :—

"Quality control and maintenance of standards in the hotels is primarily the responsibility of the concerned hotels. In the

national interest and in the interests of tourism promotion in the country, however, it is necessary to have an external agency to exercise adequate control over the hotels so as to ensure that the desired standards are maintained. The Department of Tourism has been trying to exercise this control so far through a set of regulatory conditions applicable to the hotels in the approved category. It is true that in the absence of legislative support these regulatory conditions have not proved effective enough in disciplining the hotels and other allied industries who are catering to the tourists. Further these regulatory conditions have no relevance as regards the hotels in the unapproved category which incidentally far outnumber the hotels in the approved category. In these circumstances, it will be worthwhile to consider having a comprehensive legislation to regulate through central and State agencies the functioning of hotels and other allied industries and in pursuance of the recommendation made by the Estimates Committee in this regard the Department of Tourism is examining the proposal to introduce a suitable legislation in this regard."

3.25 The Committee had in their 30th Report (1985-86) on Action Taken by Government on the recommendations contained in the Sixth Report (8th Lok Sabha) presented to Lok Sabha on 10-4-1986 observed :

"The Committee had recommended that there was need for a central legislation regulating the hotel industry in the country. The Committee note that the Department of Tourism is examining the proposal for introduction of a suitable legislative proposal in this regard. The Committee hope that the matter would be examined quickly and suitable legislative proposals brought before Parliament at the earliest."

3.26 In a note furnished to the Committee subsequently the Ministry of Tourism has stated that "Following the recommendations made by the Estimates Committee a communication was sent to all overseas Government of India Tourist Offices requesting them to collect copies of appropriate legislation prevailing in the countries of their jurisdiction on the subject. Similarly, all State Directors of Tourism have also been requested for information relating to State Legislation on the subject. The matter is being examined further."

3.27 The lack of adequate facilities and other malpractices prevalent in the hotel and allied industries in the country act as a major damper to the enthusiasm of the potential tourists and inhibit tourist traffic, particularly of the foreign and 'repeat' tourists, besides portraying a bad image of the country abroad. The Committee had, therefore, in their Sixth Report, 1985-86,

emphasised the need for central legislation to check the malpractices prevalent in the hotel and allied industries. The Ministry had in their action taken reply on 1st January, 1986 stated that "the Department of Tourism is examining the proposal to introduce a suitable legislation in this regard." The Committee are perturbed to note that after lapse of a short period of just over a year the Ministry, in the first instance stated that "there is no proposal at present under consideration of the Central Government to introduce legislation for regulating hotel industry in the country" and later when confronted with their own reply accepting the Committee's earlier recommendation regarding Central Legislation to discipline hotel industry, they retracted their statement to state that "their offices have been instructed to collect similar legislation, if any, available in other countries or in different States." The Committee strongly deprecate this tendency of the Ministry to take the Committee's earlier recommendation light heartedly and trying to mislead the Committee during evidence. If Government had some genuine difficulties in implementing the recommendation of the Committee, the Committee would have appreciated if the same had been brought to the notice of the Committee for solution rather than the Ministry choosing to twist the facts for the reasons best known to them. The Committee fail to see any rationale behind such tactics adopted by the Ministry in the matter. In the present case the Committee have accepted the explanation of the Secretary, Tourism and would like the Ministry to go into the matter thoroughly to find out how all this happened and take appropriate steps to see that recommendations of the Committee are treated with due respect and implemented in letter and spirit in future.

The Committee reiterate their earlier recommendation and would like the Government to seriously consider the urgent need to bring forward suitable legislation before Parliament at the earliest to discipline the hotel and allied industries in the interest of development of tourism in the country.

3.28 The Committee would emphasise on the Ministry to ensure that surprise and realistic inspections are carried out periodically by the Hotel and Restaurant Approval and Classification Committee to ensure that the hotels continue to conform to the prescribed minimum standards.

(iii) *Yatri Niwas & Tourist Lodges*

3.29 For providing facilities to the budget tourists, the Committee have been informed that the Department of Tourism has sanctioned funds for the construction of 60 bed Yatri Niwas at Satpada. Another proposal for a Yatri Niwas at Konark is under consideration.

3.30 When asked unlike other countries, where so many poor sections took advantage of the tourist centres, in India an impression had gained

ground that they were meant for affluent or semi affluent people only, the Secretary, Ministry of Tourism, clarified :

"This criticism is not without force. But we are inviting proposals from the State Governments. A large number of Yatri Niwas are coming up which are for the budget tourists. And in Yatrikas, Pilgrim Centre, you can get a bed for Rs. 2/-. We are providing 90% assistance to Yatrikas and 100% assistance to Yatri Niwas."

3.31 In a note furnished to the Committee the Ministry of Tourism has further stated that under the plan programme of Central Department of Tourism the construction of a Yatri Niwas at Satpada at an estimated cost of Rs. 26.50 lakhs has been included. An amount of Rs. 5.00 lakhs has already been released to the State Government of Orissa for its construction. The monitoring of a project is done through periodical meetings with the officials of the concerned State Governments, through correspondence and by receipt of utilisation certificates from the Executing Agency.

3.32 Regarding target date for completion of the Yatri Niwas at Satpada, the Ministry of Tourism informed the Committee that "Government of Orissa is being pursued to complete the construction of Yatri Niwas at Satpada during the financial year 1987-88. The State Government's contribution towards the construction of Yatri Niwas at Satpada is in the form of land free of charge, approach road, electricity and water connection etc. It is a joint venture by the Central Government with the concerned State Government."

(iv) *Construction of Yatrikas*

3.33 In a note furnished to the Committee, the Ministry of Tourism has stated a Yatrika is being constructed by Bhartiya Yatri Avas Vikas Samiti at Puri. 90% of the cost of construction will be borne by the Department of Tourism. In addition, the State Government has also been requested to identify some more places for the construction of Yatrikas at places of pilgrimage in the State. The land in such cases has to be made available by the State Government.

3.34 Clarifying further the Ministry of Tourism has stated that construction of Yatrikas is undertaken by an organisation Bhartiya Yatri Avas Vikas Samiti, which is a registered voluntary body and sponsored by this Ministry. The Central Government, Ministry of Tourism gives 90% of the cost for each Yatrika (Dharamshala) and the balance 10% being managed by the Samiti through donations. The State Government, however, gives the land free of cost to the Samiti for construction of this accommodation unit. As the funds are released as grant-in-aid to the Samiti the release of funds for construction of Yatrika in favour of the State Government by

the Central Department of Tourism, therefore, does not arise. It is estimated that the Yatrika at Puri will be completed by the end of 1987.

3.35 Regarding identification of some more places for the construction of Yatrikas, the Ministry of Tourism has stated that "the Bhartiya Yatri Avas Vikas Samiti in consultation with the Central Department of Tourism and State Government have identified Konark and Bhubaneswar for construction of Yatrikas one each at Konar and Bhubaneswar."

3.36 The Ministry of Tourism has also informed the Committee that "the State Governments have been requested to consider formation of state-level organisations on the pattern of Bhartiya Yatri Avas Vikas Samiti."

3.37 Asked how the functioning of these Voluntary Organisation was monitored, the Secretary, Ministry of Tourism, during the evidence, informed;

"There is one Central Organisation for the whole country and the State Government monitor this organisation."

3.38 Regarding check on the money being granted to them, the Secretary, Ministry of Tourism stated :

"Half the members are from the Government side. So there is a natural check on the money. Actually there was a big demand for the Voluntary Organisations. They were willing to provide accommodation at this rate i.e. Rs. 2/- per bed per day whereas most of the State Governments were not able to do the same. That is why the Government had to take this decision."

3.39 Asked if the organisation maintained these Yatrikas properly, the Secretary, Ministry of Tourism informed :

"They are responsible for maintaining it. If it is not working satisfactorily, there is a Committee which would recommend its taking over."

3.40 The Committee are keen to see that the domestic tourists, particularly the budget tourists interested in cultural sightseeing and pilgrimage tourism, which constitute a major chunk of the domestic tourists, are provided with clean and hygienic lodging facilities at reasonable rates. The Committee would like the Ministry of Tourism to accelerate the process of identification of places for construction of Yatrikas and keep a watch on the utilisation of the amounts allotted by the Central Government to ensure that these are utilised for the purpose for which they have been given and keep themselves abreast of the progress by effectively monitoring the ongoing projects in Orissa, where central finances are involved. It should be ensured that no compromise is made in respect of hygiene, cleanliness, safety and security to be provided in the accommodation for the budget

tourists. The Committee also stress the need for encouraging the State Governments to establish State level organisations on the pattern of Bhartiya Yatri Avas Vikas Samiti. They should consider the feasibility of harnessing the enthusiasm, expertise and finances available with local organisations by involving the local voluntary organisations, institutions, Endowment trusts etc. in the construction activities at the places of tourists attraction and pilgrimage centres so as to ease the accommodation problem for budget tourists and for those belonging to lower-middle strata of the society.

The Committee attaches great importance to the maintenance of the existing accommodation for tourists in good condition and in that context would impress upon the Government to ensure that the Yatrikas etc. after construction, are maintained in good living conditions.

CHAPTER IV

TRANSPORT FACILITIES

A. Surface Transport

4.1 In a note furnished to the Committee, the Ministry of Tourism has stated that the transport facilities in organised sector catering to the needs of tourists both domestic and foreign are available at Bhubaneswar, Puri and Cuttack. Orissa State Tourism Development Corporation has a fleet of 15 cars comprising of indigenous and imported cars and 10 coaches, 1 cabin launch, 1 Fibreglass boat and 3 Auto Rickshaws. In addition from the records of Ministry of Transport, Department of Surface Transport, it is learnt that 50 All India Tourist Vehicles Permits and 200 tourist taxis have been issued in the state of Orissa. However, the details of deployment of these vehicles are not available with the Department of Tourism, Government of India.

4.2 The Ministry has further stated that although the State Road Transport Corporation runs a number of buses on major tourist routes like Bhubaneswar to Puri, Chilka, Gopalpur, Chandipur etc., for the convenience of general public as well as the tourists, the facilities cannot always be sufficient. At the same time Department of Tourism can only supplement the efforts of the Transport Undertaking. It is for this reason that the private sector has also been given a pride of place in the task of development of infrastructure for tourism. In order to provide transport facilities to tourists in interior areas, particularly wildlife sanctuaries, the Ministry of Tourism has provided assistance for purchase of mini coaches and wagons. It has also provided funds for purchase of two elephants at Simlipal. The State Tourism Development Corporation is augmenting its transport fleet, particularly to the interior areas. A proposal of the Tourism Development Corporation for providing more mini coaches to the wildlife sanctuary is under active consideration in the Ministry of Tourism. Moreover, the State Tourism Development Corporation has drawn up a programme to acquire more transport coaches in the next three years. These include airconditioned coaches, mini coaches, wagons and non-air-conditioned coaches.

4.3 It was pointed out, during evidence, that the air-conditioned coach belonging to OTDC which was provided to the Study Group of Estimates Committee during their study tour of Orissa in September, 1986 was badly leaking. Asked if such a coach was requisitioned for the use of

Study Group of the Committee what would be the condition of other coaches, the Secretary, Ministry of Tourism explained :—

“We have received some complaints from other parts also of the sub-standard quality of coaches being run by private operators in different parts and for this purpose, we have moved the Finance Ministry to permit a one-time import of 100 coaches and this matter is still pending with the Government. The Finance Ministry said that they would have no objection to the import provided the Ministry of Industry agreed because the Ministry of Industry felt that this would be a set-back to indigenous manufacturers. We have now taken up this matter at the level of the Cabinet Secretary and he is convening a meeting to have these issues resolved. If we are able to import better quality of coaches. We just want 100 from which duty concession may also be given so that it does not become uneconomic and if it is agreed to, it will make substantial difference.”

4.4 Asked to try to enlist the cooperation of organisations like Ex-servicemens' Organisation also, which ran some services from some of the airports to the city and from city to the airports and were cheap and punctual, to supplement the arrangement of transport, the Secretary, Ministry of Tourism during the evidence, stated : “That is a very good suggestion. We will make a note of it.”

4.5 The Committee need hardly point out that road transport facilities play a vital role in the successful creation and development of new tourist destinations as well as healthy growth of the existing tourist resorts. They, however, feel unhappy to be informed that the road transport being provided by the Orissa State Road Transport Corporation is neither sufficient, nor of requisite quality to cater fully to the needs and satisfaction of the tourists, especially the foreign tourists. The Committee wonder what would be the condition of coaches being provided to tourists, when the coach provided to the Study Group of the Committee, which visited Orissa in September, 1986, was in a bad shape and it leaked during the rain. The Committee would like the Ministry of Tourism to assess the requirement of tourist coaches in consultation with the Government of Orissa and fully supplement the efforts of Government of Orissa in this regard. The Committee would also like the Ministry to examine the feasibility of enlisting the co-operation of the organisations like ex-servicemens' organisations for augmenting the road transport facilities for tourists in Orissa.

4.6 The Committee note that there is a proposal to import 100 coaches for the use of tourists in the country. The Committee would, however, like the Government to go in for coaches of requisite quality built indigenously rather than going in for imported ones, unless they come to the con-

clusion that coaches of required standard and quality are not available within the country.

B. Air and Rail Facilities

Air facilities

4.7 Regarding Indian Airlines services to and from Bhubaneswar, in a note furnished to the Committee the Ministry of Tourism has stated that Indian Airlines are operating a daily Boeing 737 service between Delhi and Bhubaneswar *via* Raipur. Indian Airlines are also operating Boeing 737 Services four days a week on sectors Calcutta-Bhubaneswar-Nagpur-Hyderabad and three days a week on Sector Calcutta-Bhubaneswar-Nagpur-Bombay. According to Indian Airlines the capacity at present provided from Bhubaneswar to the above cities sufficiently meets the passenger demand. However to attract more international tourists to Orissa the State Government is of the opinion that an Indian Airlines flight linking Bhubaneswar with Kathmandu *via* Varanasi is necessary. Besides, the State Government feels that a flight connecting Delhi-Bhubaneswar-Port Blair could also increase the tourist traffic to Orissa.

4.8 Regarding Vayudoot Services the Ministry of Tourism has stated that Vayudoot operates a Dornier 228 Aircraft, with a capacity of 18 passengers, three days a week from Hyderabad to Bhubaneswar and back *via* Rajamundry and Vishakapatnam. Vayudoot is scheduled to operate the following Dornier 228 flights with effect from 1st December, 1986 :

- (a) Three days a week from Calcutta to Bhubaneswar and back *via* Rourkela.
- (b) Three days a week from Calcutta to Ranchi and back *via* Rourkela.

4.9 It is subsequently understood from the Ministry of Tourism that the flight from Calcutta to Ranchi *via* Rourkela has since been started. However, Vayudoot is operating a direct flight from Calcutta to Bhubaneswar and not *via* Rourkela.

4.10 Vayudoot also has plans to connect Jeypore, Gopalpur and Jharsuguda during the financial year 1986-87, subject to availability of infrastructure facility and aircraft capacity. They have successfully conducted a proving flight at Jeypore on 2nd October, 1986 to determine the feasibility of operations to and from Jeypore. A joint inspection team shall be visiting Jeypore to inspect the airfield and security arrangements very shortly.

4.11 To develop Bhubaneswar as a major international tourist destination it is necessary to operate charter flights. It would be possible to operate such charter flights if the runway of the airport is extended and other arrangements made for receiving charters. Department of Tourism has also taken up this matter with the Ministry of Civil Aviation.

4.12 Asked whether there were any proposals to expand the airstrip at Bhubaneswar for receiving international flights, the Secretary, Ministry of Tourism informed the Committee during evidence :—

“We have already made a recommendation and the matter is agreed to in principle by the Civil Aviation Department and they are working on it.”

4.13 During the tour of Study Group I of the Estimates Committee to Bhubaneswar in September, 1986. The representatives of the State Government of Orissa had also suggested to the Committee for extension of runway of Bhubaneswar Airport for accommodating Air Bus Services. They had also suggested to the Committee that Vayudoot services should also extend to Bhubaneswar-Jaypore-Vizag route.

Rail facilities

4.14 Regarding through fast trains from different destinations to places of tourist interest in Orissa, in a note furnished to the Committee, the Ministry of Tourism has stated that “there are already super fast trains connecting Puri, Bhubaneswar with Delhi, Calcutta, Bombay, Madras and Hyderabad. More fast trains could be provided to connect with other important cities like Ahmedabad, Bangalore, Trivandrum and Patna, provided the traffic projections justified the same.”

4.15 During the tour of Study Group I to Bhubaneswar it has also been represented by the Officials of State Government that “for the convenience of the tourists the number of AC-II tier seats in the Tirupati-Puri Express as in Hyderabad-Howrah Express trains should be increased and steam engines of these trains should be replaced by diesel engines.” They also suggested that a day train to Calcutta should be introduced.

4.16 The Committee need hardly stress that Charter Flights can give a great fillip to the development of tourism in the country. The Committee feel that for developing Bhubaneswar as a major international tourist destination it is imperative to extend the runway of the Airport so that Charter Flights of modern bigger planes could be received at the Airport. The Committee note that the matter is already under consideration of the Ministry of Civil Aviation. The Committee would like the Ministry of Tourism/ Ministry of Civil Aviation to finalise the matter without any further delay so that the work could be started in right earnest. The Committee agree

that flights linking Bhubaneswar-Kathmandu via Varanasi and Delhi-Bhubaneswar-Port Blair are necessary for the growth of tourism in Orissa. They would like the Government to explore the feasibility of introducing these flights urgently. The Committee would also like the Government to conduct a survey to find out the possible tourist centres in Orissa which could be inter-linked by Vayudoot Flights.

4.17 So far as the augmentation of the railway facilities in Orissa is concerned, the Committee would like the Ministry of Railway to assess the needs in consultation with the Government of Orissa and take action accordingly. In this connection, the question of introducing a day train from Calcutta to Bhubaneswar also merits consideration.

C. Conducted tours

4.18 In a note furnished to the Committee, the Ministry of Tourism has stated that in order to attract less affluent foreign tourists the Ministry of Tourism, Government of India, in collaboration with leading hotliers and travel agents etc. has drawn a programme called 'Affordable India'. Under the scheme, a number of airlines, hotels and travel agents offer discounts upto 20 per cent to tourists visiting India from 16th April to 30th of June and in the month of September. To start with, the scheme was launched from Europe, but is likely to be extended to other major markets like Japan and USA in 1987. The Government of India has also adopted a liberalised policy in respect of charter flights which are mostly availed of by less affluent foreign tourists. In order to attract tourist traffic from USA and UK, the Ministry of Tourism has launched special publicity campaigns in these markets. In order to attract more traffic from New Zealand, the Ministry of Tourism and Air India organised a number of promotional seminars in that country. The promotion of tourist traffic from all market generating countries is a continuous process and plans are drawn on long term as well as short term basis depending on the market situation.

4.19 The Ministry of Tourism has further stated that the Orissa Tourism Development Corporation operates the following types of conducted tours :

- (1) *Local sightseeing of Bhubaneswar.*—This includes places of tourist interest in and around Bhubaneswar and Nandankanan Zoological Park.
- (2) *Conducted tour of the golden triangle.*—This tour starts from Cuttack and touches Bhubaneswar-Konark-Puri.
- (3) *Conducted tour from Puri.*—This originates and terminates at Puri touching Bhubaneswar and Konark.
- (4) *Puri-Chilka conducted tours (during tourist season only).*—It originates at Puri, goes to Chilka via Bhubaneswar and

returns to Puri in the evening. These tours have been operating during the last three years.

4.20 The Ministry has also elucidated that introduction of package tour is taken up depending upon the market demand and feasibility of the package. Recently a number of special package tours have been introduced. These package tours provide accommodation and transport facilities besides some discount on food items. A number of private operators also operate conducted tours from Puri and Bhubaneswar during the peak tourist season but these are not very regular specially during the off season.

4.21 Regarding conducted tours exclusively for the youths, central Government employees, old retired persons, Women and Holiday tours for school going children, the Ministry of Tourism has stated that package tours for youth and students for Bhubaneswar-Puri-Konark-Chilka and some other places have been introduced. Central Government employees, old retired persons, etc. can take advantage of two different economy package tours run by Orissa State Tourism Development Corporation. The tariff for economy package (I) for Bhubaneswar-Barkul (Chilka) of 4 nights and 5 days duration is Rs. 202.00 per person on twin sharing basis, and Rs. 405.00 for a couple with children below 12 years sharing their parent's room free. The tariff for 5 days Economy package (II) also for Bhubaneswar-Barkul (Chilka) with launch cruise to Kalijai and some other Chilka lake Islands is Rs. 327.00 for a single person on twin sharing basis; and Rs. 654.00 for a couple. Children between 3 to 12 years sharing their parent's room are charged at 50% rate. No separate package has been prepared for school going children.

4.22 The Committee take note of the efforts being made by the Ministry of Tourism to attract less affluent foreign tourists through a programme called 'Affordable India', in collaboration with leading hoteliers, airlines, travel agents etc. and appreciate that the Government of India has adopted a liberalised policy in respect of Charter flights, which are mostly availed of by less affluent foreign tourists. The Committee desire that Ministry of Tourism should devise more such schemes, after assessing the efficacy and contribution of on-going schemes in generating tourist flow to the country and appropriately popularise abroad, in new markets and among less affluent foreign tourists, tourist attractions available in Orissa also along with other tourist destinations in India.

4.23 The Committee further note that conducted and economy package tours in Orissa are being operated for youth, students and Government Employees. The Committee feel that wide publicity should be given to such tours so that domestic tourist yow to Orissa also catches up with the tourist flow to other neighbouring States.

CHAPTER V

SCHEMES FOR DEVELOPMENT OF TOURISM

A. Development of Travel Circuits

5.1 It has been stated that "the Department of Tourism in consultation with the State Government have identified the following two Travel Circuits in the State of Orissa which are to be developed in a phased manner by the Central, State and Private sectors :

1. Bhubaneswar-Puri-Konark-Dhaulti- Ratnagiri- Lalitgiri- Udaigiri-Bhadrak-Chandipur-Khiching-Joshiapur (Simlipal) and back.
2. Bhubaneswar-Chilka Lake-Gopalpur-on-Sea-Taptapani-Koraput-Bolangir-Jharsuguda-Angul-Tikkarpara-Talcher-Bhubaneswar."

5.2 Asked to state the fields of collaboration between the Central, State and Private Sectors, the Ministry of Tourism has, in a note furnished to the Committee, stated that "as the resources for development of tourism infrastructure in the country are limited, joint effort of the Central, the State and the Private sectors is required. The various schemes and projects for which the State Government require the Central assistance have been selected in consultation with the State Government. The centrally sponsored schemes are implemented in places of tourist importance which attract foreign tourists as well as domestic tourists. Besides centrally sponsored schemes, the State Governments also have their own schemes and projects to be implemented from the State funds. There is no restriction for the private sector to implement their projects for the development of tourism. There are no clear cut areas of collaboration, but care is taken to see that no overlappings occur. If and when necessary, meetings with the private sectors are arranged at the Central as well as the State levels."

5.3 Regarding present stage of development of the Travel Circuits, the Ministry has further stated that "the concept of travel circuits for development of tourism infrastructure was mooted during 1981-82. But in view of the limited resources, this concept has been reviewed and some centres falling in the travel circuits which require priorities are being selected. Development of tourist centres is an on-going process which will ultimately cover all the places of tourist interest. Implementation of various schemes is subject to availability of funds, therefore, no target date can be fixed for completion of the schemes."

5.4 The Seventh Five Year Plan also envisages the development of selected tourist circuits/centres which are popular with tourists instead of spreading limited resources thin over a large number of circuits/centres.

B. Sun Temple at Konark—Construction of Toilet Block

5.5 In a note furnished to the Committee the Ministry of Tourism has stated that a sanction of Rs. 3.49 lakhs was given in 1983-84 out of which Rs. 2.61 lakhs was released to the State Government in 1983-84. The construction was held up on account of lack of identification/availability of land by the State Government.

5.6 Regarding the basis of the releasing the amount of Rs. 2.61 lakhs in 1983-84 when the land required for the construction of toilet block was not identified by the State Government, the Ministry of Tourism has clarified that "the State Government had requested the Department of Tourism for the release of funds to the extent of Rs. 2.61 lakh on the understanding that the land required for the construction of toilet block had been identified by them and will be made available by it, hence the release was made in 1983-84. It is only subsequently that it transpired that the land in question came under the purview of the ASI and therefore the State Government could not acquire it. Later on another plot of land was identified; the project is under implementation and it is expected to be completed during the current financial year."

C. Construction of Day-Centre at Konark

5.7 In a note furnished to the Committee the Ministry of Tourism has stated that "the Central Government is examining two proposals received from the State Government for Central assistance on Konark involving provision of basic amenities for tourists at Chandrabhaga and construction of Day-Centre at Konark at an approximate cost of Rs. 28.15 lakhs. The State Government has been requested to furnish more clarification before the case can be processed."

5.8 Asked to state seriatim the history of the proposal, the Ministry of Tourism has further stated that "the first proposal for both Chandrabhaga and Day Centre/Shopping Complex at Konark was received on 9-10-85. Clarifications regarding the proposal were sought on 13-11-85. Requisite clarifications were received on 23/25-8-86 with revised proposal for both projects for an estimated cost of Rs. 11.00 lakhs (Chandrabhaga) and Rs. 47.45 lakhs (Konark) respectively. On 15-9-86 the State Government was informed that the Department of Tourism can finance only the provision of canteen, urinals etc. at a total cost of Rs. 5.17 lakhs for Konark and Rs. 3.89 lakhs for Chandrabhaga in accordance with the estimates received with their proposals, provided that the other components are created by State Government out of their own resources. The matter has since been finalised by granting Rs. 3.89 lakhs for Chandrabhaga. In so far as Day Centre at Konark is concerned, the proposal is not agreed to by Integrated Finance."

5.9 As envisaged in the Seventh Five Year Plan, instead of spreading limited resources thin over a large number of circuits/centres, only selected tourists circuits/centres popular with the tourists should be identified and developed in a phased manner. The Committee are unhappy to be informed that there are no clear areas of collaboration between different agencies viz. Central, State and Private Sector. They are sure that in the absence of any coordinating body to monitor the efforts of different agencies and for ironing out differences, there is bound to be overlapping of efforts and resultant distortions. This is borne out by the fact that a sum of Rs. 3.49 lakhs was sanctioned by the Ministry of Tourism in 1983-84 for the construction of toilet block near Sun Temple at Konark and an amount of Rs. 2.61 lakhs therefor was released in 1983-84 itself even though the construction of toilet block could not have been taken up on account of wrong identification of land for the purpose, which in fact came within the purview of the Archaeological Survey of India and could not be acquired. The project is still not complete after a period of almost three years of the release of funds by the Ministry of Tourism.

5.10 The Committee do appreciate the enthusiasm on the part of the Ministry of Tourism to provide funds for the development of tourists facilities but would sound a note of caution to steer clear of all the pit-falls and half-cooked projects being taken up without proper study. The Committee recommend that where a number of different agencies are involved in a project, the Government should make one nodal agency accountable for coordinating the efforts. They would also exhort the Central Government to issue unambiguous and clear guidelines demarcating the areas of central assistance and States own responsibilities so as to avoid duplication and overlapping of efforts in the interest of the project being completed without avoidable delay.

D. Survey for Beach Tourism

5.11 Regarding survey of Beaches, in a note furnished to the Committee, the Ministry of Tourism has stated that in April, 1985, the State Government had approached the Department of Tourism for central financial assistance to the extent of Rs. 13.15 lakhs to conduct a survey of the beach between Puri and Konark through the National Institute of Oceanography, Goa who had submitted a project report and estimate to that effect. However, this proposal was not accepted by Integrated Finance because a Report on the Balaghai Beach near Puri (Orissa) prepared by the same organisation in March, 1981 was already available. This position was conveyed to Secretary (Tourism), Government of Orissa in December, 1985, and he had agreed to drop the State Government's proposal for survey of Puri-Konark beach.

5.12 The National Institute of Oceanography, Goa in its report on "Reconnaissance Survey of the Beach at Balaghai, Puri, Orissa" submitted

to the Department of Tourism, Sports and Culture, Government of Orissa in March, 1981 had stated that "for the purpose of developing a hotel complex and tourist resorts, the area landward of the recently built marine drive and beyond the casurina plantation seem to be quite suitable, provided no constructions like fisheries jetty or harbour is going to be built in the vicinity of the area."

5.13 The Institute had further recommended that "Balaghai beach forms a part of a long straight beach. At the time of inspection, there were no beach feature like cusps etc. The beach material was fine to medium sand. This indicates that during most part of the year the beach is quite safe for swimming etc., as no rip currents or high waves are likely to occur. However, this may not be the case in all the seasons as the current and wave conditions greatly vary from season to season. During the South West monsoon period (June to September), the sea could be very rough. Hence, it is essential to study the environmental conditions with special reference to currents, waves, tides and beach characteristics for at least a year in order to assess the area realistically in regard to swimming etc. The beach resort and hotel complex is proposed to be located at about 750 metres landward of the maximum high water. There are two dunes to act as a natural defence line for the beach resort against the forces of the sea. The proposed location of the beach resort is, therefore, quite safe provided that the other man-made structures are built protruding into the sea, thereby creating an imbalance between the forces maintaining the beach stability in the region."

5.14 Asked to state the action taken on the recommendation of the report prepared by the National Institute of Oceanography, Goa, in a note furnished to the Committee, the Ministry of Tourism has stated that "the recommendations of the report will be borne in mind when considering beach resort proposals to be located on this Beach."

E. Development of Beach Resorts

5.15 It has been stated that "the Government of India have decided to partially lift the ban relating to construction of Beach resorts within 500 metres of the High Tide line along the sea shore. The relaxation would be applicable to four locations all over India including Puri and Konark in Orissa."

5.16 Asked to state any proposal in this regard received from the State Government and the action taken thereon by the Central Government, in a note submitted to the Committee, the Ministry of Tourism has stated that "during the current financial year the State Government have forwarded two proposals for beach resort development to the Ministry of Tourism, out of which one related to setting up a beach resort at Mohododhinivas

located on Puri-Konark Beach and the other at Chandipur close to Balasore. The Puri-Konark proposal was received in September, 1986 and envisages the provision of 276 beds beach resort on the State Government's land at a total cost of Rs. 74.40 lakhs, out of which Central Government's contribution requested by the State Government is to the tune of Rs. 49.00 lakhs. The proposal has been processed and certain clarifications including State Government undertaking for transfer of land to the Central Government are awaited, to enable consideration by Integrated Finance."

5.17 The Committee are of the view that in the interest of Beach Tourism in Orissa, beach resorts are required to be encouraged after careful and in-depth study. The Committee desire that soon after the clarifications sought from the State Government regarding the 276 Bed Beach resorts on Puri-Konark Beach are received and examined, a realistic view of the project should be taken and central assistance provided without any further delay.

F. Development of Chilka Lake

5.18 In a pamphlet brought out by the Orissa Tourism, the scenic splendour and economic potential of the Chilka Lake has been described thus :

"Nestling in the heart of coastal Orissa, Chilka is the biggest inland lake in the country. Spreading over 1100 square kilometres, arching across the lengths of the Puri and Ganjam districts, it connects the Bay of Bengal in a narrow mouth, thus forming an enormous lagoon of brackish water. Dotted with numerous emerald green islands, with such colourful names as Honeymoon Island and Breakfast Island, home of the richest variety of aquatic fauna, sanctuary and winter resort of migratory birds from as far as Siberia, Chilka is a veritable wonder of nature.

With its bounteous gifts of fish, the lake provides succour to thousands of families of fishermen as simple as mother nature herself. Hundreds of boats sail in the blue expanse of the lake everyday, in search of mackerel, prawn and crab and provide a living pageant of rural India at its colourful best. Encircled by picturesque hills all along its arched shape, its colour changing in Kaleidoscopic glory with passing clouds and the moving Sun, its body rolling in languid abandon, excited by the gentle breeze wafted from the Bay of Bengal, Chilika, the queen of nature welcomes you with open arms. If ever there was a thing of beauty a joy for ever, it is this, it is Chilika."

5.19 The Chilka lake not only attracts tourists from all over the globe by its scenic beauty, sports and games but also numerous research and

scientific workers of national and international repute. Besides, the value of total production of fish and prawns from Chilka Lake is about Rs. 10 crores annually. Hence, the planned development of Chilka Lake is of paramount importance.

5.20 It has been stated that "a master Plan is under preparation by the T.C.P.O., New Delhi and expected to be ready during the current financial year at a total cost of Rs. 8.40 lakhs out of which Rs. 2.00 lakhs has been released."

5.21 Asked to state the salient features of the Master Plan and the expected increase of tourist traffic to Chilka Lake after its development, in a note furnished to the Committee, the Ministry of Tourism has stated that "the salient features of the Master Plan of Chilka Lake include formulation of micro plan/integrated comprehensive development plan/master plan covering the lake and its environs including existing places of tourist importance. The plan will cover conceptual framework, integrated major circulation network, environment aspects, landscaping, tourist infrastructure facilities. Preparation of detailed lay-outs/site plans for environmental sites will *inter-alia* cover lay-out of roads, tourist infrastructure facilities, picnic spots, tourist huts, restaurants, hotels, cultural and recreational area, in accordance with the proposal of overall integrated development schemes. Micro level planning with designs of buildings will also be included in the Master Plan. The Master Plan was commissioned in December, 1984 and the work is expected to be completed by March, 1987. Projections for the tourist traffic can be made only on completion of Master Plan and implementation of various development schemes envisaged in the Master Plan."

G. Water Sports at Chilka Lake

5.22 In reply to Starred Question No. 227 dated 1-8-86, the Minister of State in the Ministry of Tourism has stated that "in the Seventh Five Year Plan, we have schemes of Rs. 79.44 lakhs to further develop Chilka Lake....."

5.23 Asked if the development of Water Sports was also contemplated at Chilka Lake, in a note furnished to the Committee, the Ministry of Tourism has stated that "in July, 1986 the State Government had forwarded a proposal to develop water sports and other facilities at Chilka Lake, at an estimated cost of Rs. 63.50 lakhs, out of which Central contribution is to the tune of Rs. 49.00 lakhs. During 1985-86 one 34 Seater cruise boat for plying in Chilka Lake, was purchased by the Department and supplied to the State Government. This was in addition to the earlier (1984) supply of 2 boats, 2 water skiing sets, and two life jackets at a cost of Rs. 1.80 lakhs for water sports on the lake."

5.24 The Committee have also been informed that "the Master Plan under preparation by the TCPO, New Delhi will take into account not only ecology but also the existing and projected activities such as Shipping, Fisheries, other attractions, Naval and water sports facilities in and around Chilka. The environmental conservation will also be covered."

5.25 Regarding a bird sanctuary at Chilka Lake, the Ministry has stated that "the Department of Tourism has not received any proposal to set up a bird sanctuary at Chilka Lake. Department of Tourism however does not deal with bird sanctuaries which is the purview of the Ministry of Environment and Forests."

5.26 Asked during the evidence if it was not the duty of the Ministry of Tourism to look after the sanctuaries, because they formed part of the tourist attractions, the Secretary, Ministry of Tourism stated :

"I entirely agree that they should be included. We will take it up with the Planning Commission. In the Seventh Plan some pattern is there. They are not willing to take up any new Scheme or changes other than what is already agreed to."

5.27 The representative of the Government further stated :—

"in declaring places like the Chilka Lake as sanctuary there are some problems. For example Chilka Lake has very good potentiality for fish also, and if it is declared as a sanctuary, then nobody can perhaps fish in the lake."

5.28 Asked to demarcate the Lake into the different zones, the representative informed the Committee :

"That is what is being done by the Town and Country Planning Organisation (TCPO) New Delhi. Some area will be set apart for fishing, some for bird sanctuary and so on.

5.29 Asked to state the action taken for removal of silt from Chilka Lake earmarking of fishing zones thereon, development of water sports without disturbing the ecology and for protection of Nalabon where birds from Siberia came in winter. The Ministry of Tourism in a note submitted to the Committee stated that "a Master Plan for Chilka Lake is under preparation by Town & Country Planning Organisation (TCPO), New Delhi and is expected to be ready by the end of the current financial year. The earmarking of precise fishing zones and other areas for development of various activities including development of water sports, as well as construction of tourist infrastructure are expected to be taken up only after the receipt of the finalised version of the Master Plan. The removal of silt from relevant zones in the lake can also be decided on the basis of the plan. The matter is being pursued with the State Government. Pre-

ervation of ecology and environment has been the prime consideration of Government, in recognition of which, the master plan is being prepared. While implementing the recommendations of the Master Plan, care will be taken to ensure that no disturbance is caused to the Siberian birds coming to this area during the winter. TCPO has also been requested to give their opinion on the above points while preparing their report."

5.30 Asked if there was any system for coordination of activities of the various Ministers concerned with promotion of tourism, the Secretary, Ministry of Tourism, during the evidence informed :

"We have a standing Committee for promoting cultural tourism, which has Secretary, Culture as a member on it; D. G. Archaeology is there; Secretary, Department of Tourism, Secretary, Ministry of Information and Broadcasting, is also there. We meet frequently to discuss these problems which relate to those areas. Then we have coordination with Civil Aviation Department, Railways and so on. We discuss the various projects where the Railways can help the tourist promotion. Similarly with Civil Aviation we have frequent meetings; apart from that there is a proposal to have a Committee which has representatives of all the agencies which are involved with the promotion of tourism, like Civil Aviation, Urban Development, Archaeology, Information and Broadcasting, and this Committee, we had suggested at one stage, might be headed by the Prime Minister, but the Prime Minister had indicated that he may not have the time for this and it is now going to be headed by the Ministry of Tourism. We are planning it and we are still working on it tourism is one involving several departments, and the Secretary, Department of Tourism and the DG Tourism have to coordinate the various agencies and then integrate all of them. I entirely agree that there is a need for institutional set up. and we are working on it."

5.31 The Committee are of the considered view that development of Chilka Lake is of paramount importance for the promotion of Tourism in Orissa. The Committee are, however, unhappy over the tardy progress in the preparation of Master Plan of Chilka by the Town and Country Planning Organisation, New Delhi, which was commissioned in 1984. They have, now, been assured that the Master Plan will be completed in the current year. The Committee desire that as soon as the work of the Master Plan is completed it should be studied in all its ramifications and the work of development of Chilka Lake taken in hand at the earliest. The potentialities of Chilka Lake for development of fisheries, water sports, bird sanctuary etc. are immense and do not require to be over-emphasised, these are required to be properly exploited in the interest of tourism promotion, both domestic

and international. The Committee recommend that there should be balanced development of Chilka Lake after demarcation of various zones, viz. fishing zone, zone for water sports, Siberian birds etc. and by giving utmost consideration for the preservation of ecology and environment. The Committee are sanguine that this project will not be allowed to suffer on account of inadequate attention by the concerned authorities including any constraints in regard to assistance by the Ministry of Tourism.

H. Floodlighting of Khandagiri-Udaigiri Caves

5.32 In a note furnished to the Committee, the Ministry of Tourism has stated that "Department of Tourism has sanctioned an amount of Rs. 8.10 lakhs to the State Government for floodlighting Khandagiri-Udaigiri caves in Orissa."

5.33 Asked to state the progress of work and reasons for delay in taking up the work, the Ministry informed the Committee that "Khandagiri and Udaigiri are archaeological monuments under the control and management of the Archaeological Survey of India. The State Government felt that apart from lighting, other development works like landscaping, etc. had to be taken together. Funds for such work are to be provided by the State Government and the Archaeological Survey of India. At present, the State Government is preparing a Master Plan for both landscaping as well as lighting. As soon as the Master Plan is prepared and approved by the ASI, lighting work will be taken up alongwith landscaping. The lighting work has been some-what delayed because competent persons who can prepare such plans are extremely few. It is learnt that the State PWD had called for tenders but did not get any good response. It has now been suggested by the ASI to engage the services of one Shri Srinivasan, who has done some lighting work in some other monuments of ASI."

5.34 Elucidating further, the Ministry has stated that "the proposal for floodlighting of Khandagiri-Udaigiri caves was received by the Department of Tourism in February, 1984 at an estimated cost of Rs. 10.84 lakhs. After getting all the details, sanction for Rs. 8.10 lakhs for meeting the expenditure on capital cost of floodlighting of Khandagiri-Udaigiri Hills was issued on 16-6-1984 and Rs. 7.29 lakhs representing 90% cost of the project was released in favour of Department of Tourism, Government of Orissa for the above purpose. No utilisation report has been received from the State Government despite a number of reminders. The Government of Orissa informed the Ministry of Tourism in October, 1986 that in order to become a tourist attraction, it is necessary to carry out landscaping in addition to the floodlighting. For this purpose they have now asked the Bhubaneswar Development Authority to prepare a detailed Master Plan which is yet to be finalised. The State Government has also discussed

the matter with Director General, Archaeological Survey of India, who has agreed to consider providing some funds for landscaping of the area. The State Government has not submitted any proposal to Ministry of Tourism seeking expenditure for landscaping."

I. *Master Plan of Ratnagiri-Udaigiri-Lalitgiri (District Cuttack) Caves*

5.35 It has been stated in the Preliminary Material that "even though the State Government had not made any proposal to the Department of Tourism for the preparation of a Master Plan of Khandagiri-Udaigiri caves, the Department of Tourism on its own initiative has placed an order for Master Plan of Ratnagiri-Udaigiri-Lalitgiri (District Cuttack) to be prepared by the Town & Country Planning Organisation (TCPO) at a cost of Rs. 4.00 lakhs."

5.36 Asked to state the present stage of preparation of Master Plan and the time by when the work would be completed, in a note furnished to the Committee the Ministry of Tourism has stated that "the Master Plan of Ratnagiri-Udaigiri-Lalitgiri is being prepared by Town & Country Planning Organisation (TCPO), New Delhi. The Master Plan was entrusted to this Organisation in 1981-82 at a cost of Rs. 4.00 lakhs, out of which Rs. 3.20 lakhs have already been advanced to the Organisation in two instalments. The Plan envisages conservation of archaeological monuments/area, development of monuments complex and needed tourist infrastructure, with the development of a central core as the main centre of tourist attraction at Sukuapara. The Plan also includes proposals for clearance, relocation, rehabilitation of the existing villages and hamlets and protected monuments and the adjoining areas. About two months ago the draft master plan was sent to the State department of Tourism for their consideration. On the basis of views received from the State Government, the final development plan is now under preparation, and is expected to be ready during the current financial year."

5.37 The Committee are of the view that for the growth of tourism traffic to the State, including Buddhist tourists, development and popularisation of the Khandagiri-Udaigiri caves as also the Ratnagiri-Udaigiri and Lalitgiri caves is of very great significance. The Committee are constrained to note the lack of coordination exhibited in the matter of floodlighting of Khandagiri-Udaigiri caves. An amount of Rs. 7.29 lakhs for the project was released by the Ministry of Tourism on 16-6-1984 which remained unutilised for a period of over two years by State Government and it was only in October, 1986 that the Government of Orissa informed that it was necessary to carry out landscaping of the caves also in addition to floodlighting, for which a detailed master plan was yet to be finalised. This is yet another example where the Ministry of Tourism has released funds without going into the

matter in depth. It is indicative of the casual approach and complete lack of coordination and monitoring the effectiveness of the funds released for the development of tourism in Orissa. The Committee expect the work relating to preparation of Master Plan for floodlighting and landscaping of the Khandagiri-Udaigiri caves to be completed at an early date.

5.38 Although the Committee appreciate the suo moto initiative taken by Ministry of Tourism in regard to entrusting the work of the preparation of Master Plan for Ratnagiri-Udaigiri-Lalitgiri (District Cuttack) to Town and Country Planning Organisation, New Delhi in 1981-82, yet they cannot condone the delay and time taken in the preparation of the Master Plan. The Committee hope that the final development Plan which is now said to be under preparation will be completed at the earliest and work of development of the area taken up without delay.

5.39 The Committee desire that the Plans, both in regard to Khandagiri-Udaigiri as also Ratnagiri-Udaigiri-Lalitgiri, be implemented without delay and in close coordination of the agencies concerned viz. State Government, the Ministry of Tourism and the Archaeological Survey of India.

J. Development of hot springs

5.40 It has been stated in the Preliminary Material that "the readily identified hot water springs in Orissa are at Atri and Taptapani. The Department has in consultation with the State Government identified Taptapani as one of 20 centres in Orissa to be developed in a phased manner pooling combined resources of the Centre, State and the private sector."

5.41 The other 19 centres of tourists attraction in Orissa to be developed in a phased manner are :

Bhubaneswar — Puri — Konark — Dhauli — Ratnagiri — Lalitgiri
— Udaigiri — Bhadrak — Chandipur — Khiching — Joshipur
— Simlipal — Chilka Lake — Gopalpur-on-See — Koraput
— Bolangir — Jharsuguda — Angul — Tikkarapara.

5.42 In a note on the potentialities and development of tourism in Orissa brought out by the Department of Tourism, Government of Orissa, it has been stated that "more refreshing in the winter are the hot sulphur springs at Atri, Taptapani, Deulajhri and Tarabalo. While a bath complex is nearing completion at Atri the sulphur water at Taptapani has been channelised to the bath tubs of the Panthaniwas. Out of all Tarabalo is unique because of the fact that the hot water points are spread over big stretch of land."

5.43 Asked about the proposed steps to exploit the potential of sulphur springs available in Atri and Tarabalo on the lines of Taptapani

for attracting foreign tourist traffic, the Ministry of Tourism has in a note stated "the State Government had proposed the construction of wayside facilities at several places including Taptapani (Hot Springs) which have been sanctioned by the Department of Tourism on 2-9-1986. The Central Government will extend financial assistance to the extent of Rs. 6.98 lakhs for the construction of wayside facilities at Taptapani. So far no proposal has been received from the State Government in respect of Atri and Tarabalo. The proposals when received will be considered subject to availability of funds."

5.44 The Study Group of the Committee which visited Orissa was impressed by the vast potential of hot water springs available at Atri and Tarabalo. Whereas some efforts have been made to develop Taptapani, the neglected area of Tarabalo and Atri requires to be explored properly on scientific lines to gauge whether the potential of the hot water springs can be harnessed and exploited commercially in the interest of development of tourism there. The Committee would have appreciated if the initiative had come from the State Government for the development of this area in the interest of tourism. They, however, recommend that any schemes for the development of the area, if received, from the State Government be given sympathetic consideration and necessary assistance provided on priority basis.

CHAPTER VI

EMPLOYMENT AND TRAINING

A. *Employment in Tourism Sector*

6.1 It has been stated that as per the estimates available, the total employment in the tourism sector, including indirect employment, was 4.5 million in the year 1980. The State-wise and industry-wise break-up of this estimate is not available.

6.2 Asked about the basis of this figure of 4.5 million, in a note submitted to the Committee the Ministry of Tourism has stated that the estimate has been worked-out by the Planning Commission on the basis of surveys and Input-Output tables. Similar estimates for later years and at dis-aggregate levels are not available. However, on the basis of the growth rates achieved in employment in the services sector, the estimated employment in the tourism sector during 1985 would be about 6 million including indirect employment.

6.3 The Ministry of Tourism has further stated that no organised statistics on persons employed encompassing the whole tourism sector is being maintained by the State Departments of Tourism at present.

B. *The Institute of Tourism and Travel Management*

6.4 It has been stated that during the Seventh Five Year Plan special emphasis is being given to the training and professionalisation of personnel employed in the tourism sector. The Department of Tourism had set up an Institute named The Indian Institute of Tourism & Travel Management in January, 1983 as a Society Registered under the Societies Registration Act, 1860 with headquarters at New Delhi. The Institute meets the educational and training requirements of the personnel already employed in or needed for the growing tourism industry, as also for developing professional outlook in tourism management at all levels, but particularly at the levels concerned with policy making and execution. The Institute also provides research and consultancy facilities, books and other reference material, and undertakes documentation and publication of suitable literature comprising journals, books, research papers etc.

6.5 The Ministry has further stated that a committee was set up to examine the future role of the IITTM and *inter alia*, the question of relationship between the IITTM and National Council of Hotel Management and Catering Technology. It was decided to examine the merger of these two institutes in economy and better utilisation of funds, staff and to avoid

duplication, later, a Committee under the Chairmanship of Cabinet Secretary decided, 'The Indian Institute of Tourism and Travel Management' should be merged with 'National Council of Hotel Management and Catering Technology'. This is under implementation at present."

6.6 The Committee have been informed that the Institute does not have a building of its own and is at present located in the Qutab Hotel by hiring two rooms. The Institute is still in the formative stage and is engaged in conducting Seminars, Workshops, In-service Executive Development Programmes (EDPs). The Institute has no faculty and is dependent on the expertise and faculty of experts in the trade who are hired and given nominal lecture fees.

6.7 It has been further stated that the following seminars and workshops and EDPs have been organised so far by the Institute :

1. Seminars/Workshops

- (i) Marketing India abroad—New Delhi 25-26th June, 1983.
- (ii) Management programme for Travel Agents, Bombay August, New Delhi, April, 1984.
- (iii) Marketing strategies for promotion of Tourism.
- (iv) Seminar on Tourism policy and planning for Government officials and Undertakings—New Delhi, March, 1985.
- (v) Seminar on Promotion of Wildlife Tourism—New Delhi—February, 1986.
- (vi) Workshop has been arranged for West Asia Travel Agents in Srinagar 14-17 October, 1986.

2. Executive Development Programmes

- (i) Management of Independent hotels, Bombay June, 1984.
- (ii) Management programme for Travel Agents, Bombay August, 1984.
- (iii) Management Programme for Travel Agents, New Delhi November, 1984.
- (iv) Management Programme on Leadership in Marketing, New Delhi, December, 1984.
- (v) Programme for German speaking guides in collaboration with Max Mueller Bhawan, December, 1984.
- (vi) In-service training programme for Deptt. of Tourism on Marketing of Indian Tourism abroad, New Delhi—29th May, 1st June, 1985.

- (vii) One-day Training Programme on 'Strategy for Indian Tourist Promotion 1985-95, New Delhi—25th July, 1985.
- (viii) In-service training programme for tourist officers of Eastern and North Eastern States at Shillong, 30th September to 4th October, 1985.
- (ix) 10-day in-service training programme for officers of the Deptt. of Tourism, New Delhi, January, 1986.
- (x) In-service training programme for tourist officers of the Central and State Governments on Tourism Marketing Management, New Delhi, 7-13 July, 1986.
- (xi) In-service training programme for tourist officers of the State Governments of the Southern region held in Madras from 18th to 23rd August, 1986.
- (xii) In-service training programme for tourist officers and guides of J&K Government held in Srinagar, Kashmir from 28th August to 3rd September, 1986.

6.8 It has also been stated that in addition, the Institute of Tourism and Travel Management also holds intensive courses at State Capitals at the request of the concerned State Government. Any State Government, State Tourism Development Corporation could sponsor 20-25 candidates to enable IITTM/Department of Tourism to hold a training programme in that State.

6.9 Regarding any course organised by the Institute at Bhubaneswar the Ministry of Tourism stated that the Government of Orissa informed on 31st August, 1985 that the State Government was working out details to conduct a training programme for the State tourist officers and Asstt. Tourist Officers. It was desired that the IITTM may assist the State Department of Tourism in organising the training programme. In the EDP organised by the institute in July, 1986 in New Delhi four officers from the Orissa Government attended the course held in New Delhi. The proposal to hold a similar training programme in Bhubaneswar in conjunction with State Government is under the consideration of IITTM.

6.10 The Committee on "Review of Operation Scheme" appointed by Department of Tourism, New Delhi in 1985 has *inter-alia* suggested :

"With a view to encourage inculcation of professionalism in the tourism Cadre, frequent inservice training programme should be introduced. These programmes should consist of refresher courses as well as advance courses for officers of the level of Assistant Directors and above. Now that the Department of Tourism have set up an Institute of Tourism and Travel Management, they could seek help from this Institute or take

recourse to courses run by bodies like the World Tourism Organisation."

C. Institute at Bhubaneswar

6.11 The Committee have been informed that the Institute at Bhubaneswar was established as a Foodcraft Institute in 1973 for imparting training in Craft Courses. Although no survey has been carried out to identify specifically the needs of the catering and hotel industry in the State of Orissa, in view of the increased demand for trained manpower for the hotel and catering industry in the State particularly at the Supervisory/Middle Management level, the Institute was upgraded to a diploma level Institute of Hotel Management w.e.f. 1-1-1984. The Institute is now geared to provide training at Craftsman and supervisory/middle management levels. Consequent upon upgradation, the entire financial responsibility, both revenues and capital, has been assumed by the Central Government. A sum of Rs. 47,84,500/- for building, hostel and staff quarters and Rs. 17,10,000/- for equipments has been released to the Society in order to improve the infrastructure of the Institute.

6.12 The Ministry of Tourism has further informed that the Institute having been upgraded only 2 years ago, is still in the formative stage. At the diploma level, however, the Institute would be geared to annually train manpower upto a capacity of 60 candidates in each year of the 3 year Diploma Courses and 150 for various craft courses connected with the Hotel Catering and tourism industry. The intake capacity from the current academic Session, 1986-87 at the Diploma level Institute at Bhubaneswar has been increased to 60 at the Diploma level and 110 at Craft level which is being fully utilised. The number of students trained in the various disciplines during the past three years is as under :—

| Year | Diploma | Craft | Others |
|---------|---------|-------|--------|
| 1983—84 | 16 | 67 | 79 |
| 1984—85 | 20 | 42 | 81 |
| 1985-86 | 50 | 61 | 94 |

6.13 The Committee need hardly emphasise that for achieving the goal of maximum satisfaction to the tourists, it is essential to induct highly qualified and trained personnel into the various segments of the tourism industry and therefore concerted and systematic efforts, both in the private and public sector, are called for. The Committee note that Indian Institute of Tourism and Travel Management was set up in January, 1983 for providing training and professionalism to the personnel employed in the tourism sector. However, in about 4 years of its inception the proposal is afoot for its merger with the National Council of Hotel Management and Catering Technology. The Committee would like to caution the Government that the intent and

purpose for which the Institute was set up should not be lost sight of in the process of merger and the Institute born out of the merger of the two said Institutes should be broader based with greater variety and higher quality of professional courses.

6.14 The Committee are glad to be informed that in order to cater to the needs of Supervisory/Middle Management level manpower for the Hotel and catering industry in Orissa, a diploma level Institute of Hotel Management has been set up. The Committee would like the Government to review the functioning of this Institute so that it could be fully geared up to cater to the ever-changing needs of the hotel and catering industry.

CHAPTER VII

TOURIST PUBLICITY

A. Marketing of India as a Travel Destination

7.1 In a note furnished to the Committee, it has been stated that the Ministry of Tourism is responsible for work relating to development and promotion of tourism. The promotional functions relate to overseas promotion and marketing of India as a travel destination, and the creation of awareness of tourist facilities and infrastructure available in India through the constant inter-action with Travel-Trade, media etc. These activities are channelled through 21 overseas offices located in different countries. The offices overseas form a direct link between the Ministry and the Travel Trade. Their functions include handing of enquiries, advertising, publicity, dissemination of information, Public Relations with Press, Travel Trade, media etc. and feed-back to the Ministry about current trends in tourism in the areas under their jurisdiction.

7.2 The Ministry has further elaborated that by 1967, 8 offices were established overseas at some focal points viz. New York, Paris, Frankfurt, London, Sydney, Tokyo, San Francisco and Chicago. Thereafter, in 1968, arrangements were made for closer coordination with Air India through launching of the "Operation" Scheme so as to obtain the maximum flow of tourists to India. This arrangement meant a joint promotional endeavour between the Ministry and Air India under the "Operation Scheme". The main concepts behind the Operation Scheme were as under :—

- (a) Elimination of lengthy administrative procedures;
- (b) Air India would have the Operational control and responsibility, giving maximum possible freedom to those working in the field.
- (c) Closest possible coordination between Ministry of Tourism and Air India with a view to maximising returns from integrated resources.
- (d) Sharing of Expenditure between Air India and the Ministry in the ratio of 80 : 20 or 100 : 20.

7.3 As per the agreement separate organisational identities of the Ministry and Air India were maintained. Later this "Scheme" was extended to other Regions also and at present the Ministry has the following Operations in existence :

- | | |
|-------------|---|
| (1) America | } |
| (2) Europe | |
| (3) U.K. | |

Sharing of expenditure in the ratio of 80:20 between Ministry and Air India.

- (4) West-Asia }
 (5) East-Asia }
 (6) Australia }

Sharing of expenditure in the ratio of 100:20 between Ministry and Air India.

These offices are manned partly by India-based officers and partly by locally recruited staff.

7.4 The Ministry has also stated that as a part of the promotional effort, particularly in the USA, it was decided in the early 70's to open 9 one-man offices and post Tourist Promotion Managers in selected cities, for developing traffic through maintaining a liaison with the media, major tour operators and other agencies handling tourists to India. These officers did not maintain any office premises and operated from their residences. In the 70's these offices played a useful role in generating interest in India as a tourist destination. However, in the early 80's, the Department reviewed its tourist promotion strategy, as a consequence of which a group of officers was set up to review the working of the Tourist Promotion Managers. As per the recommendations of this Group, consisting of senior officers of the Department, it was decided to close down the one-man offices at Dallas, Miami, Washington, San Francisco, Melbourne and Osaka with effect from 30-6-1985.

7.5 The share of expenditure of the Ministry of Tourism for the last three years, i.e. 1983-84, 1984-85, and 1985-86 on six Operation Schemes abroad under the heads Establishment Charges and Publicity & Promotion as furnished by the Ministry is as follows :—

| | (Rs. in lakhs) | | | | | |
|----------|-----------------------|---------|---------|-----------------------|---------|---------|
| | Establishment Charges | | | Publicity & Promotion | | |
| | 1983-84 | 1984-85 | 1985-86 | 1983-84 | 1984-85 | 1985-86 |
| Non-Plan | 106.37 | 117.93 | 122.90 | 201.66 | 255.70 | 228.10 |
| Plan | — | 1.50 | — | 62.21 | 86.76 | 274.88 |

7.6 The latter amount is released to Air India in instalments and covers all expenses other than salaries. These figures reflect expenditure in foreign exchange and do not include the amount contributed by Air India.

7.7 The Committee have been informed that a review of the working of overseas offices was recently carried out by a Committee of officers headed by Additional Director General in 1985-86. The Committee submitted its report in February, 1986. The salient recommendations of the Review Committee are :—

- (i) Closer coordination with Air India, the Indian Missions and other Government agencies operating abroad such as STC, Tea Board etc. for promotion of India in the Overseas Market.

- (ii) **Initiation of measures to promote India as a holiday destination and as a venue for international conferences and conventions as also adoption of measures to attract ethnic Indians to come to India and re-discover their roots.**
- (iii) **The existing offices to be re-organised and re-structured so that against the 21 locations, the offices may function at 16 locations, 2 of which were to be new ones at Sao Paolo and Nairobi. Closing down of the offices at Chicago, Milan, Vienna, Kuala Lumpur, Colombo, Dubai and Kathmandu.**
- (iv) **It was also suggested that all overseas offices should have at least two India based staff whose suitability should be carefully adjudged before posting, and who should compulsorily know one foreign language. Normal tenure of overseas posting should be 3 years and no one above the age of 55 years should be considered for such posting. Salaries of India based staff to be regulated under IFS/PLCA Rules and of locally recruited staff as per Mission Scales.**
- (v) **Against the existing strength of 37 India based and 64 local based posts, it was proposed to have 37 India based and 43 local based posts. Against the India based posts, it was suggested to reduce one post at the level of Regional Director and two at the level of Director and to create 3 posts at the level of Assistant Director and 3 at the level of Information Assistants.**
- (vi) **A regular system of inspection of overseas offices once in two years be evolved. The Committee also made several recommendations about development of manpower by proper training and adoption of proper recruitment policies.**

B. Place of Orissa in overall publicity

7.8 It has been stated, in the overall publicity and marketing strategy of the Department of Tourism, Orissa occupies an important place. The publicity and promotion for marketing India as a premier tourist destination is oriented towards projecting an image of the country as a whole. Within this overall image, specific brochures, folders and directories as well as posters and tour shells and audio-visuals are brought out on specific areas of tourist interest. Orissa has been one of the major areas in the Eastern Sector which the Ministry has been trying to focus, projecting Puri-Bhubaneswar-Konark as a new "golden triangle". Several brochures, posters and tour shells have been produced in the last 2 years under the Department's production programme, and the Ministry is planning to bring out Road Route Maps, Specially brochures and thematic folders in the current year's production programme. The specific budget provision for

each of the above items cannot be split up as the overall budget includes the cost of material that was produced for other regions as well. The overall budget for production publicity literature over the last three years is tabled below :

(Rupees in Lakhs)

| Year | Publicity & Production Unit | Domestic Tourism |
|---------|--------------------------------------|---------------------|
| 1984-85 | 100.00 | 5.00 |
| 1985-86 | 100.00 | 75.00 |
| 1986-87 | 180.00 | 80.00 |

7.9 It has been further stated that tourist attractions in Orissa, Puri-Bhubaneswar-Konark circuit, have been given special importance in folders, brochures and pamphlets and these materials are regularly disseminated by the Overseas and domestic offices. Last year a special folder (for use of tour operators and travel agents) depicting Orissa as the main circuit was produced alongwith a brochure on Orissa as well.

7.10 The Festival of India campaign in the United States for which the Ministry brought out the "Plan the Festival of Your Life" brochure has under the section titled "Some Sights you should not miss", the destinations Puri, Bhubaneswar and Konark. Under the heading "Astounding Wonders" the photographs of the Wheel of Sun Temple at Konark is the dominating visual. An impressive picture of an odissi dancer against the backdrop of a stone panel showing song and dance in ancient times in Orissa under the heading "Warm up to India" is also a highlight of the brochure. The advertisement campaign under the caption "Have the Festival of Your Life—in India it is wonderful" has also been published.

7.11 Regarding publicity the Secretary, Ministry of Tourism, during the evidence, stated :

"We have started publicity for other parts also. We are doing for Puri, Bhubaneswar, Chilka Lake and Konark. But we cannot go in for excessive publicity because till our infrastructure comes in, any excessive publicity may be counter-productive, We may not be able to accommodate people if they come in."

7.12 It has been further stated that in the current year's production programme comprising 45 Directories and 45 Folders, a Puri-Bhubaneswar-Konark folder is ready for distribution. The Department's "Discover India—Discover Yourself" campaign popularising the lesser known places has special focus on "Chilka" which shows the visual of this place and gives all related information necessary for a tourist proposing to visit

Orissa. The Ministry has also stated that though they do not use the term "Travel Circuits" any longer, the directories and folders essentially relate to areas of interest and to excursions near around major spots of tourist interest.

7.13 For using electronic media for publicity it has been stated that the Doordarshan, Cuttack has shown a number of programmes on places of tourist interest in Orissa like Chilka, Ratnagiri etc. The State Government has been advised to prepare a number of video films on different places of tourist interest and get them telecast in future. A 27 minute film on Orissa has been produced by the State Government and the Department of Tourism supported the State Government by paying for 50 prints. The State Government has been advised to get more films prepared so that the tourist potential could be highlighted through television and other means of media publicity.

7.14 Asked about the result of the steps taken to attract less affluent foreign tourists, the Secretary, Ministry of Tourism stated during evidence :—

"This started last year and while in 1985 the total arrivals were 1948, in 1986 it has gone up to 9340 persons. The bulk of the traffic is from France, because this scheme is operated in Europe only."

7.15 Regarding West Germany, Italy and Communist countries, the Secretary further informed the Committee :—

"Bulk of our tourists are from France and Italy. Focus of publicity is also there. Only selective approach has to be adopted because of limited funds. Spain is also picking up. A new service is going to operate viz, Delhi-Moscow-Stockholm. One of the biggest factor has been the Festival of India."

7.16 Asked whether the impact of the "Festival of India" was temporary, the Secretary, Ministry of Tourism stated :—

"But this will have an impact. By word of mouth and publicity, these people will be able to motivate more people. People are the biggest motivators. We also intend to follow it up by more intensive publicity. We will see that this momentum is sustained."

7.17 Regarding need of better publicity, the Secretary, Ministry of Tourism stated :—

"That is correct, We are trying to bring in more professional agencies for this."

C. Scheme "Have the Festival of Your Life—In India it is wonderful"

7.18 In reply on 8-8-1986 to Unstarred Question No. 3311 in Lok Sabha on "Facilities to Short Stay Travellers at Metropolitan Cities", the Minister of State in the Ministry of Tourism has *inter-alia* stated "In USA, the interest generated by the Festival of India celebrations was cashed in by organising promotional Evenings and Seminars. The Department is launching a special campaign with the byeline "Have the Festival of your life—In India it is wonderful".

7.19 It has been stated that the campaign for the United States Market captioned "Have the Festival of your life—in India it is Wonderful" was launched in the United States market from September, 1986 onwards. It highlights India as a destination for

- (1) Fun and adventure
- (2) Sightseeing
- (3) Wildlife
- (4) Shopping and art treasures

No specific destination has been projected in this 5 visual campaign, though the section highlighting "Monuments" focuses the Konark Sun temple in Orissa.

7.20 Asked about the impact of such campaigns on the tourist inflow the Ministry of Tourism, in a note furnished to the Committee has stated that since the campaign has been released only last month i. e. in September, it is too early to predict the results that may accrue from the same. An assessment will be possible only after we receive the response from the coupons which have been printed on each of our visual releases, and the feed back on which we will start obtaining from December end.

D. Assistance for Development of International Tourism

7.21 In reply to Unstarred Question No. 2264 in Lok Sabha on "Schemes for Development of International Tourism" the Minister of Tourism stated on 1-8-1986 that the scheme of Assistance for Development of International Tourism is being launched in the current financial year. The assistance would be available only to approved hotels/restaurants, approved travel agents/tour operators, IATA, Airlines and other approved/recognised entities and would be in the form of reimbursement in Indian currency. The programme, when fully in operation, will appreciably increase tourism in India.

7.22 Asked if the scheme of Assistance for Development of International Tourism has come into operation, in a note furnished to the Committee the Ministry of Tourism has stated that the scheme of Assistance for Development of International Tourism is proposed to be launched during

the current financial year. Under this programme, assistance would be available for schemes/projects with special reference to the following activities :—

1. Research/study of tourist markets abroad.
2. Publicity, advertising and other means of promoting tourism to India from foreign countries.
3. Cost of publicity material including printed material and films.
4. Participation in tourism exhibitions, fairs, festivals and similar activities in foreign countries.
5. Promotional delegations.
6. Organising travel to India by travel agents, tour operators, media people or TV films including Familiarisation tours.
7. Public relations/promotional activities relating to tourism to India.
8. Setting up of show rooms/display centres (not overseas offices).
9. Assistance to Air charter operators.
10. Organisation of seminars/workshops in India relating to foreign tourist arrivals.

7.23 The assistance would be available only to approved hotels/restaurants, approved travel agents/tour operators, IATA, Airlines and domestic airlines and other approved/recognised entities and would be in the form of reimbursement in Indian currency.

7.24 It has been further stated that assistance under this scheme would be available throughout India for such approved agencies. This would also be available to approved agencies mentioned above in all places in Orissa. The response to the scheme could be judged only after it becomes fully operational.

7.25 Regarding present position of the scheme it has been stated the scheme of Assistance for Development of International Tourism has been submitted to Integrated Finance for approval.

7.26 The Committee consider that for any sizeable impact on the flow of tourist traffic to India, the tourism publicity abroad has to play a vital role by using modern scientific techniques of publicity so as to reap the benefits flowing from such cultural fairs as Festival of India arranged in U.S.A. recently. The Committee note that over the years the Ministry of Tourism has launched a number of tourist campaigns abroad to market India as a travel destination and that as many as 21 offices (now to be reduced to 16 in pursuance of the recommendation of the Committee of

Officers) are functioning abroad for the purpose. The Committee recommend that the functioning of these offices and publicity campaigns be kept under constant review to ensure that they are functioning in consonance with the continuously changing trends so that the results that accrue are commensurate with the expenditure involved in the precious foreign exchange. There is also an imperative need for proper feedback home about current tourist trends, for bringing out quality publicity material and involvement of really efficient and trained manpower on selected basis if the advantages of such campaigns are to be driven home fully.

7.27 The Committee note that the "Operation Scheme" launched in various countries in collaboration with Air India has yielded encouraging results. They would like the Government to consider as to which other countries this scheme should encompass. They would also like the Government to take immediate steps to enlist the support of other Government agencies operating abroad such as State Trading Corporation, Tea Board etc. and ensure that they function harmoniously in the hitherto unexplored areas of the overseas market, particularly in countries which have cultural affinity with India, in the interest of development of tourism.

7.28 The Committee are happy to learn that in the overall publicity and marketing strategy of the Ministry of Tourism, Orissa occupies an important place and that specific measures have been taken to project Orissa as a tourist destination in the country. The Committee would like the Government to consider the launching of both intensive and extensive tourist promotion campaigns highlighting the places of Buddhist interest in Orissa in the countries having sizeable Buddhist population.

7.29 The Committee would, however, like to caution that unless adequate infrastructure and proper facilities for international tourists are created and maintained properly on an on-going basis the whole publicity campaign abroad would be counter-productive. The Committee recommend that concerted efforts should be made to create, augment and maintain proper facilities for domestic and foreign tourists in the interest of harnessing the benefits from such publicity campaigns.

NEW DELHI;

April 14, 1987

Chaitra 24, 1909 (Saka)

CHANDRA TRIPATHI,

Chairman,

Estimates Committee.

APPENDIX

Statement of Recommendations/Observations

| Sl. No. | Para No. | Recommendation/Observation |
|---------|----------|--|
| 1 | 2 | 3 |
| 1. | 1.16 | <p>The Committee consider that tourism in the country as a whole and especially in a State like Orissa, is in a stage of growth and the Central Government will be well advised to play a pioneering and vital role in achieving the goals set out in the tourism policy presented to both Houses of Parliament in November, 1982. The Committee do not feel convinced that by merely playing a complementary role to the States, the avowed objective of making India as a star attraction for foreign tourists can be realised. They are of the considered view that not only are the Central and State Governments to closely coordinate their efforts in the development of tourism, but also the active participation of other concerned agencies, like public sector undertakings, private sector, hotel industry, airlines, railways, and communication system, educational and cultural organisations etc. is a <i>sine qua non</i> for the purpose. The Committee desire that the Government should chalk out a well knit action plan for enlisting the cooperation of all these agencies for the development of infrastructure required for the promotion of tourism in the country.</p> |
| 2. | 1.17 | <p>The Committee would also like to caution the Government about the unbalanced growth of tourists centres in the country if the Central Government is to depend entirely on the schemes received from the States, as more schemes may be received from enthusiastic and resourceful States as compared to other less enthusiastic States. They, therefore, suggest that in the interest of balanced development of tourism in the country the Central Government should closely liaise with the State Governments and play an effective coordinating role right from the stage of identification of potential centres for development as tourist destinations.</p> |
| 3. | 1.27 | <p>Having noted that the extent of utilisation has not been more than 50% of the total allocated amount from Second Five Year Plan to Annual Plans (1978-79 & 1979-80), the Committee cannot help concluding that Government has shown total apathy towards the development of tourism in the country. The Committee feel that there must have been some inherent defects in the implementation of the schemes chalked out for the development of tourism which stood in the way of the utilisation of allocations made fully. The Committee would, therefore, call for concentra-</p> |

ted attention and vigorous efforts on the part of the Ministry of Tourism/State Governments to ensure that outlays once provided for in a Plan are not allowed to remain unutilised due to uncoordinated and lukewarm actions. The Committee expect the Ministry immediately to evolve corrective measures to ensure that allocations made in the Seventh Plan are utilised fully.

4. 1-28

The Committee view with concern that the budget allocations for the Ministry of Tourism are made on the basis of schemes received and not on State-wise basis. The Committee would like the Ministry to consider how far the present system is tenable in view of the fact that there have been very huge disparities in the expenditure incurred in different States and Union Territories. The Committee agree that some States/Union Territories may have more tourist potential as compared to others, nonetheless, they would like the Ministry to evolve a suitable methodology for earmarking funds for different States/Union Territories so the the gaps between the allocations made could be narrowed down to the extent possible.

5. 1-29

The Committee find that despite the fact that there is considerable tourism potential in Orissa, the expenditure in the Central sector for the development of tourism in the State has been only Rs. 60.88 lakhs from the Second Five Year Plan to the Sixth Five Year Plan. As compared to this, the expenditure in Jammu & Kashmir has been as high as Rs. 367.92 lakhs and in Uttar Pradesh it has been Rs. 215.59 lakhs and in other States like Madhya Pradesh, Rajasthan, Kerala, Andhra Pradesh etc. also the expenditure has been higher as compared to Orissa. This indicates that the Central Government has not been paying adequate attention to harnessing the potential and development of tourism in Orissa to attract tourist traffic in that part of the country which has a very rich potential. The Committee hope that atleast during the Seventh Plan Orissa would be given a better deal. The Committee would also like the Government to settle the financial allocations to be made to Orissa for the Year 1987-88 without any further loss of time so that the work could be started in right earnest. In this connection, the suggestion of the State Government of Orissa that instead of inviting specific proposals from the State Governments, funds should be provided in block grants merits consideration.

6 2.20

The Ministry of Tourism has planned for a growth rate of 15 per cent in respect of foreign tourist traffic to India from 1986 onwards till 1990. The Committee are not aware of the basis of such projections as they do not seem to be relatable to the actual tourist arrivals during the last five

years or the past growth rate or projections made by the Indian Institute of Public Opinion. The Committee are informed that there is no regular all India system to collect foreign tourists arrival figures in India and reliable Statewise figures are not available as only a few States make some efforts to collect such figures whereas in others there is no system to measure foreign tourists inflow. The last survey about foreign tourists arrival in India was conducted by the Indian Statistical Institute in 1982-83 and the Ministry of Tourism are now on the look out for a suitable agency to conduct another such survey.

The Committee are surprised that how in the absence of exact information regarding foreign tourists flow to various destinations in India, it is possible for the Government to have perspective planning for further development of such destinations by providing much needed infrastructural facilities to reach such areas and in the proper development of such areas. The Committee would impress upon the Government to conduct an authentic survey regarding foreign tourists arrivals the destinations popular with them, identify such areas as have requisite potential of being popular with them and develop them as tourist attractions on priority basis, as it hardly needs to be stressed that such traffic is a very important and vital source for earning precious foreign exchange for the country.

7. 2.21

The Committee also desire that Ministry of Tourism should continue making sustained efforts to project abroad India as a major tourist destination and evolve suitable strategies for different overseas markets and obtain upto date information on the basis of current tourist trends and disseminate this information for being utilised at home for planning requisite facilities expected to be provided for such foreign tourists to different destinations in India.

8. 2.31

The Committee note that the statistical cells have been set up in the Tourism Department of 16 States/Union Territories for the collection of tourism statistics and that the Secretary, Ministry of Tourism has recently addressed a letter to all the State/ Union Territory Governments, requesting them to furnish monthly statistics of tourist arrivals in the accommodation establishments, both approved and unapproved. The Committee find that the statistical cells, wherever they have been set up are not properly manned. The Committee, therefore, feel that in the absence of statistical cells having been set up in the remaining States/Union Territories and existence of skeletal staff in 16 States/Union Territories which have such cells, the accuracy and authenticity of tourist statistics furnished by States/Union Territories in response to the Tourism Secretary's letter would leave much to be desired the Committee would, therefore, expect the Ministry of Tourism to

1

2

3

impress upon the States/Union Territories to take appropriate measures for setting up of statistical cells in the States/Union Territories which do not have such cells and for providing adequate staff by the concerned Governments which have set up such cells for the collection of authentic information on tourist traffic in the country, both international and domestic as only realistic planning for development of tourist activities and the use of advanced means for compilation of statistics, would go a long way to accelerate the compilation of required data on tourism. The Committee appreciate the beginning made in this direction by the Central Government and would expect them to exhort the States/Union Territories to take advantage of advanced technology for the purpose and accelerate their own pace in the direction of establishing a suitable and effective machinery for compilation of tourist data.

9. 3-18

The Committee note that the Government of Orissa has declared hotel as an industry as a result of which incentives and facilities available to private entrepreneurs for establishment of industries have been made available to it. The Committee are sure that this will encourage private sector to have greater participative involvement in development of infrastructure for the tourism. The Committee, however, recommend that, as envisaged in the Seventh Plan, instead of merely declaring hotel as an industry the Ministry of Tourism should actively pursue with the State Governments, including the Government of Orissa, and impress upon them to declare "Tourism" as a whole as an industry in their respective States so as to give necessary impetus to the development of tourism in the country.

10. 3-27

The lack of adequate facilities and other malpractices prevalent in the hotel and allied industries in the country act as a major damper to the enthusiasm of the potential tourists and inhibit tourist traffic, particularly of the foreign and 'repeat' tourists, besides portraying a bad image of the country abroad. The Committee had, therefore, in their Sixth Report, 1985-86, emphasised the need for central legislation to check the malpractices prevalent in the hotel and allied industries. The Ministry had in their action taken reply on 1st January, 1986 stated that "the Department of Tourism is examining the proposal to introduce a suitable legislation in this regard." The Committee are perturbed to note that after lapse of a short period of just over a year the Ministry, in the first instance stated that "there is no proposal at present under consideration of the Central Government to introduce legislation for regulating hotel industry in the country" and later when confronted with their own reply accepting the Committee's earlier recommendation regarding Central Legislation to discipline hotel industry, they retracted their statement to state that "their offices have been instructed to collect similar legislation, if any, avail-

able in other countries or in different States." The Committee strongly deprecate this tendency of the Ministry to take the Committee's earlier recommendation lightly and trying to mislead the Committee during evidence. If Government had some genuine difficulties in implementing the recommendation of the Committee, the Committee would have appreciated if the same had been brought to the notice of the Committee for solution rather than the Ministry choosing to twist the facts for the reasons best known to them. The Committee fail to see any rationale behind such tactics adopted by the Ministry in the matter. In the present case the Committee have accepted the explanation of the Secretary, Tourism and would like the Ministry to go into the matter thoroughly to find out how all this happened and take appropriate steps to see that recommendations of the Committee are treated with due respect and implemented in letter and spirit in future.

The Committee reiterate their earlier recommendation and would like the Government to seriously consider the urgent need to bring forward suitable legislation before Parliament at the earliest to discipline the hotel and allied industries in the interest of development of tourism in the country.

11. 3-28

The Committee would emphasise on the Ministry to ensure that surprise and realistic inspections are carried out periodically by the Hotel and Restaurant Approval and Classification Committee to ensure that the hotels continue to conform to the prescribed minimum standards.

12. 3-40

The Committee are keen to see that the domestic tourists particularly the budget tourists interested in cultural sightseeing and pilgrimage tourism, which constitute a major chunk of the domestic tourists, are provided with clean and hygienic lodging facilities at reasonable rates. The Committee would like the Ministry of Tourism to accelerate the process of identification of places for construction of Yatrikas and keep a watch on the utilisation of the amounts allotted by the Central Government to ensure that these are utilised for the purpose for which they have been given and keep themselves abreast of the progress by effectively monitoring the on-going projects in Orissa, where central finances are involved. It should be ensured that no compromise is made in respect of hygiene cleanliness, safety and security to be provided in the accommodation for the budget tourists. The Committee also stress the need for encouraging the state Governments to establish State level organisations on the pattern of Bhartiya Yatri Avas Vikas Samiti. They should consider the feasibility of harnessing the enthusiasm, expertise and finances available with local organisations by involving the local voluntary organisations, institutions, endowment trusts etc. in the construction activities at the places of tourists attraction and pilgrimage centres so as to

1

2

3

ease the accommodation problem for budget tourists and for those belonging to lower-middle strata of the society.

The Committee attaches great importance to the maintenance of the existing accommodation for tourists in good condition and in that context would impress upon the Government to ensure that the Yatrikas etc. after construction, are maintained in good living conditions.

13. 4.5

The Committee need hardly point out that road transport facilities play a vital role in the successful creation and development of new tourist destinations as well as healthy growth of the existing tourist resorts. They, however, feel unhappy to be informed that the road transport being provided by the Orissa State Road Transport Corporation is neither sufficient, nor of requisite quality to cater fully to the needs and satisfaction of the tourists, especially the foreign tourists. The Committee wonder what would be the condition of coaches being provided to tourists, when the coach provided to the Study Group of the Committee, which visited Orissa in September, 1986, was in a bad shape and it leaked during the rain. The Committee would like the Ministry of Tourism to assess the requirement of tourist coaches in consultation with the Government of Orissa and fully supplement the efforts of Government of Orissa in this regard. The Committee would also like the Ministry to examine the feasibility of enlisting the cooperation of the organisations like ex-servicemen's organisations for augmenting the road transport facilities for tourists in Orissa.

14. 4.6

The Committee note that there is a proposal to import 100 coaches for the use of tourists in the country. The Committee would, however, like the Government to go in for coaches of requisite quality built indigenously rather than going in for imported ones, unless they come to the conclusion that coaches of required standard and quality are not available within the country.

15. 4.16

The Committee need hardly stress that Charter Flights can give a great fillip to the development of tourism in the country. The Committee feel that for developing Bhubaneswar as a major international tourist destination it is imperative to extend the runway of the Airport so that Charter Flights of modern bigger planes could be received at the Airport. The Committee note that the matter is already under consideration of the Ministry of Civil Aviation. The Committee would like the Ministry of Tourism/Ministry of Civil Aviation to finalise the matter without any further delay so that the work could be started in right earnest. The Committee agree that flights linking Bhubaneswar—Kathmandu via Varanasi and Delhi-Bhubaneswar-Port Blair are necessary for the growth of tourism in Orissa. They would like the Government to explore the feasibility of introducing these flights urgently. The Committee would also like the Government to conduct a survey to

| 1 | 2 | 3 |
|-----|------|---|
| | | find out the possible tourist centres in Orissa which could be inter-linked by Vayudoot Flights. |
| 16. | 4-17 | So far as the augmentation of the railway facilities in Orissa is concerned, the Committee would like the Ministry of Railway to assess the needs in consultation with the Government of Orissa and take action accordingly. In this connection, the question of introducing a day train from Calcutta to Bhubaneswar also merits consideration. |
| 17. | 4-22 | The Committee take note of the efforts being made by the Ministry of Tourism to attract less affluent foreign tourists through a programme called 'Affordable India', in collaboration with leading hoteliers, airlines, travel agents etc. and appreciate that the Government of India has adopted liberalised policy in respect of Charter flights, which are mostly availed of by less affluent foreign tourists. The Committee desire that Ministry of Tourism should devise more such schemes, after assessing the efficacy and contribution of on-going schemes in generating tourist flow to the country and appropriately popularise abroad, in new markets and among less affluent foreign tourists, tourist attractions available in Orissa also alongwith other tourist destinations in India. |
| 18. | 4-23 | The Committee further note that conducted and economy package tours in Orissa are being operated for youth, students and Government Employees. The Committee feel that wide publicity should be given to such tours so that domestic tourist flow to Orissa also catches up with the tourist flow to other neighbouring States. |
| 19. | 5-9 | As envisaged in the Seventh Five Year Plan, instead of spreading limited resources thin over large number of circuits/centres, only selected tourists circuits/centres popular with the tourists should be identified and developed in a phased manner. The Committee are unhappy to be informed that there are no clear areas of collaboration between different agencies viz. Central, State and Private Sector. They are sure that in the absence of any coordinating body to monitor the efforts different agencies and for ironing out differences, there is bound to be overlapping of efforts and resultant distortions. This is borne out by the fact that a sum of Rs. 3.49 lakhs was sanctioned by the Ministry of Tourism in 1983-84 for the construction of toilet block near Sun Temple at Konark and an amount of Rs. 2.61 lakhs therefore was released in 1983-84 itself even though the construction of toilet block could not have been taken up on account of wrong identification of land for the purpose, which in fact came within the purview of the Archaeological Survey of India and could not be acquired. The project is still not complete after period of almost three years of the release of funds by the Ministry of Tourism. |

- | 1 | 2 | 3 |
|-----|------|--|
| 20. | 5-10 | The Committee do appreciate the enthusiasm on the part of the Ministry of Tourism to provide funds for the development of tourists facilities but would sound a note of caution to steer clear of all the pit-falls and half-cooked projects being taken up without proper study. The Committee recommend that where a number of different agencies are involved in a project, the Government should make one nodal agency accountable for coordinating the efforts. They would also exhort the Central Government to issue unambiguous and clear guidelines demarcating the areas of central assistance and States own responsibilities so as to avoid duplication and overlapping of efforts in the interest of the project being completed without avoidable delay. |
| 21. | 5-17 | The Committee are of the view that in the interest of Beach Tourism in Orissa, beach resorts are required to be encouraged after careful and in-depth study. The Committee desired that soon after the clarifications sought from the State Government regarding the 276 Bed Beach resorts on Puri—Konark Beach are received and examined, a realistic view of the project should be taken and central assistance provided without any further delay. |
| 22. | 5-31 | The Committee are of the considered view that development of Chilka Lake is of paramount importance for the promotion of Tourism in Orissa. The Committee are, however, unhappy over the tardy progress in the preparation of Master Plan of Chilka by the Town and Country Planning Organisation, New Delhi, which was commissioned in 1984. They have, now, been assured that the Master Plan will be completed in the current year. The Committee desire that as soon as the work of the Master Plan is completed it should be studied in all its ramifications and the work of development of Chilka Lake taken in hand at the earliest. The potentialities of Chilka Lake for development of fisheries, water sports bird sanctuary etc. are immense and do not require to be over-emphasised; these are required to be properly exploited in the interest of tourism promotion, both domestic and international. The Committee recommend that there should be balanced development of Chilka Lake after demarcation of various zones, viz. fishing zone, zone for water sports, Siberian birds etc. and by giving utmost consideration for the preservation of ecology and environment. The Committee are sanguine that this project will not be allowed to suffer on account of inadequate attention by the concerned authorities including any constraints in regard to assistance by the Ministry of Tourism. |
| 23. | 5-37 | The Committee are of the view that for the growth of tourism traffic to the State, including Buddhist tourists, development and popularisation of the Khandagiri-Udaigiri caves as also the Ratnagiri-Udaigiri and Lalitgiri caves is of very |

1

2

3

great significance. The Committee are constrained to note the lack of coordination exhibited in the matter of floodlighting of Khandagiri-Udaigiri caves. An amount of Rs. 7.29 lakhs for the project was released by the Ministry of Tourism on 16-6-1984 which remained unutilised for a period of over two years by State Government and it was only in October, 1986 that the Government of Orissa informed that it was necessary to carry out landscaping of the caves also in addition to floodlighting, for which a detailed master plan was yet to be finalised. This is yet another example where the Ministry of Tourism has released funds without going into the matter in depth. It is indicative of the casual approach and complete lack of coordination and monitoring the effectiveness of the funds released for the development of tourism in Orissa. The Committee expect the work relating to preparation of Master Plan for floodlighting and landscaping of the Khandagiri-Udaigiri caves to be completed at an early date.

24. 5.38

Although the Committee appreciate the *suo moto* initiative taken by Ministry of Tourism in regard to entrusting the work of the preparation of Master Plan for Ratnagiri-Udaigiri Lalitgiri (District Cuttack) to Town and Country Planning Organisation, New Delhi in 1981-82, yet they cannot condone the delay and time taken in the preparation of the Master Plan. The Committee hope that the final development Plan which is now said to be under preparation will be completed at the earliest and work of development of the area taken up without delay.

25. 5.39

The Committee desire that the Plans, both in regard to Khandagiri-Udaigiri as also Ratnagiri-Udaigiri-Lalitgiri, be implemented without delay and in close coordination of the agencies concerned *viz.* State Government, the Ministry of Tourism and the Archaeological Survey of India.

26. 5.44

The Study Group of the Committee which visited Orissa was impressed by the vast potential of hot water springs available at Atri and Tarabalo. Whereas some efforts have been made to develop Taptapani, the neglected area of Tarabalo and Atri requires to be explored properly on scientific lines to gauge whether the potential of the hot water spring can be harnessed and exploited commercially in the interest of development of tourism there. The Committee would have appreciated if the initiative had come from the State Government for the development of this area in the interest of tourism. They, however, recommend that any schemes for the development of the area, if received, from the State Government be given sympathetic consideration and necessary assistance provided on priority basis.

27. 6-13 The Committee need hardly emphasise that for achieving the goal of maximum satisfaction to the tourists, it is essential to induct highly qualified and trained personnel into the various segments of the tourism industry and therefore concerted and systematic efforts, both in the private and public sector, are called for. The Committee note that Indian Institute of Tourism and Travel Management was set up in January, 1983 for providing training and professionalism to the personnel employed in the tourism sector. However, in about 4 years of its inception the proposal is afoot for its merger with the National Council of Hotel Management and Catering Technology. The Committee would like to caution the Government that the intent and purpose for which the Institute was set up should not be lost sight of in the process of merger and the Institute born out of the merger of the two said Institutes should be broader based with greater variety and higher quality of professional courses.
28. 6-14 The Committee are glad to be informed that in order to cater to the needs of Supervisory/Middle Management level manpower for the Hotel and catering industry in Orissa, a diploma level Institute of Hotel Management has been set up. The Committee would like the Government to review the functioning of this Institute so that it could be fully geared upto cater to the ever-changing needs of the hotel and catering industry.
29. 7-26 The Committee consider that for any sizeable impact on the flow of tourist traffic to India, the tourism publicity abroad has to play a vital role by using modern scientific techniques of publicity so as to reap the benefits flowing from such cultural fairs as Festival of India arranged in U.S.A. recently. The Committee note that over the years the Ministry of Tourism has launched a number of tourist campaigns abroad to market India as a travel destination and that as many as 21 offices (now to be reduced to 16 in pursuance of the recommendation of the Committee of Officers) are functioning abroad for the purpose. The Committee recommend that the functioning of these offices and publicity campaigns be kept under constant review to ensure that they are functioning in consonance with the continuously changing trends so that the results that accrue are commensurate with the expenditure involved in the precious foreign exchange. There is also an imperative need for proper feedback home about current tourist trends, for bringing out quality publicity material, and involvement of really efficient and trained manpower on selected basis if the advantages of such campaigns are to be driven home fully.
30. 7-27 The Committee note that the "Operation Scheme" launched in various countries in collaboration with Air India has yielded encouraging results. They would like the Govern-

| 1 | 2 | 3 |
|-----|------|---|
| | | ment to consider as to which other countries this scheme should encompass. They would also like the Government to take immediate steps to enlist the support of other Government agencies operating abroad such as State Trading Corporation, Tea Board etc. and ensure that they function harmoniously in the hitherto unexplored areas of the overseas market, particularly in countries which have cultural affinity with India in the interest of development of tourism. |
| 31. | 7-28 | The Committee are happy to learn that in the overall publicity and marketing strategy of the Ministry of Tourism, Orissa occupies an important place and that specific measures have been taken to project Orissa as a tourist destination in the country. The Committee would like the Government to consider the launching of both intensive and extensive tourist promotion campaigns highlighting the places of Buddhist interest in Orissa in the countries having sizeable Buddhist population. |
| 32. | 7-29 | The Committee would, however, like to caution that unless adequate infrastructure and proper facilities for international tourists are created and maintained properly on an on-going basis the whole publicity campaign abroad would be counter productive. The Committee recommend that concerted efforts should be made to create, augment and maintain proper facilities for domestic and foreign tourists in the interest of harnessing the benefits from such publicity campaigns. |

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA
SECRETARIAT PUBLICATIONS—1987**

| Sl. No. | Name of Agent | Sl. No. | Name of Agent |
|-----------------------|---|----------------------|---|
| ANDHRA PRADESH | | UTTAR PRADESH | |
| 1. | M/s. Vijay Book Agency, 11-1-477, Mylargadda, Secunderabad-500361. | 12. | Law Publishers, Sardar Patel Marg, P. B. No. 77, Allahabad, U.P. |
| BIHAR | | WEST BENGAL | |
| 2. | M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar). | 13. | M/s. Manimala, Buys & Sells, 123, Bow Bazar Street, Calcutta-1. |
| GUJARAT | | DELHI | |
| 3. | The New Order Book Company, Ellis Bridge, Ahmedabad-380006. (T. No. 79065). | 14. | M/s. Jain Book Agency, C-9, Connaught Place, New Delhi. (T. No. 351663 & 350806). |
| MADHYA PRADESH | | 15. | M/s. J. M. Jaina & Brothers, P. Box 1020, Mori Gate, Delhi- 110006. (T. No. 2915064 & 230936). |
| 4. | Modern Book House, Shiv Vilas Palace, Indore City. (T. No. 35289). | 16. | M/s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T. No. 3315308 & 45896). |
| MAHARASHTRA | | 17. | M/s. Bookwell, 2/72, Sant Nirankari Colony, Kingsway Camp, Delhi- 110009, (T. No. 7112309). |
| 5. | M/s. Sunderdas Gian Chand, 601, Girgaum Road, Near Princes Street, Bombay-400002. | 18. | M/s. Rajendra Book Agency, IV-DR59, Lajpat Nagar, Old Double Storey, New Delhi-110024, (T. No. 6412362 & 6412131). |
| 6. | The International Book Service, Deccan Gymkhana, Poona-4. | 19. | M/s. Ashok Book Agency, BH-82, Poorvi Shalimar Bagh, Delhi-110033. |
| 7. | The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001. | 20. | M/s. Venus Enterprises, B-2/85, Phase-II, Ashok Vihar, Delhi. |
| 8. | M/s. Usha Book Depot, 'Law Book Seller and Publishers' Agents Govt. Publications, 585, Chira Bazar, Khan House, Bombay- 400002. | 21. | M/s. Central News Agency Pvt. Ltd., 23/90, Connaught Circus, New Delhi-110001. (T. No. 344448, 322705, 344478 & 344508). |
| 9. | M&J Services, Publishers, Repre- sentative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor, 68, Iyotiba Fuele Road, Nalgaum-Dadar, Bombay-400014. | 22. | M/s. Amrit Book Co., N-21, Connaught Circus, New Delhi. |
| 10. | Subscribers Subscription Services India, 21, Raghunath Dadaji Street, 2nd Floor, Bombay-400001. | 23. | M/s. Book India Corporation Publishers, Importers & Expor- ters, L-27, Shastri Nagar, Delhi- 110052, (T. No. 269631 & 714465). |
| TAMIL NADU | | 24. | M/s. Sangam Book Depot, 4378/4B, Murari Lal Street, Ansari Road, Darya Ganj, New Delhi-110002. |
| 11. | M/s. M. M. Subscription Agencies, 14th Murali Street (1st floor), Mahalingapuram, Nungam- bakkam, Madras-600034. (T. No. 476558). | | |