

SIXTY-THIRD REPORT
ESTIMATES COMMITTEE
(1987-88)

(EIGHTH LOK SABHA)

MINISTRY OF TOURISM

DEVELOPMENT OF MAJOR BUDDH
PILGRIMAGE CENTRES



Presented to Lok Sabha on 22 April, 1988

LOK SABHA SECRETARIAT
NEW DELHI

April, 1988/Chaitra, 1910 (S)

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ESTIMATES COMMITTEE

(1987-88)

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**Ceased to be Members of the Committee on 14-2-1988 on being appointed Ministers of State in the Union Council of Ministers.

(iv)

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INTRODUCTION

I, the Chairman of Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Sixty-Third Report on the Ministry of Tourism—Development of Major Buddhist Pilgrimage Centres.

2. The Estimates Committee (1987-88) took the evidence of the representatives of the Ministry of Tourism on 6th January, 1988. The Committee wish to express their thanks to the officers of the Ministry of Tourism for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Report was considered and adopted by the Estimates Committee (1987-88) on 11th April, 1988.

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 III to the Report.

NEW DELHI;
April 14, 1988

Chaitra 25, 1910 (S)

CHANDRA TRIPATHI,
Chairman,
Estimates Committee.

1.2 Almost all places associated with the life of Lord Buddha, with exception of Lumbini, his birth place, are situated in the States of Bihar and Uttar Pradesh. In order to exploit properly the tourist potential of these places, the Ministry of Tourism had appointed a Task Force on 11th July, 1986 comprising the representatives of the Archaeological Survey of India, Ministry of Surface Transport, India Tourism Development Corporation, State Governments of Bihar and Uttar Pradesh and Ministry of Tourism. The Task Force submitted its report on 1st October, 1986.

One of the major terms of reference of the Task Force was to identify exact locations at which accommodation and midway facilities were required to be put-up with Central assistance. The Task Force has identified the following places in Bihar and Uttar Pradesh for the purpose:

BIHAR	UTTAR PRADESH
1. Pataliputra (Patna)	1. Varanasi-Sarnath
2. Nalanda	2. Piprawah
3. Rajgir	3. Sravasti
4. Bodhgaya	4. Kushinagar
5. Vaishali	5. Sankasia (in phase II).
6. Lauriya—Nandangarh.	

1.4 In June, 1987 the Ministry of Tourism decided to set up another Task Force to undertake the study of places of Buddhist interest in the country, other than those falling in Uttar Pradesh and Bihar which had already been covered by the earlier Task Force. The Buddhist Centres so identified, their historical importance and available infrastructure are expected to be carefully studied by the second Task Force and the centres listed to carve out Buddhist circuits to be developed in a phased manner from the tourism point of view. The Report of the second Task Force is expected shortly.

Thereafter, based on the recommendations of both the Task Forces, Government intends to prepare an integrated Master Plan for development of Buddhist Sector in the country.

1.5 In reply to a question as to why the terms of reference of the first Task Force, appointed in July, 1986, did not include identification of places of Buddhist interest in States other than U.P. and Bihar, the Ministry has stated that in view of the magnitude of the task of identifying places of Buddhist interest throughout the country, it was decided to phase out the process of identification.

1.6 During evidence Tourism Secretary added:

“This is a question of priorities and considering the constraint of funds we thought that in the first phase we will take up those places which are associated with the life of Lord Buddha and in the second phase we will take up other places. So, in order to save time, we constituted the Task Force first for places associated with the life of Lord Buddha. The Task Force made its recommendations and we started to take action to implement the recommendations made by the Task Force. It is a question of using the resources which are very scarce, to the maximum advantage, by drawing up priority. We felt that these places which were frequented by foreign tourists in large numbers, particularly from Japan, Thailand, Malaysia, Korea, Sri Lanka should be given top priority. It was for this reason, we have taken up this as first priority. But it does not mean that we have neglected other areas.”

1.7 The Committee note that for exploiting fully the tourist potential in Buddhist Sector, particularly attracting foreign tourists from Japan, Thailand, Malaysia, Korea, Sri Lanka etc., the Government identified, in consultation with the respective State Governments 23 places—two in Andhra Pradesh, six in Bihar, two in Jammu and Kashmir, two in Madhya Pradesh, one each in Maharashtra and Orissa and three in Sikkim for integrated development of tourism infrastructure. However, it is surprising that instead of initiating immediate follow-up action for development, the Government chose to appoint a task force first in July, 1986 and again in June, 1987, for formulating schemes for development of these centres, thus frittering away the precious time in the process. Now that the first task force has already submitted its report and the second task force is expected to submit its report shortly, the Committee expect the Government to take concerted action in the implementation of these two reports faithfully on a priority basis. The Committee recommend that the Government should fix up a time bound programme for implementing the prescribed targets and identify the centres of responsibility for implementing various sectors of the programme.

B. Coordinating Committee

1.8 The Ministry has informed the Committee that the First Task Force recommended in the Action Plan that:

“For overseeing implementation of the project (Action Plan) there should be a coordination committee under the Chairmanship of Secretary (Tourism). It should include senior representatives of the Government of UP and Bihar, DG (ASI), DG (Roads), MD (ITDC) and others.

The master plan should include all the components starting from roads and air link, accommodation, road transport, guides and other services.”

1.9 Asked to state whether the Coordination Committee, as recommended by the Task Force, had started functioning and what headway they had made in their deliberations for over-seeing implementation of the Action Plan, the Ministry stated that the Co-ordination Committee had been closely monitoring the progress of implementation of recommendations made in the Action Plan and had been suggesting corrective action for expeditious implementation of these recommendations.

1.10 The meetings of the Coordination Committee in which the progress of plan schemes including the schemes in the Buddhist Sector were reviewed, were held on:—

- (i) 26-27th February, 1987
- (ii) 27th March, 1987
- (iii) 23rd-24th-27th July, 1987
- (iv) 29th July, 1987
- (v) 10th August, 1987
- (vi) 16th—18th November, 1987.

1.11 In addition, inspections were done on 8th and 9th October, 1986 and 5th and 6th January, 1987.

1.12 The important decisions taken by the Committee with regard to the implementation of the recommendations of the Task Force included the following:—

GENERAL SECTOR

(a) *National Highways*

1.13 On the basis of the recommendations of the Task Force, the Ministry of Surface Transport (Roads Wing) made a provision of Rs. 39.00 crores for development of National Highways in the Buddhist Sector in UP and Bihar during the 7th Five Year Plan. Out of this, an amount of Rs. 18.50 crores has been sanctioned so far.

(b) Accommodation

1.14 The Ministry of Tourism has sanctioned the following projects:—

	Rs. lakhs
(i) Tourist Complex at Sravasti	63.00
(ii) Development of Gautam Van at Bodhgaya	20.00
(iii) Tourist Bungalow at Nalanda	25.00
(iv) Tourist Bungalow at Gopalganj	25.00
(v) Wayside facilities at Jahanabad	3.49

1.15 The India Tourism Development Corporation has taken up the expansion of its Travellers' Lodge at Bodhgaya by adding 18 rooms to the existing 12 and upgrading the Lodge to 3-star hotel.

STATE SECTOR

I. Bihar

(a) Roads

1.16 For development of State roads, the State Government sanctioned Rs. 38.00 lakhs during 1986-87 and other sectors are being taken up in 1987-88.

(b) Accommodation

The State Government had already sanctioned the following projects:

	Rs. lakhs
(i) Tourist Bungalow at Rajgir	41.38
(ii) Cafeteria and Reception Centres at Nalanda	9.67
(iii) Wayside facilities at Hesua	2.28
(iv) Expansion of Tourist Bhawan at Patna	

II. Uttar Pradesh

Accommodation

1.17 The State Government had already sanctioned the following projects:—

	Rs. lakhs
(i) Tourist Bungalow at Kushinagar	38.99
(ii) Tourist Bungalow at Sravasti	41.96
(iii) Tourist Bungalow at Gorakhpur	54.70
(iv) Land acquisition for construction of Wayside amenities and a Meditation Pavilion, at Piprahwa	20.00

1.18 The Committee are informed that for overseeing implementation of the Action Plan based on the recommendations of the first Task Force, a coordination committee under the Chairmanship of Secretary (Tourism), including representatives of State Governments of U.P. and Bihar and Director General, Archaeological Survey of India, has been set up. The Committee, however, find that the 'important decisions' stated to have been taken by the coordination committee only indicate sanctioning of certain projects in the Central and State Sectors relating to development of National Highways/ State roads and the provision of accommodation at various Buddhist Centres in Bīnār and Uttar Pradesh. There is no indication whether the construction work of these projects has actually started and is progressing according to schedule. The Committee apprehend that it may not be practicable for the coordination committee to effectively monitor the physical achievements and inspect the construction works as frequently as may be necessary. They would, therefore, like the Ministry to consider the feasibility of creating a steering group under the coordination committee which may monitor physical progress of various construction projects so as to watch their timely completion. The coordination committee should, however, keep itself abreast of overall progress of implementation of the recommendations of the Task Force, including physical achievements.

C. Projection for Tourist Traffic

Collection of Tourist Statistics

1.19 In regard to projections for tourist traffic for Buddhist Sector the Ministry has stated that there exists a good potential for developing Buddhist Pilgrimage traffic to India from countries like Japan, Thailand and Taiwan. The 'Buddhist Market' in Japan is the 'Buddhist Priest' force. There are about 83,000 Buddhist temples with about 180,000 priests today according to the Government statistics of Japan. There are a couple of travel agents who have specialised in the Buddhist pilgrimage tours to India.

1.20 The travel agents in Thailand also have expressed a feeling that traffic from that country could be significantly increased, provided the basic infrastructure and facilities, especially in Buddhist circuit are improved. The agents have pointed out that at present Thais have to take on 11-12 days package on Buddhist circuits and it would be easy to sell shorter and cheaper packages of 7 days.

1.21 As per trends available for some of the centres in the Buddhist circuits, according to the Ministry, a growth rate of 10 per cent in tourist traffic including domestic tourists can be expected to be achieved during the next few years. A Tourism Potential Survey

is also being taken-up to make realistic assessment of tourism growth in the these centres.

1.22 The Task Force, appointed by the Government to determine the infrastructural requirements of Buddhist centres, has envisaged that the tourist traffic to Nalanda will increase to about 75,000 by the end of the Seventh Five Year Plan and roughly 15 per cent of these tourists may be foreign tourists. In the case of Sravasti, it is estimated that with the improvement of infrastructure, it will be possible to attract at least 15,000 foreign tourists by 1990 and double the number of domestic tourists per annum. In the case of Rajgir, it is estimated that the number of tourists arrivals will grow to about 7,500 foreign tourists and 90,000 domestic tourists per annum by 1990.

1.23 In the preliminary material furnished to the Committee, the Ministry has stated that tourist (both Indian and foreigner) to some of the Buddhist Pilgrimage centres, during the last 5 years, is as given below:—

Places	1982	1983	1984	1985	1986
Nalanda .	24,000	19,560	52,020	51,744	35,739
Kushinagar .	31,000	32,000	23,000	24,000	N.A.
Sarnath .	84,265	105,018	136,128	143,912	173,314
Sravasti .	18,000	18,000	4,000	8,000	N.A.
Sanchi .	36,767	39,209	37,606	N.A.	N.A.

1.24 The Ministry has further stated that information in respect of Nalanda, Sarnath and Sanchi had been obtained from the local offices of the Archaeological Survey of India (ASI) who compiled them on the basis of entry tickets. The figures in respect of Kushinagar and Sravasti had been obtained from Government of U.P. The Regional Offices of the State Tourism Department compiled these figures on the basis of the persons visiting the information centres and hotels.

1.25 Systematic collection of tourist statistics has not yet been taken up by many of the State Governments so far. Reliable statistics of tourist arrivals in different tourist centres are therefore, not available and the initiative for collecting the statistics of tourist arrivals in different places and States is comparatively of recent origin. In the case of domestic tourists, the Government did not

even have standard definitions and procedures for the collection of statistics. A Working Group was, therefore, appointed by the Central Government in 1977 to evolve suitable definitions and statistical procedures. The report, submitted by the Working Group in 1979, suggested that a regular statistical system should be established in all States|U.Ts., by creating statistical cells in the Departments of Tourism of respective States. These recommendations were forwarded to all the States|U.Ts. for implementation. The implementation of these recommendations was also stressed in the successive Tourism Minister's Conferences held during the years 1980, 1981, 1984 and 1985. A Workshop was also organised in 1986 to explain the methods of collecting centre-wise tourism statistics. All the State|U.Ts. Governments were again requested by the Secretary (Tourism) in December, 1986, to furnish the statistics of tourist arrivals and bed-nights spent by them in different centres. Specific formats were also sent to them for furnishing the data. As a result of these efforts, some of the State Governments have started collecting the statistics on a regular basis. While State Government of Uttar Pradesh had started furnishing the statistics of tourist traffic in specified format, the State Government of Bihar is stated to have promised to make arrangement for collection of these statistics.

1.26 Asked as to how the Ministry has been drawing up plans for the development of places of tourist interest without reliable statistics of tourist traffic being available and without having clear idea of the potential of a given tourist centre, the Ministry has conceded that a regular flow of reliable statistics is a basic necessity for drawing-up plans for the development of places of tourist interest. These statistics should include present availability of various facilities in the centres, their utilisation both by foreign and domestic tourists and expectations of prospective tourists.

1.27 The State Government normally did have some information on the above aspects either through their personal experiences or on the basis of field assessments. Some of the State Governments also maintained regular statistics of tourist traffic to important tourist centres. These details, though not reliable to the desired extent in many cases, did act as rough indicators of tourism potential in different places.

1.28 The Central Government is maintaining the statistics of foreign tourist traffic to the country on an all India basis. Information is also available on important places of visit of foreign tourists and

their average duration of stay in those places through foreign tourist surveys undertaken by the Ministry almost once in five years. Information on the places of visit of domestic tourists is also available in respect of some of the centres through *ad hoc* surveys undertaken by the Department during 1980-81.

1.29 The State/U.T. Government normally draw-up their development plans of tourist centres on the basis of details available through the above sources.

1.30 The Central Department of Tourism has also taken-up Tourism Potential Surveys in different State/UTs for assisting the respective State/UT Governments in drawing up development plans. Such surveys have already been completed in some of the States and a similar survey is being taken-up in Buddhist Pilgrimage Centres of Uttar Pradesh and Bihar.

1.31 Asked to state as to when the survey in Buddhist Sector will actually be conducted and how much time will be taken for completion thereof, the Ministry has stated that they have received offers from six different agencies for undertaking the Tourism Potential Survey in Buddhist pilgrimage centres of U.P. and Bihar. Negotiations are in progress to select one of them to conduct the study at reasonable cost. Government expects the study to be commissioned from 1st April, 1968 for completion in about six months' time.

1.32 Asked whether any survey of peak traffic at various centres during Buddhist festivals has been conducted so as to link the traffic potential which needs during such periods, the Ministry has stated that no specific survey of peak traffic during Buddhist festivals has been undertaken so far, and that the Tourism Potential Survey being taken up in Buddhist pilgrimage centres of U.P. and Bihar will also look into the aspect of peak tourism traffic.

1.33 During evidence Secretary, Tourism has stated in this regard:—

“With regard to the survey of foreign tourists, I would like to say that we have certain figures based on the information that we have got from the ASI (Archaeological Survey of India). In order to make it more authentic, we have commissioned a study to determine the tourists potential in the Buddhist Centres. This study work has been entrusted to some consultants and we will be getting their report very soon.”

1.34 On a question, whether the National Sample Survey/ Ministry of Tourism has undertaken any survey of foreign tourists under the categories of pure-tourist traffic, pure business traffic and business-cum-tourist traffic, the Ministry stated that the purposes of visit of foreign tourists are available through disembarkation cards and that foreign tourist surveys undertaken by the Ministry in 1976-77 and 1982-83 have also classified the tourists according to their main purpose of visit. A fresh Foreign Tourist Survey has also now been taken up and it is likely to be completed by 1989. In view of these surveys, the Ministry does not consider it necessary to have a separate survey of Tourists under different categories.

1.35 During evidence, explaining the position further, Secretary (Tourism) has stated:—

“With regard to collection of statistics, we are able to compile information at the source itself, i.e. from the Disembarkation Card, we can find out from which country the tourist is coming from. We are carrying out random sample survey at the air-ports. If the people say that they are coming to visit friends and relatives, we treat them as ‘Ethnic Traffic’. We reduce certain percentage from the total figures. We have asked the State Agencies to set up Statistical Cells to collect statistics from the hotels as to how many nights the international tourists are spending in the country. It is not that we do not have any basis for getting the statistics. We have figures, but we are not satisfied with the present position. We are anxious to strengthen our machinery and strengthen data base, for which we are taking adequate steps.....we organise workshops to give them (State Government Officials) a proper approach as to how statistics are to be collected and follow up. As a result, a number of States have already set up the statistical cells...We are now pressing that the other States which have not yet done it, they should do it.”

1.36 The Committee find that there is considerable scope for attracting Buddhist tourist traffic not only from within the country but also from abroad. The Task Force appointed by the Government to

determine the infrastructural requirements of Buddhist Centres has also envisaged considerable growth in the domestic as well as foreign tourist traffic to various Buddhist Centres by the end of Seventh Plan. Although this information suggests a happy trend in the growth of the tourist traffic to Buddhist Centres in the country, the Committee regret that all these conjunctures are based on rough estimates only as admitted by the Ministry that "systematic collection of tourist statistics has not yet been taken up by many State Governments." Huge variations in the figures of visitors to various centres, furnished by the Ministry for the years 1982 to 1985, are clearly indicative of this malady. The Ministry has, however, now evolved a format for collection of figures on scientific lines on which the State Governments are expected to furnish the statistics.

While the State Government of Uttar Pradesh has started furnishing data as per the specified format, the State Government of Bihar has only 'promised' to do so.

The Committee, in this connection, would like the Ministry to examine whether the allocation of funds from the Central budget could be linked with the maintenance and submission of tourist statistics as per the format specified for the purpose, by the State Governments as, in their opinion, this may induce the State Governments to do the needful.

1.37 The Committee also hope that the survey of tourist arrivals in Buddhist sector by a private agency, as also the Tourist Potential Surveys taken up by the Central Ministry of Tourism, will be completed within the stipulated time frame.

CHAPTER II

FINANCE

A. Central/State allocations for Development Plans

2.1 With regard to drawing up Central/State plans and allocation of funds to various States for execution thereof, it has been stated that:

"The Ministry of Tourism does not allocate funds either State-wise or Centre-wise or for any particular segment of tourism but scheme-wise. Financial assistance for development of tourist facilities is provided if the projects fall within the purview of the approved plan schemes of the Ministry. Financial sanctions are accorded on the basis of specific proposals received from the State Governments, subject to merits of the proposal, potential of the place, existing and projected tourist inflow, availability of funds and *interse* priorities."

2.2 Asked to indicate the role of various State Governments vis-a-vis the Ministry in drawing up plans for the development of tourist facilities at various tourist centres in the country, the Ministry has stated that development of tourist infrastructure at various tourist centres in the States is basically the responsibility of the State Government concerned. Each State Government formulates its own plans for the development of Tourist facilities taking into account the existing and projected tourist traffic, existing infrastructure, potential of the place, etc. subject to availability of funds and *interse* priorities. Even for the projects for which central assistance is required, the plans are prepared by the State Governments concerned indicating details of proposed infrastructure, central assistance required duly supported by financial viability and blue prints and detailed cost estimates etc.

2.3 In reply to a question, whether the States draw up their own plans besides the plans drawn up by the Centre; and how they en-

sure that there is no overlapping between the plans drawn up by them and the Central Government, the Ministry has stated that the Central and the State Governments draw up their own Five Year Plans and Annual Plans, that the Ministry of Tourism provides financial assistance for the construction of main building only and that a part of the total project cost is borne by the State Governments out of their own resources. The State's share includes land and its development, approach road, external electrification and water supply, fencing/compound wall, furniture and furnishings, etc. and have to make provisions for these items in their Annual Plan. When the final project proposal is formulated, the plans of the Central and the State Governments are dovetailed. Overlapping is thus avoided by holding periodical discussions before plans are submitted to the Planning Commission for approval. Further, representatives of the Ministry of Tourism are also associated with the Annual State Plan discussions who may point out the duplication, if any, at the time of such discussions.

2.4 Referring to the financial assistance provided to the State Governments for strengthening of infrastructure at places of tourist interest, it has been stated in the Preliminary Material that:

"...the Ministry of Tourism is also giving financial assistance to the State Governments for construction tourist bungalows, travellers' lodges and tourist huts etc. at places of tourist interest including pilgrimage centres. Financial assistance for strengthening of infrastructure at religious and other centres, is provided to States by the Ministry of Tourism on the basis of specific proposals submitted by State Governments."

2.5 Asked on what basis the proposals are prepared by the State Governments and submitted to the Central Ministry of Tourism, the Ministry has stated that proposals for central financial assistance are prepared by the State Governments on the basis of the potential of the tourist centre, existing and projected tourist traffic requirement of infrastructure, etc.

2.6 In reply to another question whether all the proposals of the State Governments have backing of the projects approved by the Planning Commission or some of them are prepared on *ad hoc* basis (development of tourist infrastructure being responsibility of the State Governments), the Ministry has stated that no proposal which is drawn on an *ad hoc* basis, is considered by the Ministry

of Tourism for financial assistance. All projects, whether they are in the State sector or the central sector, have to be duly approved by the Planning Commission. The Central Ministry of Tourism considers financial assistance only if the projects fall within the framework of the plan schemes approved by the Planning Commission.

2.7 During evidence it was pointed out that there were schemes both in the State and the Central Sectors. Asked to explain the procedure as to how the expenditure was met/shared by the Central/State Governments to accomplish these schemes, and how these were approved by the Planning Commission, Secretary (Tourism) stated:

"For tourism each State submits its own plan to the Planning Commission and they get a certain allocation. We have at the Central level an overall allocation from which we also distribute to the States. There are certain schemes which are approved by the Planning Commission, for which we can give assistance. These schemes relate to provision of wayside facilities, provision of yatri niwas, water sports equipment, cottages in hilly areas etc. Here, we give cent per cent assistance for construction. The land is provided by the State Government. All the other facilities have also to be provided by them (States)."

2.8 Referring to the funds made available to various State Governments during VI and VII Five Year Plans the Ministry has stated in the Preliminary Material that:

"During the VI Five Year Plan, the Ministry of Tourism extended financial assistance amounting to Rs. 846.53 lakhs to various State Governments. Out of this, Rs. 67.07 lakhs were released for strengthening of infrastructure at religious centres. This works out to 7.92 per cent of the total releases. Similarly, during the first two years of the VII Plan, the Ministry released Rs. 1193.91 lakhs to State Governments. Out of this Rs. 161.88 lakhs were provided for religious centres. This works to 13.56 per cent of the total releases."

2.9 Asked to state as to what amount and percentage of the total allocation during VI and VII Plans was spent on infrastruc-

tural facilities at Buddhist centres and what was the nature of infrastructural facilities so provided, the Ministry stated that the amount and percentage of total allocation during the VIth Plan and first three years of the VIIth Plan till 30th October, 1987, spent on infrastructural facilities at Buddhist centres was as follows:—

	(Rupees in lakhs)		
	Allocation for capital works	Amount spent on infrastructural facilities at Buddhist centres	Percentage of total allocation spent on Buddhist centres
1 VI Plan (1980-85)	997.85	91.41	9.16
2 VII Plan* (upto 30.10.87)	1954.80	43.75	2.23

2.10 Infrastructure and other facilities, provided by the Ministry of Tourism at Buddhist centres consisted of tourist complexes, cafeterias, tourist hungalows, wayside amenities, public conveniences, fairs and festivals, etc. but do not include approach roads.

2.11 Asked as to how the Ministry exercise control over the projects funded by them, the Ministry has stated that they carry out periodical reviews of plan schemes with the State Governments at the level of Secretary (Tourism) and other senior officials of the Ministry. The physical and financial progress of these projects is also reviewed during the field visits of the officers of the Ministry.

2.12 The Committee find that while during the Sixth Five Year Plan, out of the total allocation of Rs. 997.85 lakhs, an amount of Rs. 91.41 lakhs, which comes to 9.16 per cent of the total allocation, was spent on development of Buddhist Centres, during Seventh Plan, out of the total allocation of Rs. 1954.80 lakhs, an amount of only 43.75 lakhs, which comes to only 2.23 per cent (expenditure upto October, 1987) has been spent on these centres. The Committee draw an inevitable conclusion that the decline in expenditure indicates lack of adequate attention being paid to the development of this 'sector' by either the State Governments due to delay in finalisation and submission of their proposals to the Ministry of

*Allocation figures are inclusive of total allocation for 1987-88 while expenditure figures are upto 30th October, 87.

Tourism or delay in execution of the schemes which have been approved and sanctioned. The Committee express serious concern that while there is an alround emphasis on development of Buddhist sector in view of its abundant tourist potential and two Task Forces have been set up by the Government to identify areas which need early development, there is lack of adequate enthusiasm on the part of concerned Central/State authorities to accelerate the process of development. The Committee would like the Ministry/ respective State Governments to take urgent corrective measures for faster development of facilities in this sector.

B. Proposals of State Governments for improving of facilities at Buddhist Pilgrimage Centres received since beginning of Seventh Plan

2.13 The Ministry furnished details of the following proposals received from the State Governments of Bihar and Uttar Pradesh for improving facilities at Buddhist Pilgrimage Centres, since the beginning of the 7th Five Year Plan and action taken thereon by them:

Bihar

	<i>Name of the Project</i>	<i>Action taken</i>
1985-86	1. Kalchakra Festival, Bodhgaya	Project approved for Rs. 4.00 lakhs Completed.
1987-88	1. Tourist Bungalow at Nalanda	Project approved and an advance of Rs. 10.00 lakhs released to CPWD, Patna on 10-9-87 for execution of the project.
	2. Wayside facilities at Jahanabad.	Project approved for Rs. 3.49 lakhs and an advance of Rs. 2.00 lakhs released to the State Government on 10-8-87.
	3. Tourist Bungalow at Gopalganj (between Kushinagar and Vaishali)	Project approved on 16-9-87 and an advance of Rs. 5.00 lakhs released for execution by CPWD.
	4. Yatri Niwas at Gaya	Detailed estimates awaited from CPWD.

Proposals for consideration during 1988-89

(Rs. in lakhs)

<i>Name of the project</i>	<i>Estimated cost</i>
1. Cafeteria at Kumhrar	7.94
2. Tourist Complex at Vaishali	Not given

Uttar Pradesh

<i>Name of the Project</i>	<i>Action taken</i>
1986-87	
Construction of Tourist Complex at Sravasti	On 28-1-86, the project was approved at a cost of Rs. 63.00 lakhs and Rs. 20.00 lakhs was released to the ITDC for construction of a Tourist Complex of 48 beds.

2.14 The State Government of Uttar Pradesh also forwarded an outline proposal for strengthening of infrastructure in the Buddhist circuit in the State. The total estimated cost was Rs. 23044.66 lakhs and included construction of a bridge, guide bunds, state roads, accommodation like hotels and motels, wayside amenities, landscaping and beautification of Buddhist shrines. The break-up of the estimates is at Appendix I. However, the Ministry of Tourism will consider only those proposals which fell within the framework of the approved plan schemes of the Ministry. The estimated cost of such projects will be upto Rs. 270.00 lakhs approximately. Detailed proposals in respect of each project are awaited from the State Governments.

Proposals received from other States and action taken thereon by the Ministry.

Madhya Pradesh

2.15 Sanchi

The M.P. State Tourism Development Corporation is managing a 16-bedded Travellers Lodge. The Central Ministry of Tourism has sanctioned a cafeteria at an estimated cost of Rs. 8.32 lakhs.

*Jammu & Kashmir**Lakdakh Region*

2.16 The Central Ministry of Tourism has sanctioned an amount of Rs. 22.14 lakhs for construction of wayside facilities at Hemis Gompa and Lamayuru.

Sikkim

2.17 The Central Ministry of Tourism has received a proposal from the Government of Sikkim for construction of a Tourist Resort with a Golf Course at Rumtek at an estimated cost of Rs. 50.00 lakhs. The proposal is being examined.

Andhra Pradesh

2.18 (i) Central Ministry of Tourism has sanctioned construction of a Cafeteria with accommodation at Nagarjunasagar at an estimated cost of Rs. 23.70 lakhs.

(ii) The Central Ministry of Tourism has received a proposal from the Government of Andhra Pradesh for financial assistance for water sports at Nagarjunasagar. The proposal is under examination.

(iii) The Central Ministry of Tourism has received a proposal from the Government of Andhra Pradesh for development of Nagarjunasagar at an estimated cost of Rs. 63.07 lakhs. The Ministry has decided to consider the proposal only after the Master Plan is prepared.

2.19 The Committee find that out of four proposals received from the State Government of Bihar during 1987-88 viz. Tourist Bungalow at Nalanda, wayside facilities at Jahanabad, Tourist Bungalow at Gopalganj and Yatri Niwas at Gaya, three of them have been approved and instalments of various sums have been released to the executing authorities, while for the fourth proposal i.e. for Yatri Niwas at Gaya, detailed estimates are awaited from the CPWD. Out of two proposals for 1988-89, estimates have been received for one proposal and for the second, the estimates are 'not given'. From the Government of Uttar Pradesh, only one project for construction of Tourist Complex at Sravasti has been received and sanctioned for Rs. 63 lakhs, out of which Rs. 20 lakhs have been released to the ITDC for construction. To Committee's surprise there is no indication as to when these projects are likely to be commissioned/completed. Since the Central Ministry sanctions these projects only after

the land has been provided by the State Governments, there should not be any delay in execution of the construction work. The Committee would, like the Ministry to evolve a system whereunder they could insist upon the State Governments that while submitting estimates, they should also indicate, the time schedule for completion of the project and the sanction thereof by the Ministry should carry a stipulation that the job must be completed within the stipulated time frame. The release of final instalment of the amount should depend on satisfactory progress of the project.

2.20 The Committee are informed that the Government of Uttar Pradesh has forwarded a comprehensive proposal, the estimated cost of which is Rs. 23044.66 lakhs for strengthening of infrastructure in the Buddhist circuit in the State. The detailed proposals in respect of each project are awaited. Although the major part of the projects are to be funded from State's own resources, the Central share may be to the tune of Rs. 270 lakhs. The Committee would like the Ministry to clear these proposals at the earliest so that execution thereof could be taken up by the U.P. Government without any loss of time. The Committee would also like the Ministry to prevail upon the Government of Bihar to prepare comprehensive proposals for development of Buddhist circuit in that State. The proposals of both the State Governments may be considered/dovetailed with the Master Plan of Action to be prepared by the Ministry based on the recommendations of the Two Task Forces.

2.21 The Committee find that certain proposals have been received from the State Governments of Madhya Pradesh, Jammu & Kashmir, Sikkim and Andhra Pradesh for development of infrastructural facilities at Buddhist Centres in those States. While most of them are stated to be under examination by the Ministry, in respect of proposal for development of Nagarjunasagar, the Ministry has stated that it will be considered after the Master Plan is prepared. The Committee would like that the proposals in hand need not be kept pending and instead should be cleared, if possible, without waiting for the Master Plan. The Committee would, however, caution the Government to ensure that schemes not related or germane to the Buddhist tourist traffic do not find a way under this plan. It should also be ensured that the style and habits of the Buddhists are kept in view while formulating such schemes.

CHAPTER III

INFRASTRUCTURAL FACILITIES

A. Road Links

National Highways Sector

3.1 The availability of National Highway links from major arrival points viz. Varanasi, Patna, Gaya and Gorakhpur to Buddhist Centres has been as under:—

(a) Varanasi	Length	Status position
Varanasi-Sasaram-Dobhi (on to Gaya)	NH 2 220 km	Two-lane
Varanasi-Gorakhpur	NH 29 210 km	Two-lane 160 km and Single-lane 50 km
(ii) Patna		
Patna-Bakhtiarpur	NH 30 50 km	Two-lane
Bakhtiarpur-Biharshariff.	NH 31 30 km	Two-lane
Pipra Kothi-Sagauli	NH 28A 50 km	Two-lane

3.2 The Ministry has stated that high priority has been accorded to widening of roads single lane to double lanes. Estimates in this regard have been sanctioned for U.P. and Bihar, except for some which have been technically approved and are awaiting financial sanction. State PWDs have been requested to submit estimates on priority basis so that these could be examined and processed for sanction during early part of Annual Plan 1987-88. The Chief Engineer, National Highways, Bihar has been requested to sort out the issues which are under correspondence with the Ministry of Surface Transport so as to expedite sanction of the remaining estimates.

3.3 Asked to state the position with regard to according financial sanction to the projects which have been technically approved, and whether the State PWDs had submitted the estimates and the same had been approved by the Government for inclusion in the Annual

Plan 1987-88, the Ministry has stated in its reply that details of financial assistance sanctioned by the Ministry of Surface Transport (Roads Wing) are as given in the Statement placed at Appendix II. The State PWDs have submitted the estimates for high priority projects of widening to two lanes. All such estimates have been sanctioned except an estimate for a very small 3 km. stretch on NH 28A between Pipra Kothi and Sagauli in Bihar which has been included in the Annual Plan 1987-88 and is under consideration. In the meantime, hard shoulders on either side of the existing single land carriageway have already been sanctioned for ease of traffic flow.

3.4 Asked to state the position with regard to matters stated to be under correspondence with the Chief Engineer, National Highways, Bihar and the Central Ministry of Surface Transport, the Ministry has stated that most of the issues between the Chief Engineer, National Highways, Bihar and the Ministry of Surface Transport have been sorted out. For strengthening of pavement with machines, the Ministry of Surface Transport has requested the State PWD to shift and instal the Hot Mix Plants prior to sanction of such projects.

State Roads/Highways

Referring to the position of State Roads and State Highways, the Ministry has stated that the sectors involved the following roads:—

(i) Biharsharif-Nalanda-Rajgir-Gaya-Bodhgaya	— 125 km
(ii) Patna-Hajipur-Vaishali (excluding NH-30)	— 45 km
(iii) Patna-Jahanabad-Gaya	— 125 km
(iv) Rajgir-Tapovan	— 20 km
(v) Vaishali-Muzaffarpur	— 35 km
(vi) Sagauli-Bettiah-Lauria-Nandangarh	— 50 km
TOTAL	— 400 km

3.5 In these sectors, only four State Highways are involved. The State Government intends to give priority to sectors (i) and (iii) for implementation during 1987-88 (para 4.9 of the Action Plan). In Sector (i), a stretch of 6 km is already under improvement for which Rs. 30.00 lakhs were sanctioned in 1986-87.

3.6 Asked to state whether these roads are in perfect condition, and whether the State Government has any plans for widening of

any of the above roads/highways, the Ministry stated the position with regard to each road as follows:—

Biharsharif-Nalanda-Rajgir-Gaya-Bodh Gaya

3.7 The stretch of 6 kilometers starting from Biharsharif is already under improvement, which envisaged widening to 5.5 meter width and strengthening of the existing single lane black topped road. The approval for widening and strengthening of the following stretch of 37 km. upto Hisua is under process. The remaining stretch of 48 km between Hisua and Gaya has already been widened.

Patna-Hajipur-Vaishali

3.8 Patna to Hajipur is already served by a four lane black topped road. The portion from Hajipur to Vaishali (35 km) is proposed to be widened to 5.5 meters width and the approval for this scheme is under process.

Patna-Jahanabad-Gaya

3.9 The road between Jahanabad and Gaya has been widened except for a small stretch of 2 km where the alignment is proposed to be improved. The portion between Jahanabad and Nadaul (8 km) is being widened. The portion between Nadaul and Patna (45 km) has already been widened but has been damaged in the last floods at many points. Investigation for providing new bridges culverts and repairing the damages is under progress for taking up the work shortly. This road is, however, placed in phase-II of the action plan report.

Rajgir-Tapovan

3.10 This stretch is under investigation and the project is likely to be ready shortly.

Vaishali-Muzaffarpur

3.11 The widening and improvement of this road is included in phase-II of the Action Plan for which investigation and project preparation is in progress. At present there exists a 3.0/3.75 meter wide black topped road serving between Muzaffarpur and Vaishali.

Sagauli-Bettiah-Lauria-Nandangarh

3.12 Sagauli to Chapwa falls on National Highway 28-A. The work of widening in Chapwa-Bettiah portion is in progress and is likely to be completed soon. Investigation and project preparation

widening and strengthening of Bettiah-Laudia-Nandangarh is being taken up.

3.13 The position of Patna-Hajipur-Vaishali road has been explained above. From Patna to Hajipur there exists a four lane black topped road in good condition. From Hajipur to Vaishali the present road has a 3 metre wide black topped crust which passes through some congested areas. Bye-pass at one congested place (Lalganj) and the widening to 5.5 metre width and strengthening is envisaged further.

3.14 Rajgir-Tapovan road has a 3 metre wide road crust but is presently not in good shape. Project for its improvement is under process.

3.15 Asked whether these roads were partially or fully electrified and whether the respective State Governments have plans to electrify them, the Ministry has stated that except for the municipal portions and the portion covering the Ganga Bridge between Patna and Hajipur, no other portion of these roads are lighted. The State Government, at present does not have any plan to provide lighting on these roads.

3.16 Explaining the role of the Ministry with regard to providing basic infrastructure like road development etc. Secretary (Tourism) has stated during evidence:

".....the Tourism Ministry is not providing finance for basic infrastructure like road development, or land development, electricity and other things. That is the responsibility of the concerned State Government and of the Central Roads Organisation and other concerned agencies. I would say, largely as a result of the initiative taken by the Ministry of Tourism, we were able to persuade the Central Roads Organisation to divert funds from other areas to the Buddhist Circuits so that the main roads and the highways are developed linking those highways with the State Highways. We took up the matter with the State Governments concerned and I am happy to say that we have achieved success. Both U.P. and Bihar Governments have allocated special funds for roads that fell within their areas, which were State roads. The work has started on those roads also."

3.17 When asked about the position of road link between Vaishali-Areraj and Kesariya which had been overlooked in the Action Plan, Secretary (Tourism) has stated:

".....the position is that, for the roads which have been identified in the Action Plan, which was submitted in 1986, at present we are persuading the State PWD Department to include those roads. Unfortunately the road which has been mentioned by the hon. Member and the place Kesariya, that does not find a place in this document. We have discussed it and with the recommendation of the Estimates Committee, it will be possible for us to take up the matter with the State Public Works Department and plead with them for the inclusion of this particular road which the hon. Member has mentioned. Because that will also reduce the distance. The State roads have also been classified in the first and second phases. Unfortunately this road does not find any place in either of these two phases. But anyway we would plead with the State Public Works Department for the inclusion of this road in the Second phase."

3.18 The Committee are informed that on the National Highways in the Buddhist Sector of Uttar Pradesh and Bihar, certain construction projects have been recommended in the Action Plan along with allocation of funds therefor. The Committee would like the Ministry to monitor the progress with all the concerned authorities at the highest level so that the schemes are not bogged down in procedural wrangles and the work is started without any further loss of time. The Committee would also like that the progress in terms of physical achievements of these jobs is monitored by the coordination committee.

3.19 The Committee find that the position with regard to State Roads/State Highways is equally unsatisfactory. Secretary (Tourism) informed the Committee during evidence that the Tourism Ministry is not providing finance for basic infrastructure like road development etc., which is the responsibility of the concerned State Government, Central Roads Organisation and other agencies. As a result of initiative taken by the Ministry, Central Road Organisation has diverted funds from other areas to the roads/highways in the Buddhist circuit. Similarly, both the U.P. and Bihar Governments have allocated special funds for improvement of roads falling within:

their jurisdiction, on pursuasion by the Ministry. While the Committee commend these efforts of the Ministry, they would like continuous monitoring and vigil till such time that all the construction jobs are accomplished. According to the Committee, good roads are a primary pre-requisite for the development of a tourist centre.

3.20 The Committee would also like the Ministry to get in touch with the State Government of Bihar and impress upon them the need to improve the road link between Vaishali-Areraj and Kesariya, which as a matter of chance does not happen to be included in the Action Plan.

B. Transport Facilities

Air Services

3.21 With regard to air services available for major arrival points connecting Buddhist Centres in Bihar and Uttar Pradesh, it has been stated in the Preliminary Material furnished by the Ministry that:

1. Indian Airlines operates regular services to Patna, Gorakhpur and Varanasi.
2. Vayudoot operates services to Patna, Varanasi and Gorakhpur.

3.22 The Task Force is stated to have recommended in this regard that:

"The Government of U.P. should take steps to provide air strips at both Piprahwa and Sravasti."

3.23 Asked to state whether the Government of Uttar Pradesh has taken steps to provide air strips at Piprahwa and Sravasti, the Ministry has stated that the "State Government has informed that there is a proposal for providing an air strip at Sravasti. However, there is no such proposal so far for Piprahwa."

3.24 During evidence when asked as to what efforts have been made to improve air services as the foreign tourists prefer air facilities, Secretary (Tourism) stated:

"In these Buddhists circuits, we already have Varanasi-Gorakhpur-Patna services. These are the three main airports from where flights operate, apart from Kushinagar, which

needs to be improved. U. P. Government has plan to build one air strip at Sravasti. When it comes up, Vayudoot services can be increased."

3.25 Asked whether helicopter service could be introduced in Buddhist sector, Secretary (Tourism) has stated:

"Helicopter services would be very expensive, unless they are chartered. We are trying to increase Vayudoot service. Bodh Gaya would be connected shortly, I am told, and the frequency would be increased between Varanasi and Patna. Helicopters are there but the problem is non-availability of pilots. As soon as more pilots are trained, we can see that. We have about 46 Helicopters. I am not sure about the figure. Our Ministry has basically Dolphins and Westlands."

3.26 When suggested that first regular air services should be improved through better infrastructure facilities and then, according to the flow of traffic, improvement could be made at different places by putting one or two helicopters, Secretary (Tourism) has stated:

"We have already written to the overseas offices, telling them that helicopter services are available and if they can book traffic we will be happy to do that."

Rail and Road Transport Services

3.27 With regard to rail services for Buddhist Sector regular rail services are available for Varanasi, Patna, Gaya and Gorakhpur which are the major arrival points for visiting Buddhist Centres in Bihar and Uttar Pradesh. In addition, Sarnath is linked with Varanasi by a regular service.

3.28 As regards road transport facilities from major cities (Arrival points by rail) to the Buddhist Centres in Uttar Pradesh and Bihar, the U.P. Roadways Transport Corporation provides regular transport facilities from Varanasi and Gorakhpur to places of Buddhist interest in the State. In addition, a fleet of three deluxe coaches based at Sarnath is owned by the State Tourism Development Corporation, and is available for chartered bookings. At Varanasi the ITDC maintains a fleet of 6 tourist cars, 2 luxury cars and 2 coaches for chartered bookings.

3.29 From Patna, in Bihar State Roadways Corporation operates regular services to places of Buddhist interest by ordinary buses.

The ITDC maintains a fleet of 7 tourist cars, one luxury car and one coach which are available to tourists on chartered basis. The State Tourism Development Corporation has six 35-seater deluxe video coaches, 2 tourist cars, a station wagon and a mini bus for hiring on chartered basis.

3.30 While the existing transport facilities are considered adequate to cater to the requirement of domestic tourists, the same do not conform to the standards required for foreign tourists as airconditioned cars and coaches are not available in adequate numbers at Patna, Gorakhpur and Varanasi.

3.31 During evidence, Secretary (Tourism) added:

“.....there is need to privatise the transport facilities. We are pressing for the import of suitable coaches because the ones that are manufactured over here are not suitable for the foreign tourists and we are saying that till those facilities come up, as a one-time measure let us import 100 coaches. But the Government is saying that we can get airconditioned four coaches and that is a step forward.”

The Great Indian Rover

3.32 The India Tourism Development Corporation and the Indian Railways introduced the Great Indian Rover in October, 1983. The train was operated from Calcutta on rail-cum-coach tour basis and covered Nalanda, Rajgir, Bodhgaya, Varanasi, Sarnath, Gorakhpur, Kushinagar and Lumbini. The round trip was of 6 days duration from Thursday to Tuesday every week. The train was discontinued in 1985-86 because occupancy was very low and the train was incurring losses.

3.33 Asked whether any assessment of the tourist traffic was made before introducing the 'Great Indian Rover' and whether adequate publicity of the availability of this facility was made by the Ministry, particularly for the foreign Buddhist pilgrims, the Ministry has stated in their reply that the Great Indian Rover was a joint project of the Indian Railways and the India Tourism Development Corporation (ITDC). It operated from November, 1983 for two seasons i.e. 1983-84 and 1984-85. The train was conceived and designed to cater to the Buddhist pilgrims as the Buddhist Circuit had inadequate infrastructural facilities and therefore the train would provide basic facilities on this sector to attract the foreign tourists from Japan, Thailand, Korea, Hongkong etc. However, only a small segment of the total tourists arrival to India from these countries was availing of the train visiting the Buddhist Circuit and in view of its low occupancy, it ran only for two seasons,

which is too short a period for popularising any tourist facility. Moreover due to the political events of the end of 1984, the tourist traffic to India declined substantially in 1985, and affected occupancy not only of the Great Indian Rover but also of several large hotel chains. Thus in view of the low yield on this train the train was discontinued on the Buddhist sector from the 1985-86 season.

3.34 With regard to publicity for availability of this train, the Ministry stated that marketing was undertaken when the train was still under construction by visits to South East Asian Countries by senior executives of the India Tourism Development Corporation (ITDC) in October, 1982 and again around the same time in 1983. Brochures and posters were made by ITDC and distributed worldwide particularly in South East Asia, and in various South East Asian languages i.e. Japanese, Thai etc. Familiarisation tours were hosted for agents from Japan, Thailand, Malaysia, Indonesia, Singapore, etc. An audio visual/video presentation on the great Indian Rover was made and sent to South East Asian countries for showing to audiences of agents, as well as Tour Operators and at temples etc. This audio visual was also dubbed in the Japanese language. TV Teams were hosted particularly from Japan who made television documentaries which were aired on TV channels in Japan. Publicity campaign was also carried out by the Department of Tourism offices in the South East Asian countries.

3.35 Asked whether the present inflow of foreign tourist traffic to Buddhist Centres warranted revival of this train, the Ministry has stated that though the tourist traffic from the Buddhist generating markets has been increasing, there are no comprehensive statistic available as to how many of these tourists visited the Buddhist circuit, and as such, no firm decision can be taken for reviving this train for the Buddhist sector. The Ministry has, however, been having inter-action with the Ministry of Railways and discussions with various concerned agencies so as to find out ways and means to make the best use of this train for tourism purposes.

3.36 Suggesting revival of the Great Indian Rover, the Task Force is stated to have recommended that:

"A comfortable rail link from Calcutta or Delhi or even Patna would certainly enhance the viability of the Buddhist sector. It is, therefore, important that the Ministry of Railways be persuaded to revive the Great Indian Rover to be run on a fixed schedule rather than being available for charter only. Once it is agreed to revive the train, the decision should be given adequate publicity in the

overseas market which would go a long way towards making train economically viable."

3.37 Asked whether the views of the Ministry of Railways have been sought on the recommendation of the Task Force for revival of the Great Indian Rover, the Ministry has stated in their reply that the suggestions made by the Task Force about the revival of the Great Indian Rover are being examined by the Ministry of Tourism in consultation with the Ministry of Railways. In this connection Secretary (Tourism) has held a number of meetings with the Chairman and Member (Traffic), Railway Board. The two alternatives under consideration are stated to involve deployment of the train on a fixed itinerary but covering places of Buddhist interest or by permitting the private agencies to charter the train on itineraries which they may find feasible to sell in the overseas market.

3.38 In view of the fact that foreign tourists generally prefer air travel, the Committee consider that air strips both at Sravasti and Kushinagar should be developed on a priority basis. The provision of an air strip at Piprahwa also merits reconsideration by the Central/State Government in view of the positive recommendation of the Task Force on the subject. The Committee would also like the Ministry to examine as to which other Buddhist Centres could profitably be linked by Vayudoot or Helicopter services.

3.39 The Committee are informed that the road transport facilities available in the Buddhist circuit in Uttar Pradesh and Bihar do not conform to the standard required for the foreign tourists as air-conditioned cars and coaches are not available. During evidence Secretary (Tourism) has stated that the Government of India were approached for the import of 100 airconditioned coaches, but they have, instead, agreed for airconditioning of the Indian built coaches. The Committee would like the Ministry to expedite action to provide airconditioned coaches, in keeping with international standards, for promotion of road traffic to Buddhist centres.

3.40 The Committee find that in view of the recommendations of the Task Force for revival of the Great India Rover, the matter is being examined by the Ministry of Tourism in consultation with the Ministry of Railways. Secretary (Tourism) is stated to have held a number of meetings, in this connection, with Chairman and Member (Traffic) of the Railway Board. The two alternatives under consideration are stated to be deployment of train on a fixed itine-

rary covering places of Buddhist interest or permitting the private agencies to charter the train on itineraries which they may find feasible, to sell in the overseas market. The Committee would like the Ministry to arrive at any early decision in the matter either way considering all the pros and cons.

*C. Accommodation, Way-side Facilities and
other construction projects*

3.41 The Task Force is stated to have recommended, with regard to augmentation and improvement of accommodation at the Buddhist Centres, as follows:—

“....accommodation needs to be augmented and improved at almost all the buddhist stations in U.P. and Bihar. The accommodation to be provided should be aesthetically appealing, properly planned and should reflect, to the extent possible, Buddhist architecture. It appears that most of the funds for accommodation would have to come from the Central Government. However, the State Governments should be asked to share the responsibility at least to the extent of 25 per cent or 2.00 crores over the next two years. It should be possible for States to allocate adequate funds by reappropriation of funds within the approved outlays.”

3.42 The Ministry have further stated that in accordance with the recommendations of the Task Force, an Action Plan for improvement of Buddhist Pilgrimage Centres in Uttar Pradesh and Bihar, has been prepared in collaboration with Archaeological Survey of India and respective State Governments. The details of achievements and targets, with regard to accommodation and wayside facilities etc., are as follows:

Bihar

Patna

- (i) There is a proposal to increase the existing accommodation at Tourist Bhawan by adding 30 beds. The State Government plans to effect the additions by April, 1988.
- (ii) ITDC do not have any proposal to make any additions to Hotel Ashok Pataliputra. However, in view of the recommendations of the Action Plan, it has been agreed that

ITDC will examine the possibility of adding another 40 rooms (Para 3.8 of the Action Plan).

Nalanda

- (i) The State Government has sanctioned Rs. 9.67 lakhs for constructing a Cafeteria and a Reception Centre in the State Sector (Para 3.10) of the Action Plan).
- (ii) A proposal has been submitted by the State Government to the Central Ministry of Tourism for construction of a Tourist Bungalow comprising 40 beds at a cost of Rs. 36.38 lakhs. This is in implementation of the recommendations of Action Plan (Para 3.10). The proposal is being examined.

Rajgir

- (i) The State Government has sanctioned Ra. 41.38 lakhs for construction of another Tourist Bangalow with 16 double rooms and a Conference Hall. Construction is to start shortly. Target date completion is October, 1988. (Para 3.11 of the Action Plan).
- (ii) The State Forest Department has sanctioned. Rs. 31.00 lakhs to set up a Deer Park at Rajgir.
- (iii) The State Government has forwarded a proposal to the Central Ministry of Tourism for construction of a Cultural Centre at an estimated cost of Rs. 35.00 lakhs. This is in implementation of para 3.11 of the Action Plan. The proposal is being examined.

Bodhgaya

- (i) ITDC has a proposal to construct a 3-star hotel with 25 cottages, landscaping, a swimming pool and a golf course at a cost of Rs. 236.00 lakhs (Para 3.12 of the Action Plan).
- (ii) The State Government has requested central financial assistance for the construction of a Cultural Centre at a cost of Rs. 35.00 lakhs. The proposal is being examined.

Vaishali

The State Government has acquired 10 acres of land for building a "Stupa" which was recommended by the Task Force (Para 3.13-ii). Proposals for central financial assistance

for construction of cottages at Vaishali and a Cultural Centre at an estimated cost of Rs. 39.10 lakhs and Rs. 35.00 lakhs respectively, have been received from the State Government. The proposal is being examined.

Wayside facilities at Hesua

The Bihar Government has sanctioned Rs. 2.28 lakhs in the State Sector for the construction of Wayside facilities consisting of a cafeteria and a toilet block. This facility, therefore, need not be created in the central sector [Para 5.2 (i) of the Action Plan].

Wayside facilities at Jahanabad

The Central Ministry of Tourism has sanctioned an amount of Rs. 3.49 lakhs [Para 5.2 (ii) of the Action Plan].

Uttar Pradesh

Gorakhpur

The State Government has sanctioned Rs. 54.70 lakhs for setting up a Tourist Bungalow. Land is being identified.

Kushinagar

The State Government has issued a sanction of Rs. 38.99 lakhs for construction of Tourist Bungalow and Museum.

Piprahwa

Rs. 20.00 lakhs have been sanctioned to the State Government for acquisition of land (100 acres) for putting up Wayside Amenities and a "Stupa". Instead of the proposed "Stupa", 'Meditation Park' will be built by the Archaeological Survey of India (Para 3.5 of the Action Plan).

Sravasti

- (i) The State Government has sanctioned Rs. 41.96 lakhs for construction of a Tourist Bungalow. Land is being acquired.
- (ii) A Tourist Complex with 48 beds is being constructed by the Ministry of Tourism through ITDC at a cost of Rs. 63.00 lakhs (Para 3.6 of the Action Plan).

Wayside facilities at Pharenda, Dhebruah and Ghaghra Ghat

Project proposals for the above are being framed by U.P. Government for seeking Central financial assistance from the Ministry of Tourism (Para 5.2 of the Action Plan).

3.43 The present position/progress of various construction projects in Bihar has been stated to be as follows:

Nalanda

An amount of Rs. 25.00 lakhs has been sanctioned on 10-9-87 for construction of a Tourist Bungalow at Nalanda. An amount of Rs. 10.00 lakhs has been released to the CPWD which is executing the project.

Gopalganj

An amount of Rs. 25.00 lakhs has been sanctioned on 16-9-87 for construction of a Tourist Bungalow at Gopalganj. Rs. 5.00 lakhs have been released to the CPWD which is executing the project. Construction work has not yet started.

Jahanabad

An amount of Rs. 3.49 lakhs had been sanctioned on 10-8-87 for construction of Wayside facilities at Jahanabad. An amount of Rs. 2.00 lakhs has been released to the State Government which is executing the project.

Bodhgaya

With regard to proposal of ITDC to construct a 3-star hotel with 25 cottages, landscaping, a swimming pool and a golf course at a cost of Rs. 230.00 lakhs, the Ministry have informed that the ITDC has taken up the expansion of its existing Travellers Lodge by adding 18 rooms and upgrading the Lodge to 3-star Hotel. The project is likely to be commissioned by 31st March, 1988. The ITDC has also undertaken land-scaping of the area as a deposit work on behalf of the Ministry of Tourism. The proposal for construction of 25 cottages, swimming pool, Golf Course, etc. has not been taken up due to paucity of funds.

Rajgir

Regarding construction of Tourist Bungalow with 16 double rooms and a Conference Hall, the target for completion of which is October, 1988, the Ministry has stated that tenders for the work has been invited by Bihar State Tourism Development Corporation, the work order is likely to be issued in the first week of January, 1988 and the State Government proposes to complete the construction work by the end of June, 1989.

Vaishali

With regard to proposal for construction of a "Stupa", the Ministry has stated that the construction is to be undertaken by the Archaeological Survey of India. The area adjoining the excavated Stupa has been acquired by the Archaeological Survey of India and landscaping work is in progress. A site museum has also been established where excavated antiquities are displayed for the benefit of tourists and scholars. The Archaeological Survey of India has not considered it advisable to construct a new Stupa as it would affect ancient setting and surrounding environment of the monuments.

The proposals received from the State Government for construction of Cultural Centres at Vaisrali, Bodhgaya and Rajgir have been examined but due to overall constraints of resources and the current drought situation, the proposal has been shelved.

3.44 During evidence it was pointed out that at Vaishali, more than 25 years ago, the Department of Archaeology had acquired nine acres of land that one Mr. Altekhar had carried out excavation work and brought out the Urn of Lord Buddha and that the ASI had built up Naria tile structure, on two occasions which, in due course, fell down. In 1985, a corrugated tin sheet was put up and that also was blown off. Asked as to what was coming in the way of construction of at least a small pucca structure for preserving that Urn, representative of the Ministry stated:

....about making a permanent shed over the stupa, generally as per archaeological principles, we do not make a shed over a structure permanently. But in this particular case, we have had two mishaps. Now we are thinking of

making some sort of a roof over it, which will protect it. But making a *pucca* structure over some archaeological remains, is a matter of principle which we will discuss among ourselves, and we will evolve a particular type of structure which could, on the one hand preserve the pristine purity of this structure and on the other, also protect it."

- 3.45 Asked whether in the museum at that site all the exhibits belonging to that area have been collected from other museums in the country and brought to that museum, the representative of the Ministry stated:

Whatever exhibits we had, we have displayed them. Generally, the other museums which have got the exhibits have to be communicated with. We have to take effective steps, and if they give them back, we will certainly exhibit them."

- 3.46 On the present position/progress with regard to schemes|projects in Uttar Pradesh, the Ministry has stated as follows:

Gorakhpur

Designs for construction of a tourist bungalow have been prepared. Initially, the capacity of the Bungalow was 50 beds, but now it is being revised to 100 beds. The project is likely to be completed by December, 1989.

Kushinagar

The State Government has issued sanctions for construction of tourist bungalow and a museum at Kushinagar at an estimated cost of Rs. 38.99 lakhs and Rs. 48.37 lakhs respectively and an expenditure of Rs. 25.00 lakhs has been incurred on both the projects. The tourist bungalow and the museum are likely to be completed by June, 1988 and June, 1989 respectively.

Piprahwa

For construction of wayside amenities and a meditation pavilion, notification for acquisition of land under section 4/17 has already been issued. Further action regarding construction will be undertaken after land is acquired.

Sravasti

1. The State Govt. has already sanctioned Rs. 41.96 lakhs in 1985-86 for construction of a Tourist Bungalow which will have a capacity of 50 beds. Land acquisition is in progress.
2. On 28-1-86, the Ministry of Tourism sanctioned Rs. 63.00 lakhs for construction of a tourist complex at Sravasti. An advance of Rs. 20.00 lakhs was released to the ITDC, which is the executing agency. Soil investigation for structural design and site contour survey have been completed. The conceptual drawings for the project were prepared by the National Institute of Design, Ahmedabad. After reviewing the concept, certain modifications were proposed in the original drawings. The revised preliminary drawings and layout plans of the Complex were finalised in February, 1987.

Tenders called in July, 87 were found to be on the higher side and were re-invited. These were opened in September, 1987 and after scrutiny by the architect, revised offers have been obtained in December, 1987 from the lowest three contractors which are being examined by the ITDC for acceptance. An expenditure of Rs. 1.16 lakhs has been incurred so far by the ITDC towards the payment of the fees of the architects for preparation of conceptual drawings and layout plans, soil investigation and contour survey. In the meantime, revised estimates for the project amounting to Rs. 127.55 lakhs were received from the ITDC in September, 1987. Since the total project cost will exceed Rs. 50.00 lakhs, a Memo for the Standing Finance Committee will have to be prepared. Detailed information for the Memo is under preparation by the ITDC.

3.47 With regard to monitoring of these projects, the Ministry has stated that they undertake monitoring of only those projects for which central financial assistance is given to the State Governments. Monitoring is done by holding periodical review meetings at the level of the Secretary (Tourism), Government of India and other senior officials of the Ministry. During the current year, the Ministry of Tourism convened the following meetings to review the progress of various projects with the States:—

1. 26-27th February, 1987
2. 27th March, 1987

3. 23rd, 24th and 27th July, 1987
4. 29th July, 1987
5. 10th August, 1987
6. 16—18th November, 1987.

Expansion of Hotel Accommodation—Performance of ITDC

3.48 The Ministry informed the Committee that ITDC did not have any proposal to make any additions to Hotel Ashok Patali-putra (at Patna). However, in view of the recommendations of the Action Plan, (Para 3.8 of the Action Plan) it has been agreed that ITDC will examine the possibility of adding another 40 rooms.

3.49 Asked whether the matter has been examined by the ITDC and what their decision is with regard to implementation of the recommendation of the Task Force in this regard, the Ministry has stated that the matter was examined by the ITDC and on account of the continuous low occupancy of the hotel which ranged between 40 and 50 per cent, the need for expansion was not felt.

3.50 During evidence, when asked as to how the ITDC hotels in UP and Bihar were performing financially and what was their occupancy per centage, representative of the Ministry stated:

“As far as ITDC is concerned, we have got three hotels in UP and Bihar. We have 84 rooms in the hotel at Varanasi and the occupancy in 1984-85 was 35 per cent; in 1985-86 it was 30 per cent; in 1986-87 it was 38 per cent; and upto Oct. 1987, it was 34 per cent. Now, I furnish the turnover and profit.

	(In rupees)	
	Turnover	Profit
1984-85	. 57.33 lacs	(—) 3.60 lacs
1985-86	. 56.46 lacs	(—) 3.31 lacs
1986-87	. 72.73 lacs	1.99 lacs
*	*	*

Varanasi Hotel made a profit of Rs. 2 lakhs after three years. In Patna we have not been able to make any profit. In Bodhgaya we are having only a lodge. The occupancy rate is 50 per cent.”

3.51 Secretary (Tourism) added:—

“There are some units which are not showing profit. Patna is one of them. One of the reasons is in this circuit that there is the seasonality of traffic. One of our efforts is to ensure that there is a uniformity of traffic throughout the year. The position has improved substantially now. In the lean months of 87, there has been a substantial rise in traffic. In Patna and Goa seasonality is the main factor for lowering the occupancy. We are trying to promote traffic in off-season.”

3.52 When pointed out that there were complaints of inefficiency, particularly at the managerial level in ITDC hotel at Patna and that was the prime reason for its losses and low occupancy, the representative of the Ministry stated:

“We will look into it.”

Joint Ventures in construction of Hotels at Buddhist Centres

3.53 One of the promotional measures taken up by the Ministry has been the setting up of a joint venture between HCI (an Air India subsidiary) and the Hokke Club of Japan which is a Buddhist organisation with the idea of constructing some hotels in Buddhist locations. One such hotel has already been commissioned in Rajgir and there is a proposal to construct another hotel at Kushinagar.

3.54 Asked whether the Ministry of Tourism|ITDC played any role in promoting work of such joint ventures, the Ministry stated that with a view to enabling Indian hotels to avail of some specialised technical services available with international hotel chains in initial planning, designing and equipping of the hotel and more importantly, for its international marketing when commissioned, the Ministry of Tourism has formulated “Guidelines for Foreign Investment and Collaboration in the Hotel Industry.” These guidelines are under constant review in consultation with the other concerned Ministries and suitable modifications are made as and when needed in the interest of development of hotel accommodation of required standards. The Guidelines are reportedly widely known in the hotel industry, and Ministry’s personal guidance and advice is also frequently sought by parties interested in foreign collaboration.

3.55 In reply to another question whether this potential can be further exploited to the advantage of development of such facility

at other places of Buddhist pilgrimage, the Ministry has stated that to begin with, the Indo Hokke Hotels Ltd., which is a joint venture company formed by the Hotel Corporation of India and the Hokke Club of Tokyo, initially with equity participation of 80:20 (later revised to 60:40), has planned to set up Japanese style 3 star category hotels, one each at Rajgir and Kushinagar. So far, only one hotel at Rajgir with 26 rooms had been commissioned on 25-11-1984. Keeping in view the demand, the hotel is being run as a seasonal property between October and March. The second hotel project at Kushinagar has not yet been taken up. There are no plans to set up similar hotels at other places of Buddhist pilgrimage.

Yatrikas/Yatri Nivases

3.56 Pilgrims constitute a large chunk of the domestic tourists who, belonging as they do, to the low income groups, have to be provided low-priced accommodation of reasonably good standard. With this objective in view the Ministry of Tourism has formulated a scheme to provide cheaper accommodation to the domestic tourists particularly the pilgrims in the form of Yatrikas, Yatri Nivases and other reasonably priced accommodation units. Construction of Yatrikas and Yatri Nivases is under-taken by a Samiti called the Bharatiya Yatri Avas Vikas Samiti, a society registered under the Societies Registration Act XXI 1960. At the initiative of the Ministry of Tourism this Society was set up in 1978. The Samiti is provided grant-in-aid by the Ministry of Tourism to the extent of 90 per cent of the total cost of Yatrikas; the balance amount is raised through donations from charitable institutions and individuals etc. The land for the purpose is provided by the concerned State Government or charitable institutions in that area. According to the information furnished by the Ministry, the Samiti has so far constructed 8 Yatrikas at the places indicated below:

	<i>capacities</i>
Chitrakoot (M.P.)	100
Amarkantak (M.P.) . . .	10
Kampil (U.P.)	60
Brindavan (U.P.) . (A Block)	75
Nand Mehr (U.P.)	50
Bidar (Karnataka).	
Omkareshwar (M.P.)	150

3.57 In addition, construction yatrikas at 10 places (one each in Gujarat, Pondicherry in Orissa and Andhra Pradesh and 2 each in M.P., U.P. and West Bengal) for a total occupational capacity of 855 persons is reported to be in progress.

3.58 The information furnished by the Ministry has indicated that not a single Yatrika|Yatri Niwas has been constructed by the Bharatiya Yatri Avas Vikas Samiti at any of the Buddhist pilgrimage centres, either in U.P. or in Bihar. Asked to state as to how the Samiti selected sites|places in various States for constructing Yatrika/Yatri Niwas, the Ministry has stated that the Samiti selects sites|places for construction of Yatrikas|Yatri Niwases in consultation with the State Governments depending on the tourism potential of the place and availability of land etc. The Samiti while deciding such cases, is reported to keep in view the volume of tourists/pilgrim traffic to the proposed places, existing facilities and the availability of funds and suitable land. Yatrikas/Yatri Niwases have not been constructed at the Buddhist pilgrimage centres in Bihar and Uttar Pradesh because no proposals for their construction were received from the respective State Governments. However, as proposals have been received recently for the construction of yatrikas at places of Buddhist interest at Rajgir and Bodhgaya (Bihar) and Sarnath (U.P.) they will be considered by Government on merits, *inter-se* priorities and availability of funds etc. Similarly the Government of Bihar has sent (recently) a proposal for the construction of a Yatri Niwas at Gaya which is pending for want of estimates from the CPWD.

3.59 So far as role of the Ministry in these projects is concerned, it is providing grants-in-aid to the extent of 90 per cent of the cost. It nominates officials on the Managing Committee, Technical Committee and Finance Committee of the Samiti. The selection of the site, approval of estimates/plans and clearance of the proposed projects are carried out by these Committees. Ministry is also periodically monitoring and reviewing the physical and financial progress of the various projects undertaken by the Samiti.

3.60 Explaining reasons for no Yatrika|Yatri Niwas having been constructed at any of the Buddhist Centres, Secretary (Tourism) stated:

“They (Bharatiya Yatri Vikas Samiti) have not succeeded in getting land.”

3.61 When pointed out that if the State Governments were not able to help in this regard, the Ministry should issue directive to State Governments of U.P. and Bihar to provide land for the purpose, Secretary (Tourism) stated:

“We will issue them a directive and we will follow it up.”

3.62 During evidence, a view was expressed that the attitude of the Ministry was inclined to satisfy the foreign tourist and that needs of the domestic tourists were being neglected. Reacting to this view, Secretary (Tourism) stated:

“We are conscious of the need to promote domestic tourism also and for this purpose within the funds available, in fact, all the funding that we are doing for accommodation sector, is for the domestic tourists. We are not providing any funds on a big scale for the convenience of foreign tourists excepting small things in Buddhist sector. We are funding the States for provision of Yatri Niwas and practically each State has initially been given one Niwas and more are coming in for pilgrims. We are creating wayside facilities on highways which are mostly on the important domestic tourist routes.”

Way-side Facilities—Toilets, Drinking Water etc.

3.63 The Ministry of Tourism has also undertaken to provide toilets and drinking water facilities at the following centres:

1. Bodhgaya
2. Nalanda
3. Rajgir
4. Sarnath
5. Kushinagar
6. Sravasti
7. Sanchi

3.64 The Scheme is being executed by the Archaeological Survey of India at an estimated cost of Rs. 1.50 lakhs each and works at all the centres are reported to be nearing completion.

3.65 Asked when the proposal was received by the Ministry and when it was approved and which authority will be responsible for the up-keep and maintenance of these facilities the Ministry stated that the proposal was received from the Archaeological Survey of India on 28-8-1985 and the Ministry issued the sanction on 31-12-1985. These facilities will be maintained by the Archaeological Survey of India.

3.66 Subsequently, the Ministry has informed that at the remaining Buddhist Centres in Bihar, namely Patna and Vaishali these facilities are available in the existing hotels, motels and tourist lodges.

3.67 The Committee are informed that the Task Force had recommended need for augmentation and improvement of accommodation at almost all the Buddhist Centres in Bihar and Uttar Pradesh. Most of the funds for accommodation have to be provided by the Central Government and the State Governments have been asked to share the responsibility to the extent of 25 per cent or to the tune of rupees two crores only over the next two years. The Task Force recommended construction of tourist bungalows at Nalanda, Gopalganj, Rajgir in Bihar and Gorakhpur, Kushinagar, Sravasti in Uttar Pradesh. In practically all the places, financial sanctions have been issued and certain amounts have been released in some of the cases to the C.P.W.D. who are responsible for execution of the construction. The Committee, however, feel distressed to find that none of the projects have made any headway and construction has not yet started anywhere. Even the land for these projects at some places is yet to be acquired/identified. The Committee cannot consider it a happy state of affairs and would emphasise upon the Ministry to issue proper directions for execution of these jobs at the earliest. A time frame with regard to starting construction and completion of all these projects is needed to be stipulated and the progress closely monitored.

3.68 The Committee further find that the Task Force had also recommended construction of certain other projects in the States of Bihar and Uttar Pradesh. In Bihar, they had recommended projects like a Cafeteria and Reception Centre in the State sector at Nalanda, a Dear Park and a Cultural Centre at Rajgir; a Cultural Centre at Bodhgaya and setting up of a Stupa and a Cultural Centre at Vaishali. Similarly in Uttar Pradesh the Task Force had recommended setting up of a Stupa in Piprahwa. The Committee regret that even in these projects nothing concrete has been done and things are only at the initial stage i.e. issuing of sanction etc. by the Central/State Governments. At Piprahwa, it has been suggested that instead of Stupa a 'Meditation Park' will be built by the Archaeological Survey of India. A meditation pavillion is also proposed to be built for which only notification for acquisition of land has been issued and the construction of the job would be taken up after the land is acquired. But to Committee's dismay, this project has also not yet been initiated. The Committee would

stress that all these projects should be initiated by the executing agencies without any further loss of time and their progress monitored/watched so as to see that they are accomplished well on time.

3.69 It has been brought to the notice of the Committee during evidence that at Vaishali in Bihar Archaeological Survey of India had constructed a Naria tile structure over the "Stupa" set up there 25 years ago. The structure fell down in due course and again, in 1985, another structure with corrugated tin sheet was put up and the same was also blown off. Though the Committee agree with the views of the Archaeological Survey of India that a permanent shed over a "Stupa" was against the archaeological principles, they would like the Archaeological Survey of India, as agreed to during evidence, to evolve a particular type of structure and put up the same at the earliest, which could preserve the beauty and sanctity of the "Stupa" from rain and sunshine.

3.70 The Committee find that the Ministry of Tourism had sanctioned Rs. 63 lakhs for construction of a tourist complex at Sravasti in January, 1986 and an advance of Rs. 20 lakhs was released to ITDC which is the executive agency therefor. The structural design and the contour survey etc. are stated to have been completed. The conceptual drawings of the projects were prepared by the National Institute of Design, Ahmedabad but had to be modified and the revised preliminary drawings and lay out plans were finalised in February, 1987. The tenders for construction work were called in July, 1987 which were found to be on the higher side and were re-invited in December, 1987. These are stated to be under examination for acceptance by ITDC. The Committee are unhappy to find that the whole process has taken so long a time that the project which was sanctioned for Rs. 63 lakhs would now cost Rs. 127.55 lakhs. Since this exceeds by more than Rs. 50 lakhs, a memo for the Standing Finance Committee is being prepared by the ITDC. The Committee feel that had there been no delay in the spade work of the project by the concerned agencies, its cost would not have risen so much. The Committee would now like that the entire process should be accelerated and the construction started at the earliest.

3.71 The Committee find that there are three hotels by the ITDC in the Buddhist Circuit, in the States of Bihar and Uttar Pradesh. These are at Patna, Bodhgaya and Varanasi. The Task Force had recommended augmentation of hotel accommodation by 40 rooms in Hotel Ashoka, Patliputra at Patna. We regard to this recommen-

dition, the Ministry have stated that on examination of the matter by ITDC no need for expansion of the hotel has been felt in view of its low occupancy. The occupancy even in hotels at Varanasi and Bodhgaya is also stated to be very low and all these hotels are running into losses. It is since last year that these hotels have started showing some profit. Considering the present trend of tourist traffic, the Committee feel that if the facilities are such as to meet the level of tourists for whom these hotels cater, occupancy could improve. According to the Committee, there are complaints of inefficiency or mismanagement in these hotels and low occupancy is precisely because of these reasons apart from seasonality of traffic. In Committee's view these hotels do not compare well in the matter of provision of service, with hotels in the private sector. Since these are the hotels which cater to the requirements of the foreign tourist traffic in the Buddhist Sector in the States of Bihar and Uttar Pradesh, the Committee would like the Ministry to look into these aspects seriously and ITDC to improve services/management in these hotels. They are sure that if the services, facilities and management in these hotels are brought at the level of service provided by similar hotels in the private sector, there is no reason why the occupancy position, and profitability should not rise.

3.72 The Committee commend the promotional measure taken up by the Ministry for setting up a joint venture between the HCI (an Air India subsidiary) and the HCI Club of Japan which is a Buddhist Organisation with the idea of constructing some hotels at the Buddhist Centres in the country. The Ministry has informed that one such hotel has already been commissioned at Rajgir and there is a proposal to construct another hotel at Kushinagar. The Committee would like the Ministry to explore possibilities of commissioning more such hotels in the joint venture with the HOKKE Club of Japan.

3.73 The Committee are informed that in order to provide low priced accommodation at the tourist centres to the domestic tourists/pilgrims, the Ministry has formulated a scheme to provide such accommodation in the form of Yatrikas and Yatri Nivases. Construction of these Yatrikas and Yatri Nivases is undertaken by a Samiti called the Bhartiya Yatri Awas Vikas Samiti and the Ministry provides grants-in-aid to the extent of 90 per cent of the cost. The Committee are amazed to find that not a single Yatrika/Yatri Niwas has so far been constructed at any of the Buddhist Centres in Bihar and Uttar Pradesh. Secretary (Tourism) stated during evidence that the probable cause for this was that the State Governments have not been able to arrange land/sites for the purpose. The Committee are

of the opinion that in order to promote domestic tourism, low priced accommodation is a prerequisite at all the tourist centres. Since the projected tourist traffic of domestic tourists at Buddhist Centres is expected to rise, the State Governments concerned should be induced to make efforts in this regard to procure land and activate the **Bhar-tiya Yatri Awas Vikas Samiti** so that the construction projects are taken up by them well in time.

3.74 The Committee are happy to find that the Ministry has undertaken to provide wayside facilities like drinking water and toilets etc. at some of the Buddhist Centres in Bihar and Uttar Pradesh namely Bodhgaya, Nalanda, Rajgir, Sarnath, Kushinagar, Sravasti and Sanchi which is in Madhya Pradesh. The work at all these centres is stated to be nearing completion. The Committee hope that this will be completed on schedule and would like the Ministry to undertake provision of such facilities at other Buddhist Centres also in a phased manner. The Committee would also emphasize the need for arrangements to maintain these facilities.

3.75 The Committee are also informed that an amount of Rs. 3.49 lakhs has been sanctioned for construction of wayside facilities at Jahanabad. An amount of Rs. 2 lakhs has been released to the State Government which is executing the project. Similarly, for construction of wayside facilities at Piprahwa, a notification for acquisition of land is stated to have been issued by the State Government of Uttar Pradesh. The Committee desire that the State Governments concerned may be impressed upon to accelerated the process for acquiring land etc. and undertaken construction at the earliest.

CHAPTER IV

MISCELLANEOUS MATTERS

A. *Trenching of Archaeological remains etc. at Buddhist Centres*

4.1 The Task Force is stated to have recommended that

“Action also needs to be taken by the Archaeological Survey of India for properly trenching the archaeological remains, land-scaping them and providing other facilities to attract the tourists.”

4.2 Asked whether Archaeological Survey of India is drawing plans for developing, landscaping and trenching of the archaeological remains at various Buddhist Centres in the country, the Ministry has stated that the Archaeological Survey of India, as part of its normal activities, is regularly attending to and maintaining these monuments/sites, besides, undertaking structural repairs and chemical preservation, horticultural operations at Kushinagar and Sravasti in U.P. In pursuance of the recommendations made by the Task Force, the Archaeological Survey of India is reported to be also examining the proposal for the development of garden, one each at Tapovan (Rajgir) and Lauria Nandangarh in Bihar and Piprahawa and Sankasia in Uttar Pradesh.

4.3 Asked whether the Ministry of Tourism plays any role for overseeing implementation of tasks assigned to the Archaeological Survey of India, the Ministry stated that these aspects are reviewed in the meetings with the Archaeological Survey of India and related State Governments to oversee implementation of the tasks assigned to Archaeological Survey of India.

4.4 The Committee are happy to note that the Archaeological Survey of India has undertaken structural repairs, chemical preservation and horticulture operations in Kushinagar and Sravasti in Uttar Pradesh. It is also examining proposals for development of a garden each at Tapovan (Rajgir) and Lauria Nandangarh in Bihar and Piprahawa and Sankia in Uttar Pradesh. The Committee hope that the proposals under examination of the Archaeological Survey of India will be finalised at the earliest and implementation thereof taken up in right earnest.

B. Marketing, Advertisement and Publicity

4.5 With regard to marketing potential and advertising for attracting foreign tourists, the Task Force has recommended that:

“Once it is decided to go ahead with the master plan, immediate action should be initiated for simultaneous implementation of a marketing plan and for launching an advertising and marketing campaign in countries like Japan, Thailand, Taiwan etc. so that media and trade are aware of the potential of this sector.”

4.6 According to the Ministry, a well defined marketing and advertising campaign has been drawn up by the Ministry of Tourism for implementation during the financial year 1988-89. The Government of India Tourist Offices in Tokyo, Bangkok, Kuala Lumpur and Singapore are expected to release advertisements in the print media. For this a centrally conceived advertising campaign on Buddhist Centres is being produced in India for the Ministry of Tourism by a wellknown advertising agency. The art work for these advertisements will be sent to the overseas offices for translation in the local languages and released in the local press. A representative of the Advertisement Agency, has visited Japan, Thailand, Malaysia and Singapore to study the market and to discuss the campaign with the officers of the Ministry of Tourism posted in those countries as well as with the advertising agencies handling the Tourist Office accounts. The advertising campaign will be supported by posters, brochures and an audio-visual. The total cost for the production of the campaign is estimated at Rs. 8.27 lakhs. Over and above this will be the media cost in Japan, Malaysia, Singapore and Thailand which will be determined on the basis of the 1988-89 budget. The Ministry also proposes to launch in 1987-88 a print media campaign of around Rs. 1.00 lakh in Thailand to promote Buddhist traffic and in 1988-89 a TV Campaign in these countries to promote Buddhist traffic.

4.7 With regard to their marketing and sales promotion work, the Government of India Tourist Offices are working closely with the Indian Missions abroad, whose Information and Publicity Wings of the Indian Missions were associated with our Publicity campaigns.

During evidence, Secretary (Tourism) added:

“Actually our job is one of promotional operations.....we contact the travel writers, film makers to come over here, see our places, make films of our places and then go back to their countries and write about it or show the films. We conduct workshops, seminars also. We also help the travel agents to bring out their brochures.”

4.8 Referring to the publicity in the Asian and South East Asian countries about tourist attraction at Buddhist Pilgrimage centres, the Ministry stated that:

“The Overseas Market for attracting Buddhist traffic to India covers East/Asia and South East Asia mostly. The overseas offices from time to time launch Buddhist campaigns comprising of advertising in the consumer/trade periodicals, production of literature on Buddhist shrines in languages such as Japanese, Thai, Chinese and Korean, organisation of lectures and film shows in conjunction with travel agents, religious organisations, Buddhist clubs etc.”

4.9 Asked as to how the Ministry/ITDC maintains liaison with the overseas offices of India who launch campaigns for attracting tourists to the Buddhist Pilgrimage centres, the Ministry has stated that it regularly calls their officers posted overseas along with their advertising agencies for meetings in India where detailed discussions take place on advertising campaign to be launched overseas. A series of meetings took place between December 1986 and June 1987 with the Secretary of the Ministry when the current campaigns were discussed and finalised. The travel trade in India was also invited to participate in these meetings. Such inter-action with the industry, the Ministry stated, ensures that the campaigns are fully market-oriented. The Ministry of Tourism also invites under its Hospitality Programme, travel agents, tour operators and travel media from Japan and other countries, not only to familiarise them with India as a tourist destination, but also to assess the requirement of the tourist markets in those countries. Another series of meetings with all overseas officers and their advertising agencies was scheduled for 7, 8 and 9-1-1988. One recent example of the close inter-action that the Ministry maintained with the overseas Buddhist pilgrim markets has been the visit of 60 Monks from Thailand. At a simple ceremony at the Convention Centre at Ashok Hotel, New Delhi, Secretary (Tourism) presented on 20-11-1987 saplings of the Bodhi Tree to these Monks. Another 60 plants were also presented to the Department of Education of Thailand for planting in various cities and towns throughout Thailand. These saplings will ever remain a symbol of India's deep interest in Buddhists around the world and thus generate substantial Buddhist pilgrim traffic to India. To attend the ceremony in Delhi which was considered of great significance, 150 Thai tourists accompanied the Monks.

4.10 In reply to a question whether Archaeological Survey of India is also consulted for incorporation of valuable information in

the publications, the Ministry has stated that Archaeological Survey of India provides invaluable help to Department of Tourism in all phases of the Department's work, including information/photographs required for publication.

4.11 Referring to a publicity project in hand for attracting traffic at Buddhist Centres, the Ministry stated in the Preliminary Material that:

"Currently a project is in hand to promote places associated with Buddha in the markets of South East Asia and East Asia. This campaign is being planned for projecting an advertisement campaign in the print media, a brochure, a folder, a poster and an audio-visual. The poster would be a specially conceived one. The brochure for the decision makers in the trade would be produced with approx. 16 to 24 pages covering all the places included in the Buddhist itinerary in U.P. and Bihar along with related historical details. Places selected are Bodhgaya, Rajgir, Nalanda, Vaishali, Kushinagar, Sarnath, Sravasti, Kapilvastu, Sankhesa, Kaushambi."

4.12 Asked to state the present position of the above project and when it was likely to be launched, the Ministry has stated that the Department of Tourism has already seen and approved the art work for three advertisements, copy for the brochure and photographs for the poster and audio-visual, which are expected to be ready during the current financial year. The overseas Tourist Offices have been asked to book space for the advertising campaign in print media during 1988-89 by which time they would have received brochures, posters, audio-visuals etc.

4.13 The Committee are informed that a plan for well defined marketing and advertisement campaign, for implementation during 1988-89 has been prepared by the Ministry. In this connection a representative of an advertisement agency has visited Japan, Thailand, Malaysia and Singapore to study market there and to discuss the campaign with the officers of the Ministry of Tourism. The campaign will be supported by posters, brochures and audio visuals. A TV campaign to promote Buddhist traffic is also proposed to be launched in 1988-89. While the Committee appreciate the advertisement campaign proposed to be launched during the financial year 1988-89, they apprehend that this may not overtake the development programme of tourist centres, particularly in Bihar and Uttar Pradesh, as the same is not progressing at a

pace matching the campaign for publicity. Therefore, it is imperative that side by side with the publicity campaign, provision of developmental activities has also to be accelerated at all the Buddhist Centres.

C. Guide Services

4.14 With regard to availability of guide services at various Buddhist Pilgrimage Centres, the Task Force is stated to have recommended:

“The quality of guide service also plays an important role in the overall experience of a tourist. Unfortunately, the quality of guide service for the Buddhist sector is quite poor right now. Therefore, Ministry of Tourism with the help of State Governments should organise an immediate training course to provide guides who would be familiar with a couple of foreign languages also.”

4.15 On the existing arrangements for training of guides with the Ministry/ITDC/State Tourism Departments; and the training courses for guides for various Buddhist Pilgrimage Centres, the Ministry has stated that according to the latest guidelines for training of tourist guides which were circulated to all State Governments/Union Territories in August, 1985, it has been stressed that the efforts of the Central Department of Tourism and other agencies in the field of training of guides should supplement each other. In other words, wherever Government of India Tourist Offices are located, the guide training courses would be conducted only by this Ministry and licences issued to the successful candidates. State Governments have been requested to conduct similar courses for tourist centres other than those where Government of India Tourist Offices are located. For the sake of convenience, a uniform syllabus had been laid down.

4.16 After the report of the Task Force was received the State Governments of Uttar Pradesh and Bihar were asked to assess the requirement of guides for the Buddhist sector. On the advice of Manager, Government of India Tourist Office, Varanasi, it was decided to sanction a Japanese conversational course for existing guides in Varanasi. The Government of Bihar was still assessing the requirement of guides for Buddhist sites falling within that State.

4.17 During evidence when asked to state as to what were the contents of the guidelines issued to the State Governments regard-

ing training of guides and whether all the State Governments had accepted them, the representative of the Ministry stated:

“As far as the guidelines are concerned, they relate to the educational qualifications etc. with which the candidates are eligible. These have been laid down by the Central Government and have been communicated to the State Governments. All the State Governments have accepted them. Our internal policy is that we have about 20 offices within the country, in Delhi, Bombay, Madras, Calcutta etc. Wherever we have our own office, the Central Government centrally organises. Wherever we do not have our own office, we take the help of the State Governments. In January this year, after the report, we have requested the Government of Bihar and U.P. to organise the guides courses. We felt that the guides should preferably know foreign languages like Japanese, Korean etc. We on our own organised a Japanese conversational course in Varanasi. In Patna also we have got the request to organise a course. So, some time in April we will organise course at Patna also.”

4.18 The Committee find that with regard, to availability of guide service in Uttar Pradesh and Bihar, in the Buddhist Sector, the Task Force has commented that the quality of guide services for the Buddhist sector is not upto the requisite standards. The Ministry, in this connection, has prepared guidelines for training of tourist guides and circulated to all the State Governments, wherever there is a tourist office of the Government of India, the guide training course is to be conducted by that office and licences issued to the successful candidates. At places where Government of India do not have tourist offices, the respective State Governments are supposed to conduct such a course. The Committee find that only a Japanese conversational course for guides has been sanctioned to be started at Varanasi and a request for similar course at Patna has been received by the Ministry. They are, however, unhappy to find that regular courses for guides in the Buddhist sector, particularly in the States of Uttar Pradesh and Bihar, have not yet been initiated either by the Central Ministry of Tourism or by the respective State Governments. The Committee desire the Ministry to take up the matter with the State Governments of Bihar and Uttar Pradesh so that such courses could be started without any further loss of time.

The Ministry may also take action to organise such courses at the stations where they have their own offices.

APPENDIX I

Break-up of Estimates of U. P. Government for strengthening of infrastructure in the Buddhist Circuit in the State

Summary of the proposals with estimated cost

(Rs. in lakhs)

1.	Construction of a Bridge over River Gandak	750.00
2.	Construction of Guide Bunds for safety of the Bridge and embankment	500.00
3.	<i>Construction of Roads</i>	
	Betia—Tamkuhi 40 kms. @ Rs. 12.00 lacs	480.00
	Tamkuhi—Kushinagar 28 kms. @ Rs. 6.50 lacs	182.00
	Kushinagar—Gorakhpur 52 kms. @ Rs. 6.50 lacs	338.00
	Gorakhpur—Pharenda 43 kms. @ Rs. 8.50 lacs	365.00
	Pharenda—Sunaoli 50 kms. @ Rs. 8.50 lacs	425.00
	Pharenda—Naugarh 44 kms. @ Rs. 8.50 lacs	374.00
	Naugarh—Piprahwa 12 kms. @ Rs. 8.50 lacs	102.00
	Naugarh—Barhni 45 kms. @ Rs. 12.00 lacs	540.00
	Barhni—Tulsipur 45 kms. @ Rs. 8.50 lacs	382.00
	Tulsipur—Balrampur 27 kms. @ Rs. 8.50 lacs	229.50
	Balrampur—Sravasti 17 kms. @ Rs. 8.50 lacs	144.50
	Balrampur—Gonda 41 kms. @ Rs. 8.50 lacs	348.50
	Gonda—Ghaghrha ghat 44 kms. @ Rs. 8.50 lacs	374.00
	Ghaghrha ghat—Barabanki 41 kms. @ Rs. 8.50 lacs	348.50
	Barabanki—Lucknow 27 kms. @ Rs. 6.50 lacs	175.50
	Lucknow—Kanpur 80 kms. @ Rs. 6.50 lacs	520.00
	Balrampur—Utraula 28 kms. @ Rs. 8.50 lacs	238.00
	Utraula—Basti 69 kms. @ Rs. 8.50 lacs	586.50
	Basti—Gorakhpur 61 kms. @ Rs. 6.50 lacs	396.50
	Gorakhpur—Barhalgunj 58 kms. @ Rs. 6.50 lacs	377.00
	Barhalgunj—Azamgarh 44 kms. @ Rs. 6.50 lacs	286.00
	Azamgarh—Varanasi] 94 kms. @ Rs. 6.50 lacs	611.00
	Varanasi—Aallhabad 125 kms. @ Rs. 6.50 lacs	812.50
	Allahabad—Kaushambi 60 kms. @ Rs. 8.50 lacs	510.00
	Allahabad—Fatehpur 116 kms. @ Rs. 6.50 lacs	754.00

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(Rs. in lakhs)

Fatehpur—Kanpur	77 kms. @ Rs. 6.50 lacs	500.50
Kanpur—Kannauj	82 kms. @ Rs. 8.50 lacs	697.00
Kannauj—Bevar	66 kms. @ Rs. 8.50 lacs	561.00
Bevar—Bhegaon	13 kms. @ Rs. 8.50 lacs	110.50
Bevar—Sankisa	25 kms. @ Rs. 8.50 lacs	212.50
Sankisa—Mohammadabad	19 kms. @ Rs. 8.50 lacs	161.50
Bevar-Mohammadabad	23 kms. @ Rs. 8.50 lacs	195.50
Mohammadabad—Fetehtarh	21 kms. @ Rs. 8.50 lacs	178.50
Sankisa—Bhogaon	16 kms. @ Rs. 12.00 lacs	192.00
Barhalgunj—Mau	38 kms. @ Rs. 6.50 lacs	247.00
Mau—Gazipur	39 kms. @ Rs. 6.50 lacs	253.50
Gazipur—Varanasi	72 kms. @ Rs. 6.50 lacs	468.00
Varanasi—Naubatpur check post	40 kms. @ Rs. 6.50 lacs	260.00
Bhogaon—Etah	62 kms. @ Rs. 8.50 lacs	527.00
Etah—Aligarh	70 kms. @ Rs. 8.50 lacs	595.00
Aligarh—Delhi	131 kms. @ Rs. 8.50 lacs	1113.50
Bhogaon—Shikohabad	35 kms. @ Rs. 8.50 lacs	297.50
Shikohabad—Agra	65 kms. @ Rs. 6.50 lacs	422.50
Agra—Mathura	54 kms. @ Rs. 6.50 lacs	351.00
Mathura—Delhi	147 kms. @ Rs. 6.50 lacs	955.50
Construction of 2 kms. long bye-lanes on each side of the road on three points of entry in U.P. from Bihar (At Naubatpur check post at the point of entry on Betia Tamkuhi road and at Chandhasi Coal Mandi).	12 kms. @ Rs. 12.00 lacs	144.00
	Total (Roads)	18344.50

4. Accommodation:

Supplementing the existing Tourist Bungalow with a Motel at Sarnath		35.00
Construction of a Motel at Maunath Bhanjan		35.00
Construction of three, 3 Star category Hotel at Kanpur, Gorakhpur and Sarnath.	@Rs. 200.00 lacs	600.00

Construction of wayside amenities on eight places (Ghazipur, Azamgarh, Barhaigunj Tamkuhi, Piprahwa, Barhni Jarwal road, and Kaushambi)	@Rs. 25.00 lacs	200.00
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Landscaping & Beautification of Buddhist Shrines

Development Works:

Development of Sarnath Lake		Rs. 9.19 lacs
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Tele-Communication Facilities

(i) Varanasi and Gorakhpur-Normal rental charges as fixed by Tele-Communication Department.		
(ii) New installation work at Kushinagar		Rs. 200.00 lacs
(iii) New installation work at Sravasti		Rs. 53.00 lacs

Water facilities and Sewerage system

(i) Kushinagar, Piprahwa, Sravasti		Rs. 1063.50 lacs
(ii) Sankisa and Kaushambi.		Rs. 0.47 lacs

Regular and Un-interrupted Electric Supply

(i) Kushinagar		Rs. 135.00 lacs
(ii) Sunaoli		Rs. 135.00 lacs
(iii) Sravasti.		Rs. 270.00 lacs
(iv) Provision of 24 Generator Sets in each proposed and existing accommodational unit on Buddhist Circuit		Rs. 24.00 lacs

Roads and Bridges

Construction of an additional flyover at Mughal Sarai Railway Station.		Rs. 300.00 lacs
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Cultural Centres at Sravasti and Kushnagar

Construction of Cultural Centres at Sravasti and Kushinagar @ Rs. 30.00 lacs		Rs. 60.00 lacs
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<i>Deer Park at Kushinagar and Sravasti</i> @Rs. 165.00 lacs		Rs. 33.00 lacs
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Grand Total :		<u>Rs. 23044.66 lacs</u>
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APPENDIX II

Development of Roads leading to Buddhist centres

S. No.	Name of work	Length in km.	Amount recommended (Action Plan	Amount sanctioned with dates	Expenditure up to 31-3-87 to	Amount required during 1987-88	Amount required during 1988-89	physical progress upto 9/87	Target date of completion	Remarks	(Rupees in lakhs)	
											7	8
1	2	3	4	5	6	7	8	9	10	11		
Uttar Pradesh												
NH-29 Varanasi Gorakhpur												
1.	Widening and strengthening in km 212, 82, 83	162 53 km	320.00	288.87 (Feb. 86) (Sep. 86) (Mar 87)	80.44	129.00	80.00	First job 90% Second job 70% Third job 15%	one job Second job Third job	3/89 6/88 3/90		55
2.	Strengthening of weak pavement in km 8-13, 22, 25, 37, 38, 50, 51, 54, 55, 79-88 and 95-105.	37 km.	150.00	205.19 (Dec. 85) (Feb, 86) (Sep. 87) .	75.24	39.03	68.00	First job completed Second job completed. Third-- work contract awarding under process.	First job completed Second job completed Third job 3/90			

	1	2	3	4	5	6	7	8	9	10	11
						..		16.00	..		Estimate awaited from State PWD
3.	Construction of major bridges-Maghai- 3 Nos. 160.00										
	in Km-88, Taraina in km.-165 and										
	AMI in km-188 with approaches.										
4.	Construction of minor bridges in km 13, 3 Nos. 53.00										
	km. 84 (BA 550), km 111 (Balehabli.)										
	Justifica- tion reconat- ruction under examina- tion-										
	Sub-total NH-29 683.00 494.06										
	NH-88 Gorakhpur-Kushi Nagar-Bihar Border										
5.	Widening to two lanes without streng- 36 km. 140.00										
	thening the remaining section (km. 169.39										
	324-360) Kushinagar and Bihar Border (Mar 86)										
	(Feb 87)										
6.	Strengthening of weak pavement in km. 29 km 150.00										
	271-3000 between Gorakhpur and Kushi- Nagar										
	Technical appraisal approved Estimate awaited.										

First job contract 3/90
 awarding First bridge under process.
 sanctioned. Estimate for second bridge awaited from State PWD

10.00 30.00

61.00 25.00

7. Construction of minor bridges 2 Nos.
 Ramgarhatal in km. 268 and Turra Nallah in km 276.

 351.00 194.39

Sub-total NH 28

NH-2 Varanasi-Bihar Border

First job 3/88
 50% Second job 6/88
 70% Second job

11.66

43.08

50.00 51.40
 (Mar. 86)
 (Sept.86)

5 km.

8. Strengthening weak pavement in km.
 25,26,31,43, and 44 of Varanasi-Bihar
 Border Section

 50.00 51.40

Sub-Total NH 2

1084.00 739.85

Total for U.P. .

1	2	3	4	5	6	7	8	9	10	11
	B. Bihar									
	NH-30 Patna-Bakhtiarpur									
9.	Strengthening of Pavement in Patna bypass,	14 km.	180.00	106.39 (Mar. 87)		5.00	100.00	Contract awarding under process	12/89	
10.	Strengthening of pavement in selected reaches in Patna-Bakhtiarpur Section .	10 km.	90.00						12/89	Technical appraisal approved. Estimate awaited.
11.	Bypass around congested Villages Jethuly- Sabalpur (L.A. only)	5 km.	50.00							Alignment yet to be approved.
	Sub-Total NH 30.		320.00	106.39						
	NH-31 Bakhtiarpur-Biharsharif									
12.	Strengthening of pavement in selected reaches.	10 km.	100.00							Technical appraisal approved. Estimate awaited from State PWD.
	Sub-total NH 31		100.00	..						

NH-28 UP Border-Piprakothi-Muzaffarpur

13.	Widening of Kushinagar Piprakothi Section to two lanes in the remaining reaches.	62km.	700.00	746.89 (Mar. 86) (Mar. 87)	130.00	203.00	276.00	First job 2 jobs in 6/88. Second 1 job in 6/89 Third job 70% 75%	Work for 3 job in progress. Contact awarding under process for the rest.
14.	Strengthening of pavement in selected reaches (Piprakothi-Muzaffarpur Section)	20 km.	200.00	25.66 (Mar. 86)	32.30			Sanctioned work completed (4km)	Only 4 km out of 21km. sanctioned so far.

Sub-total NH 28 900.00 772.55

NH-28A Piprakothi-Motibari-Sagauli

15.	Widening to two lanes in remaining length	3 km.	20.00						Estimate under process
16.	Strengthening of pavement in selected reaches	10 km.	100.00	62.08 (Mar. 86) (Jan. 87)	31.00	33.00	4.00	2 jobs completed 30% 2 jobs	8.5 km out of 10 km 6/88 sanctioned so far.
17.	Permanent remedial measures and realignment in piprakothi Chapwa sec.	L.S.	150.00						The requirement under review.

1 2 3 4 5 6 7 8 9 10 11

18. Railway overbridge in Motihari bypass 1 No. 100 00 Estimate awaited from State PWD

Sub-total NH 28A 370.00 62.08

NH-2 UP Border-Sasaram-Dobhi

19. Strengthening of pavement in km 48-93, 126 km. 1100.00 166.67 (Mar. 86)
 107-114 120-131, 127-139, 153-180, 196-222. 14.95 52.00 18.00 First job 60% First job 6/88
 Second job 60% Second 6/88
 Third job contact awarding under Process
 Fourth job 3/89

Fourth job NIL.

sub-total NH 2 1100.00 166.67

Total for Bihar 2790.00 1107.67

Grand Total Rs. 39.0 Crore Rs. 18.5 Crore

APPENDIX III

Statement of Recommendations/Observations

S.No.	Para No.	Recommendation/Observation
1	2	3
1	1.7	<p>The Committee note that for exploiting fully the tourist potential in Buddhist Sector, particularly attracting foreign tourists from Japan, Thailand, Malaysia, Korea, Sri Lanka etc., the Government identified, in consultation with the respective State Governments 23 places—two in Andhra Pradesh, six in Bihar, two in Jammu and Kashmir, two in Madhya Pradesh, one each in Maharashtra and Orissa and three in Sikkim for integrated development of tourism infrastructure. However, it is surprising that instead of initiating immediate follow-up action for development, the Government chose to appoint a task force first in <i>July, 1986</i> and again in <i>June, 1987</i>, for formulating schemes for development of these centres, thus frittering away the precious time in the process. Now that the first task force has already submitted its report and the second task force is expected to submit its report shortly, the Committee expect the Government to take concerted action in the implementation of these two reports faithfully on a priority basis. The Committee recommend that the Government should fix up a time bound programme for implementing the prescribed targets and identify the centres of responsibility for implementing various sectors of the programme.</p>
2	1.18	<p>The Committee are informed that for overseeing implementation of the Action Plan based on the recommendations of the first Task Force,</p>

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a coordination committee under the Chairmanship of Secretary (Tourism), including representatives of State Governments of U.P. and Bihar and Director General, Archaeological Survey of India, has been set up. The Committee, however, find that the 'important decisions' stated to have been taken by the coordination committee only indicate sanctioning of certain projects in the Central and State Sectors relating to development of National Highways/State roads and the provision of accommodation at various Buddhist Centres in Bihar and Uttar Pradesh. There is no indication whether the construction work of these projects has actually started and is progressing according to schedule. The Committee apprehend that it may not be practicable for the coordination committee to effectively monitor the physical achievements and inspect the construction works as frequently as may be necessary. They would, therefore, like the Ministry to consider the feasibility of creating a steering group under the coordination committee which may monitor physical progress of various construction projects so as to watch their timely completion. The coordination committee should, however, keep itself abreast of overall progress of implementation of the recommendations of the Task Force, including physical achievements.

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1.36

The Committee find that there is considerable scope for attracting Buddhist tourist traffic not only from within the country but also from abroad. The Task Force appointed by the Government to determine the infrastructural requirements of Buddhist Centres has also envisaged considerable growth in the domestic as well as foreign tourist traffic to various Buddhist Centres by the end of Seventh Plan. Although this information suggests a happy trend in the growth of the tourist traffic to Buddhist Centres

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in the country, the Committee regret that all these conjectures are based on rough estimates only as admitted by the Ministry that "systematic collection of tourist statistics has not yet been taken up by any State Government." Huge variations in the figures of visitors to various centres, furnished by the Ministry for the years 1982 to 1985, are clearly indicative of this malady. The Ministry has, however, now evolved a format for collection of figures on scientific lines on which the State Governments are expected to furnish the statistics. While the State Government of Uttar Pradesh has started furnishing data as per the specified format, the State Government of Bihar has only 'promised' to do so. The Committee, in this connection, would like the Ministry to examine whether the allocation of funds from the Central budget could be linked with the maintenance and submission of tourist statistics as per the format specified for the purpose, by the State Governments as, in their opinion, this may induce the State Governments to do the needful.

- 4 1.37 The Committee also hope that the survey of tourist arrivals in Buddhist sector by a private agency, as also the Tourist Potential Surveys taken up by the Central Ministry of Tourism, will be completed within the stipulated time frame.
5. 2.12 The Committee find that while during the Sixth Five Year Plan, out of the total allocation of Rs. 997.85 lakhs, an amount of Rs. 91.41 lakhs, which comes to 9.16 per cent of the total allocation, was spent on development of Buddhist Centres, during Seventh Plan, out of the total allocation of Rs. 1954.80 lakhs, an amount of only 43.75 lakhs, which comes to only 2.23 per cent (expenditure upto October, 1987) has been spent

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on these centres. The Committee draw an inevitable conclusion that the decline in expenditure indicates lack of adequate attention being paid to the development of this 'sector' by either the State Governments due to delay in finalisation and submission of their proposals to the Ministry of Tourism or delay in execution of the schemes which have been approved and sanctioned. The Committee express serious concern that while there is an allround emphasis on development of Buddhist sector in view of its abundant tourist potential and two Task Forces have been set up by the Government to identify areas which need early development, there is lack of adequate enthusiasm on the part of concerned Central/State authorities to accelerate the process of development. The Committee would like the Ministry/respective State Governments to take urgent corrective measures for faster development of facilities in this sector.

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2.19

The Committee find that out of four proposals received from the State Government of Bihar during 1987-88 viz. Tourist Bungalow at Nalanda, way side facilities at Jahanabad, Tourist Bungalow at Gopalganj and Yatri Niwas at Gaya, three of them have been approved and instalments of various sums have been released to the executing authorities, while for the fourth proposal i.e. for Yatri Niwas at Gaya, detailed estimates are awaited from the CPWD. Out of two proposals for 1988-89, estimates have been received for one proposal and for the second, the estimates are 'not given'. From the Government of Uttar Pradesh, only one project for construction of Tourist Complex at Sravasti has been received and sanctioned for Rs. 63 lakhs, out of which Rs. 20 lakhs have been released to the ITDC for construction. To Committee's surprise there is no indication as to when these projects are like-

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ly to be commissioned/completed. Since the Central Ministry sanctions these projects only after the land has been provided by the State Governments, there should not be any delay in execution of the construction work. The Committee would, like the Ministry to evolve a system whereunder they could insist upon the State Governments that while submitting estimates, they should also indicate the time schedule for completion of the project and the sanction thereof by the Ministry should carry a stipulation that the job must be completed within the stipulated time frame. The release of fund instalment of the amount should depend on satisfactory progress of the project.

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2.20

The Committee are informed that the Government of Uttar Pradesh has forwarded a comprehensive proposal, the estimated cost of which is Rs. 23044.66 lakhs for strengthening of infrastructure in the Buddhist circuit in the State. The detailed proposals in respect of each project are awaited. Although the major part of the projects are to be funded from State's own resources, the Central share may be to the tune of Rs. 270 lakhs. The Committee would like the Ministry to clear these proposals at the earliest so that execution thereof could be taken up by the U.P. Government without any loss of time. The Committee would also like the Ministry to prevail upon the Government of Bihar to prepare comprehensive proposals for development of Buddhist circuit in that State. The proposals of both the State Governments may be considered/dovetailed with the Master Plan of Action to be prepared by the Ministry based on the recommendations of the Two Task Forces.

2.21

The Committee find that certain proposals have been received from the State Governments of Madhya Pradesh, Jammu & Kashmir,

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Sikkim and Andhra Pradesh for development of infrastructural facilities at Buddhist Centres in those States. While most of them are stated to be under examination by the Ministry, in respect of proposal for development of Nagarjunasagar, the Ministry has stated that it will be considered after the Master Plan is prepared. The Committee would like that the proposals in hand need not be kept pending and instead should be cleared, if possible, without waiting for the Master Plan. The Committee would however, caution the Government to ensure that schemes not related or germane to the Buddhist tourist traffic do not find a way under this plan. It should also be ensured that the style and habits of the Buddhists are kept in view while formulating such schemes.

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3.18

The Committee are informed that on the National Highways in the Buddhist Sector of Uttar Pradesh and Bihar, certain construction projects have been recommended in the Action Plan along with allocation of funds therefor. The Committee would like the Ministry to monitor the progress with all the concerned authorities at the highest level so that the schemes are not bogged down in procedural wrangles and the work is started without any further loss of time. The Committee would also like that the progress in terms of physical achievements of these jobs is monitored by the coordination committee.

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3.19

The Committee find that the position with regard to State Roads|State Highways is equally unsatisfactory. Secretary (Tourism) informed the Committee during evidence that the Tourism Ministry is not providing finance for basic infrastructure like road development etc., which is the responsibility of the concerned State Government. Central Roads Organisation and other

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agencies. As a result of initiative taken by the Ministry, Central Road Organisation has diverted funds from other areas to the roads|highways in the Buddhist circuit. Similarly, both the U.P. and Bihar Governments have allocated special funds for improvement of roads falling within their jurisdiction, on pursuation by the Ministry. While the Committee commend these efforts of the Ministry, they would like continuous monitoring and vigil till such time that all the construction jobs are accomplished. According to the Committee, good roads are a primary prerequisite for the development of a tourist centre.

- 11 3.20 The Committee would also like the Ministry to get in touch with the State Government of Bihar and impress upon them the need to improve the road link between Vaishali-Areraj and Kesariya, which as a matter of chance does not happen to be included in the Action Plan.
- 12 3.38 In view of the fact that foreign tourists generally prefer air travel, the Committee consider that air strips both at Sravasti and Kushinagar should be developed on a priority basis. The provision of an air strip at Piprahwa also merits reconsideration by the Central|State Government in view of the positive recommendation of the Task Force on the subject. The Committee would also like the Ministry to examine as to which other Buddhist Centres could profitably be linked by Vayudoot or Helicopter services.
- 13 3.39 The Committee are informed that the road transport facilities available in the Buddhist circuit in Uttar Pradesh and Bihar do not conform to the standard required for the foreign tourists as air-conditioned cars and coaches are not available. During evidence Secretary (Tourism) has stated that the Government of

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		<p>India were approached for the import of 100 airconditioned coaches, but they have, instead, agreed for airconditioning of the Indian built coaches. The Committee would like the Ministry to expedite action to provide airconditioned coaches, in keeping with international standards, for promotion of road traffic to Buddhist centres.</p>
14	3.40	<p>The Committee find that in view of the recommendations of the Task Force for revival of the Great India Rover, the matter is being examined by the Ministry of Tourism in consultation with the Ministry of Railways. Secretary (Tourism) is stated to have held a number of meetings, in this connection, with Chairman and Member (Traffic) of the Railway Board. The two alternatives under consideration are stated to be deployment of train on a fixed itinerary covering places of Buddhist interest or permitting the private agencies to charter the train on itineraries which they may find feasible, to sell in the overseas market. The Committee would like the Ministry to arrive at an early decision in the matter either way considering all the pros and cons.</p>
15	3.67	<p>The Committee are informed that the Task Force had recommended need for augmentation and improvement of accommodation at almost all the Buddhist Centres in Bihar and Uttar Pradesh. Most of the funds for accommodation have to be provided by the Central Government and the State Governments have been asked to share the responsibility to the extent of 25 per cent or to the tune of rupees two crores only over the next two years. The Task Force recommended, construction of tourist bungalows at Nalanda, Gopalganj, Rajgir in</p>

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Bihar and Gorakhpur, Kushinagar, Sravasti in Uttar Pradesh. In practically all the places, financial sanctions have been issued and certain amounts have been released in some of the cases to the C.P.W.D. who are responsible for execution of the construction. The Committee, however, feel distressed to find that none of the projects have made any headway and construction has not yet started anywhere. Even the land for these projects at some places is yet to be acquired|identified. The Committee cannot consider it a happy state of affairs and would emphasise upon the Ministry to issue proper directions for execution of these jobs at the earliest. A time frame with regard to starting construction and completion of all these projects is needed to be stipulated and the progress closely monitored.

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3.68

The Committee further find that the Task Force had also recommended construction of certain other projects in the States of Bihar and Uttar Pradesh. In Bihar, they had recommended projects like a Cafeteria and Reception Centre in the State sector at Nalanda; a Deer Park and a Cultural Centre at Rajgir; a Cultural Centre at Bodhgaya and setting up of a Stupa and a Cultural Centre at Vaishali. Similarly in Uttar Pradesh the Task Force had recommended setting up of a Stupa in Piprahwa. The Committee regret that even in these projects nothing concrete has been done and things are only at the initial stage i.e. issuing of sanction etc. by the Central|State Governments. At Piprahwa, it has been suggested that instead of Stupa a 'Meditation Park' will be built by the Archaeological Survey of India. A maditation pavilion is also proposed to be built for which only notification for acquisition of land has been issued and the construction of the job would be taken up after

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the land is acquired. But to Committee's dismay, this project has also not yet been initiated. The Committee would stress that all these projects should be initiated by the executing agencies without any further loss of time and their progress monitored/watched so as to see that they are accomplished well on time.

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3.69

It has been brought to the notice of the Committee during evidence that at Vaishali in Bihar, Archaeological Survey of India had constructed a Naria tile structure over the "Stupa" set up there 25 years ago. The structure fell down in due course and again, in 1985, another structure with corrugated tin sheet was put up and the same was also blown off. Though the Committee agree with the views of the Archaeological Survey of India that a permanent shed over a "Stupa" was against the archaeological principles, they would like the Archaeological Survey of India, as agreed to during evidence, to evolve a particular type of structure and put up the same at the earliest, which could preserve the beauty and sanctity of the "Stupa" from rain and sunshine.

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3.70

The Committee find that the Ministry of Tourism had sanctioned Rs. 63 lakhs for construction of a tourist complex at Sravasti in January, 1986 and an advance of Rs. 20 lakhs was released to ITDC which is the executive agency therefor. The structural design and the contour survey etc. are stated to have been completed. The conceptual drawings of the projects were prepared by the National Institute of Design, Ahmedabad but had to be modified and the revised preliminary drawings and lay out plans were finalised in February, 1987. The tenders for construction work were called in July 1987 which were found to be on the higher side and

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were re-invited in December, 1987. These are stated to be under examination for acceptance by ITDC. The Committee are unhappy to find that the whole process has taken so long a time that the project which was sanctioned for Rs. 63 lakhs would now cost Rs. 127.55 lakhs. Since this exceeds by more than Rs. 50 lakhs, a memo for the Standing Finance Committee is being prepared by the ITDC. The Committee feel that had there been no delay in the spade work of the project by the concerned agencies, its cost would not have risen so much. The Committee would now like that the entire process should be accelerated and the construction started at the earliest.

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3.71

The Committee find that there are three hotels run by the ITDC in the Buddhist Circuit, in the States of Bihar and Uttar Pradesh. These are at Patna, Bodhgaya and Varanasi. The Task Force had recommended augmentation of hotel accommodation by 40 rooms in Hotel Ashok, Patliputra at Patna. With regard to this recommendation, the Ministry have stated that on examination of the matter by ITDC no need for expansion of the hotel has been felt in view of its low occupancy. The occupancy even in hotels at Varanasi and Bodhgaya is also stated to be very low and all these hotels are running into losses. It is since last year that these hotels have started showing some profit. Considering the present trend of tourist traffic, the Committee feel that if the facilities are such as to meet the level of tourists for whom these hotels cater, occupancy could improve. According to the Committee, there are complaints of inefficiency and mis-management in these hotels as well as hotel at Patliputra and low occupancy is precisely because of these reasons apart from seasonality of traffic. In Committee's view these hotels do not compare well

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in the matter of provision of service, with hotels in the private sector. Since these are the hotels which cater to the requirements of the foreign tourist traffic in the Buddhist Sector in the States of Bihar and Uttar Pradesh, the Committee would like the Ministry to look into these aspects seriously and direct ITDC to improve services/management in these hotels. They are sure that if the services, facilities and management in these hotels are brought at the level of services provided by similar hotels in the private sector, there is no reason why the occupancy position and profitability should not rise.

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3.72

The Committee commend the promotional measures taken up by the Ministry for setting up a joint venture between the HCI (an Air India subsidiary) and the HOKKE Club of Japan which is a Buddhist Organisation with the idea of constructing some hotels at the Buddhist Centres in the country. The Ministry has informed that one such hotel has already been commissioned at Rajgir and there is a proposal to construct another hotel at Kushinagar. The Committee would like the Ministry to explore possibilities of commissioning more such hotels in the joint venture with the HOKKE Club of Japan.

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3.73

The Committee are informed that in order to provide **low priced accommodation** at the tourist centres to the domestic tourist/pilgrims, the Ministry has formulated a scheme to provide such accommodation in the form of Yatrikas and Yatri Nivases. Construction of these Yatrikas and Yatri Nivases is undertaken by a Samiti called the Bhartiya Yatri Awaz Vikas Samiti and the Ministry provides grants-in-aid to the extent of 90 per cent of the cost. The Committee are amazed to find that not a single Yatrika/Yatri Niwas has so far been

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constructed at any of the Buddhist Centres in Bihar and Uttar Pradesh. Secretary (Tourism) stated during evidence that the probable cause for this was that the State Governments have not been able to arrange land/sites for the purpose. The Committee are of the opinion that in order to promote domestic tourism, low priced accommodation is a pre-requisite at all the tourist centres. Since the projected tourist traffic of domestic tourists at Buddhist Centres is expected to rise, the State Governments concerned should be induced to make efforts in this regard to procure land and activate the Bhartiya Yatri Awas Vikas Samiti so that the construction projects are taken up by them well in time.

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3.74

The Committee are happy to find that the Ministry has undertaken to provide wayside facilities like drinking water and toilets etc. at some of the Buddhist Centres in Bihar and Uttar Pradesh namely Bodhgaya, Nalanda, Rajgir, Sarnath, Kushinagar, Sravasti and Sanchi which is in Madhya Pradesh. The work at all these centres is stated to be nearing completion. The Committee hope that this will be completed on schedule and would like the Ministry to undertake provision of such facilities at other Buddhist Centres also in a phased manner. The Committee would also emphasize the need for arrangements to maintain these facilities.

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3.75

The Committee are also informed that an amount of Rs. 3.49 lakhs has been sanctioned for construction of wayside facilities at Jahanabad. An amount of Rs. 2 lakhs has been released to the State Government which is executing the project. Similarly, for construction of wayside facilities at Piprahawa, a notification for acquisition of land is stated to have been issued by

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the State Government of Uttar Pradesh. The Committee desire that the State Governments concerned may be impressed upon to accelerate the process for acquiring land etc. and undertake construction at the earliest.

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4.4

The Committee are happy to note that the Archaeological Survey of India has undertaken structural repairs, chemical preservation and horticulture operations in Kushinagar and Sravasti in Uttar Pradesh. It is also examining proposals for development of a garden each at Tapovan (Rajgir) and Lauria Nandangarh in Bihar and Piprahawa and Sankia in Uttar Pradesh. The Committee hope that the proposals under examination of the Archaeological Survey of India will be finalised at the earliest and implementation thereof taken up in right earnest.

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4.13

The Committee are informed that a plan for well defined marketing and advertisement campaign, for implementation during 1988-89 has been prepared by the Ministry. In this connection, a representative of an advertisement agency has visited Japan, Thailand, Malaysia and Singapore to study market there and to discuss the campaign with the officers of the Ministry of Tourism. The campaign will be supported by posters, brochures and audio visuals. A TV campaign to promote Buddhist traffic is also proposed to be launched in 1988-89. While the Committee appreciate the advertisement campaign proposed to be launched during the financial year 1988-89, they apprehend that this may not overtake the development programme of tourist centres, particularly in Bihar and Uttar Pradesh, as the same is not progressing at a pace matching the campaign for publicity. Therefore, it is imperative that side by side with the publicity campaign, provision of develop-

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mental activities has also to be accelerated at all the Buddhist Centres.

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4.18

The Committee find that with regard to availability of guide service in Uttar Pradesh and Bihar, in the Buddhist Sector, the Task Force has commented that the quality of guide services for the Buddhist sector is not upto the requisite standards. The Ministry, in this connection, has prepared guidelines for training of tourist guides and circulated to all the State Governments, wherever there is a tourist office of the Government of India, the guide training course is to be conducted by that office and licences issued to the successful candidates. At places where Government of India do not have tourist offices, the respective State Governments are supposed to conduct such a course. The Committee find that only a Japanese conversational course for guides has been sanctioned to be started at Varanasi and a request for similar course at Patna has been received by the Ministry. They are, however, unhappy to find that regular courses for guides in the Buddhist sector, particularly in the States of Uttar Pradesh and Bihar, have not yet been initiated either by the Central Ministry of Tourism or by the respective State Governments. The Committee desire the Ministry to take up the matter with the State Governments of Bihar and Uttar Pradesh so that such courses could be started without any further loss of time. The Ministry may also take action to organise such courses at the stations where they have their own offices.

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