EQUATIONS' Comments and Additions to the Draft Tourism Policy for Andaman & Nicobar Islands

EQUATIONS 20 January 2009

It is bad economic policy to rely too much on tourism! Many stakeholders and sections of the Andaman & Nicobar administration hope that tourism will become the pillar of the islands' economy. Firstly, a sound economic analysis of the current and likely economic impact of tourism is necessary. Secondly, taking cognisance of tourism's vulnerability to internal and external factors and the ecological and geological vulnerability of the islands, such dependence is inadvisable. This paper contains segment-by-segment comments and recommended additions to the Draft Tourism Policy for Andaman & Nicobar Islands.

I. Introduction

Tourism is one of the fastest growing industries in the world with a sustained annual growth rate of more than 5% over the last 15 years. This growth has been fuelled by the concept of the global village, which is more readily accepted now, as well as the rise in awareness about other civilizations and life-styles, leading to a heightened interest in the intangible cultures of different countries. This interest is no longer limited to sightseeing and shopping, but is a curiosity and keenness to experience the cuisines, ceremonies, music, religious beliefs, traditions, customs and history of "foreign" peoples. Considering that globally, domestic tourism is about 10 times greater than international tourism inflows, both in value and in unit terms, the desire to experience new places and localities is equally attracted by locales within the tourists' own countries, as well as without. India's share of the estimated global domestic tourism is 4.6%. However, its share of international tourists is much less, 0.38%. In spite of being blessed with myriads of peoples, languages, life-styles, climatic conditions, diversity of flora & fauna, and topography, this country has till now not been able to leverage these advantages to the full for optimum economic growth and employment generation/1. The production possibilities are thus immense and private sector participation can take the lead in building up the tourism industry and infrastructure/2.

 $\frac{1}{2}$ Comment: While the approach for optimum economic growth and employment generation from tourism is a positive one, it must be kept in view that tourism is not about economic aspects only, but it is a people centred activity and it is a way of developing respect and appreciation for people, places and cultures.

 $\frac{^{2}\text{Comment:}}{^{2}\text{Comment:}}$ Infrastructure should take into account needs of local people and should not privilege needs of tourism industry and tourists only.

II. Tourism in A&N Islands

1. What holds good for the country as a whole holds equally true for these islands. Tourists have been trickling into the islands from the late 80s/early 90s, and the trickle is now becoming a flood. This UT does not have any other competitive advantage that comes even remotely close to tourism/3, because of the beauty and abundance of its natural resources. There's tremendous scope for adventure sports, scuba diving & snorkelling, swimming, sunbathing, trekking and just soaking in nature at its most beautiful. However, till now, in the absence of a specifically stated tourism policy and a strategic implementation plan, the industry and the Directorate of Tourism have muddled around in a rudderless fashion, and any gains accruing are more through serendipity rather than conscious effort. There has been a tendency on the part of players to treat tourism as a cash cow rather than a star, thereby killing the goose that can lay the golden eggs/4.

/3Comment: There is a problem on relying too much on tourism. There are many stakeholders and sections of the A&NI Administration who hope that tourism will become the pillar of the islands' economy. Firstly, a more sound economic analysis of the current and likely economic impact of tourism is necessary before such views are nurtured. Secondly, taking cognisance of the high degrees of vulnerability to internal and external factors associated with tourism in general and the additional ecological and geological vulnerability of the islands, such dependence is inadvisable. Efforts need to be taken to strengthen the other sectors such as fisheries in a sustainable manner. Other industries that can tap into the islands' high literacy levels and technological adaptability and that might still not be making huge infrastructure demands such as information technology and business process outsourcing could also be explored.¹



 $\frac{^{4}\text{Comment:}}{^{4}\text{Comment:}}$ Tourism in Andamans is neither. The introduction of a tourism policy needs to talk about core principles and values of tourism development. These principles and values based on which tourism will be developed need to be clearly articulated in the policy document. We believe tourism should be:

- 1. People-centred
- 2. Non-exploitative (of people's rights, environment, marginalised communities, women and children)
- 3. Sustainable environmental, economic, social and cultural
- 4. Democratic and participatory decision making
- 5. Gender-just
- 6. Equity in access to and benefits of tourism

(The Kerala Declaration on Responsible Tourism is attached for reference).

2. Both international as well as domestic tourism offer the best prospects for these islands in the short as well as long term, for earning substantial amount of revenue/ 5 . Tourism not only generates employment/ 6 it also upgrades human skills. The infrastructure created for and by tourism is also used by other sectors of the economy, and vice versa. Since tourism is a composite of several service providers who may be in the public or private sectors, it cannot be viewed in isolation. An integrated approach is therefore required for its development. Also, its development presupposes the participation of different agencies/ 7 and necessitates co-operation and co-ordination at different levels. However, uncontrolled growth of this industry can damage the fragile ecology of the islands, can corrupt local culture and lifestyles and also introduce social tensions. Therefore, it is imperative that while growth of the sector in A&N Islands is encouraged, it should at the same time be orderly and regulated/ 8 .

¹⁵Comment: The assumption that tourism will bring substantial amount of revenue to the Islands is not substantiated. Rather our research study has shown otherwise; *In this scenario, we note that the "trade, hotels and restaurants"* sector that has registered an annual compounded growth rate of 6.10 per cent and is constituted roughly 8.1 per cent of the GSDP in 2005–2006 ... we see that the contribution of this sector to the Islands' GDP has been stagnant at 7–8 per cent over the last 20 years. This is an important indicator considering the fact that tourist arrivals to the Islands for the last 26 years (1980–2006) have grown by astounding margins – 1,243 per cent for domestic tourists and 332 per cent for foreign tourists². At the macro-economic level of the economy of the A&NI as a whole, data indicates that tourism currently does not play a significant role in the economy both in terms of its contribution to GSDP and employment. We further noted that despite a significant increase in tourist arrivals over the last two decades, the extent to which these increased arrivals have contributed to the economy is not clear. This is reflected by the contribution of tourism to the GSDP of the Islands that has stagnated at approximately 8 per cent for the last two decades. In fact, for few years when arrivals did increase by around 10 per cent, per capita contribution of recorded tourism to GSDP has actually fallen, corroborating the previous point made. In terms of its contribution to revenue generation, tourism contributes 1.47 per cent to indirect tax collection, which is not significant.³

/6Comment: In relation to employment, recorded tourism employs less than 1.5 per cent of the total main workforce of the Islands. We recognise that a substantial proportion of the workforce in tourism is of a marginal nature, subject to high degree of seasonality, especially in resorts and areas that are dependent on foreign tourist arrivals. This indicates that a substantial proportion of the existing workforce in tourism in the Islands does not receive secured income from this source throughout the year.⁴

<u>/⁷Comment</u>: and local communities,

/8Comment: This is a positive approach.

3. As a first step, it is essential to declare Tourism as an industry, to $\underline{\text{open up investment in infrastructure and}}$ development⁹.

 $\frac{^{9}\text{Comment}}{^{2}}$: Tourism has very few hurdles in investment from a regulatory point of view, e.g. 100% FDI. Therefore, it is not clear why this is being stated and what is actually being sought here. It may be useful if the IP&T could state what it is proposing.



III. Vision

To <u>develop the Andaman & Nicobar Islands</u> $^{/10}$ as a unique <u>eco-friendly</u> $^{/11}$ tourist destination and simultaneously to generate revenue and employment for local youth $^{/12}$.

 $\frac{/^{10}\text{Comment}}{1}$: We notice that while the reference is to the Andaman and Nicobar Islands, we assume that the policy does not apply to the Nicobars as the Andaman & Nicobar Islands (Protection of Aboriginal Tribes) Regulations, 1956 does not permit it.

 $\frac{11}{11}$ Comment: What the IP&T consider as eco-friendly needs to be given in detail.

/12Comment: suggest modification to: generate local revenue and local employment.

IV. Mission

The Tourism policy of A&N Islands aims to promote tourism by <u>developing eco-friendly tourist infrastructure of International standards</u> through Public and Private Sector initiative (taking into account the <u>carrying capacity of the islands</u>) and limited support infrastructure) for <u>generating local income & revenue and local employment</u>.

/13Comment: The development of tourism and related infrastructure requires a paradigm shift as there is a need to first understand the carrying capacity of various locations identified for tourism; second to arrive at architecture that is most suited to the environment of the Islands; and third to identify those materials that are locally available in sufficient quantities. Options of harnessing sound environment friendly technologies need to be explored and standards worked out to be followed by the tourism industry.

 $\frac{\sqrt{14}\text{Comment}}{1}$: The proposal of looking into the "carrying capacity" for tourism in the Islands is a good approach. It would be helpful if the Administration could put in the public realm any carrying capacity studies - not only environmental, but also social, visual, psychological - that may have been undertaken. If not, then the process of undertaking such a study – methodology, time frame, involvement of agencies – may be given.

 $\frac{^{/15}\text{Comment}}{}$: Apart from considering the economics of tourism, people's control, aspirations and benefits should also be taken into account.

V. SWOT Analysis

Based on the SWOT analysis in the following paragraphs, it will be the policy of the Department to leverage the strengths & explore the opportunities, while at the same time addressing the weaknesses and being prepared for the threats inherent in this location.

a. Strengths

• Unique biodiversity and endemic species/16

^{/16}Added:

- Large number of good, sandy and safe beaches, beautiful meandering mangrove creeks, lush green forests
- Variety of flora, fauna, including tropical forests and coral reefs.
- <u>Unique tourist spots^{/17}</u> not available on the mainland, such as mud volcano and only active volcano i.e. Barren Island etc.

<u>/17Comment</u>: Suggest modifying to - Unique tourist natural and heritage attractions

- Not much variation in climatic conditions, thus facilitating a year-round tourist season/18
- $\frac{18}{18}$ Comment: must be recognised that the climate is tropical, it is hot and humid.
 - Communal harmony.
 - No crime or anti-social activities/19

/19Comment: Existence of drug abuse among tourists cannot be overlooked. The problem of drug abuse is reportedly rising in the Andamans and, if steps are not taken to curb, it could turn into a bane for both local community members and tourists. Field interactions conducted during this study revealed that there is an increasing use and sale of drugs such as ganja and charas in Havelock Island. There have been instances in Havelock and Diglipur where people have been caught cultivating ganja. There have also been instances reported from Havelock where school



students sell drugs to foreign tourists. Media reports indicated that in Wandoor a resort owner was arrested for possessing drugs and a young drug peddler arrested for catering to tourists from Havelock.⁵

• <u>Unexplored Destinations</u>/20

/20Comment: danger in opening up fragile ecosystems to tourism

• Currently most tourism establishments locally owned, while this trend is changing/21

/21Added:

Literate youth^{/22}

/22Added:

b. Weaknesses

- Distance from the mainland
- Lack of <u>basic tourism infrastructure</u>^{/23}

 $\frac{/23}{\text{Comment}}$: The IP&T needs to detail out what it considers as basic infrastructure

- Lack of adequate accommodation in terms of both numbers as well as categories.
- Uncertainty amongst potential investors about future tourism scenario.
- Poor inter-island connectivity.
- · Lack of availability of speedboats, helicopter and other faster modes of transport for tourists.
- Investors find it difficult to obtain clearance for tourism related projects from different departments in the <u>absence of Single window system for clearing tourism projects</u>/²⁴

 $\frac{/24}{\text{Comment}}$: While we believe that procedures should be effective and efficient particularly for small and medium scale enterprises, but very often single window clearance system is a pseudonym for a dilution of all regulatory mechanisms. We caution against this approach.

High cost of development of infrastructure^{/25}

 $\frac{/25}{\text{Comment}}$: Therefore commitment to use of local materials and low energy infrastructure become even more critical.

- Huge expenses on travelling
- No reliable database of tourism establishments and tourists profile, activities, preferences (The absence of this reduces the Department's ability to make effective plans)^{/26}

/26Added:

• Local self-government institutions currently have a less active role in influencing tourism/27

^{/27}Added:

• Poor inter-departmental coordination /28

^{/28}Added:

Levels of local employment in tourism related activities and its seasonality^{/29}

^{/29}Added:

Currently the design of tourism in the Islands has not ensured maximum local benefits/30

/30Added:

• Lack of positioning of tourism in the Islands has resulted in a large number of tourists whose draw is not the ecological beauty and fragility of the Islands. This has led to inappropriate tourist behaviour – littering, destruction of coral reefs, and demand for facilities inappropriate to the context of the Island. Therefore awareness building and sensitisation of tourists is currently rather poor^{/31}

^{/31}Added:

• Being a settled community, the culture of local entrepreneurship is poor/32.

^{/32}Added:

C. Opportunities

 \bullet Positioning Andamans as a unique destination for tourists who are keen to explore and who are sensitive to its ecological aspects^{/33}

^{/33}Added:

• Scope for <u>Promotion of adventure sea sports</u>/34

 $\frac{\sqrt{34}\text{Comment}}{2}$: It needs to be ensured that these activities do not impact the fragile marine ecosystems

Marketing Unexplored Destination^{/35}

<u>/³⁵Comment</u>: suggest modifying to - Marketing and positioning Andamans as an unexplored, eco-sensitive destination. The caveat on opening up more areas remains till the time of undertaking carrying capacity studies, positioning etc as suggested earlier.



- Leisure tourism
- Game fishing
- Coastal trekking and jungle trekking
- Investment opportunities in tourism sector
- · Proximity to Singapore, Indonesia, Thailand
- Develop specialised vocational training centres that would train local youth in hospitality and tourism services, other sections interested in engaging in tourism^{/36}

/<u>36</u>Added:

Medical tourism^{/37}

/37Comment: suggest deletion.

Creek Cruise Tourism^{/38}

/38Comment: suggest deletion.

• MICE (Meetings, Incentives, Conventions & Exhibitions) Tourism/Business Tourism/³⁹

/39Comment: suggest deletion.

Cruise Tourism^{/40}.

/40Comment: suggest deletion; the promotion of cruise tourism has been analysed in our research report. The plans of making the islands a part of a cruise tourism circuit in the country needs to be reconsidered from economic, environmental and social aspects. Experiences from the world's most popular cruise destinations such as the Caribbean Islands point to the paltry gains that cruise tourism brings to local communities as all expenditure is made on board and there is little "trickling down" to them. In addition, cruise ships bring large numbers of tourists for a short duration, which will have implications on the carrying capacity of the location. The Ministry of Tourism's study on cruise tourism focuses on the market potential of cruises and does not evaluate its benefits to the local economy (at the cruise destinations) or its massive costs to the environment.⁶

Instead of mindlessly listing various forms of tourism products when the ecological fragility of the Islands has been acknowledged, and there being no place presently for accommodating the infrastructure required for these tourism forms, key issues of positioning the Islands for "eco-friendly" tourism needs to be seriously considered. We believe these products should not be promoted in the Islands.

d. Threats/41

^{/41}Added:

Policies & laws

- Unplanned and unregulated tourism development
- Dilution and inadequate implementation of laws, guidelines
- · Lack of monitoring and regulation of tourism activities e.g. coral viewing areas

Environmental

- Tourism related infrastructure not conducive to island ecology
- No control over where tourism establishments come up; violation of CRZ norms
- Climate change impacts on the Islands has simply not been taken into account
- No water harvesting, conservation strategy in the backdrop of severe shortages and high water use by tourism establishments
- High energy usage e.g. ACs from burning of diesel for generating electricity
- Lack of solid waste and sewage management systems

<u>Socio-cultural</u>

• Prevalence of drug abuse among foreign tourists

Economic

- Trend among policy makers and industry to bank on tourism as a significant economic activity. However, research undertaken by EQUATIONS et al, 2008 has shown that at the macro level tourism does not play a significant role; there is relatively low tourist spending, and linkages of tourism activities to local primary economy are weak; the revenue generation from tourism is minimal to the Administration and local economy, and low level of local employment⁷. Research world over, particularly in small island states, has proven that over-reliance on tourism only increases economic vulnerability.
- Escalating land prices due to procurement by mainland players



Institutional

1. The lack of a strong role of local authorities and institutions of local self-government in shaping tourism policy and processes may result in forms of tourism that do not reflect local aspirations, realities and needs.

VI. Objectives

Deriving from the Mission, it is the stated objective of the A&N Administration to promote sustainable tourism in the A&N Islands in such a way that it would generate local employment and contribute to the economic growth of this Union Territory without bringing imbalance in flora & fauna and also without adversely affecting the carrying capacity of these islands. To this end, it would endeavour to:-

1. <u>Promote Eco-tourism^{/42}</u> with a view to protect the fragile Eco-system

<u>/42Comment</u>: Promotion of ecotourism should also include components of community as per definition; it needs to be done in a true sense. There is a prevalence of beach tourism in the Islands, which has the potential to become a green-wash if allowed to go under the garb of ecotourism.

- 2. Create self-sustainable jobs for the local youth of these islands.
- 3. Generate substantial revenue^{/43} for A & N Islands

 $\frac{/43}{\text{Comment}}$: Over-reliance on tourism needs to be checked for reasons given above. In addition, investments from the mainland may not retain revenue in the Islands.

- 4. Project a friendly tourist image to the world at large and make this Union territory one of the best tourist destinations.
- 5. To be the number one Indian destination by per capital market share of visitor's expenditure/44

 $\frac{/44}{\text{Comment}}$: The reference here to low-volume – high-value type of luxury tourism needs a precautious approach as the fragile ecosystem of the Islands may not be able to take it.

- 6. Encourage domestic tourism with a view to provide to the people of the country the unique feature of unity in diversity, secularism a perfect example of National integration.
- 7. Offer opportunities to the youth not only for employment but also for taking up activities of nation building character/45.

^{/45}Comment: Clarification is required for this objective.

- 8. Bring socio-economic benefits to the people of these islands
- 9. Preserving and enriching our cultural heritage in all its manifestations and causing accretion and strength rather than degrading social and cultural values.
- 10. Develop places of interest as tourist destinations. The uniqueness of features such as mud volcano, the potential of beaches such as at Havelock & Neil Islands for <u>aqua sports</u>^{/46}, the peace and tranquillity of the backwaters would be developed in their own light.

 $\frac{/^{46}\text{Comment}}{}$: While some forms are acceptable, some which will degrade coral reefs need to be definitely avoided.

- 11. Provide quality services to all domestic and international tourists.
- 12. Diversify and expand the marketing of the islands' tourism potential while preserving its fragile eco-system.
- 13. Encourage people's participation in tourism related activities so that it is <u>community-based^{/47}</u>, thereby generating synergies between guests and locals. Some such roles for the local community could be to run paying guest accommodation, house-boats etc.

 $\frac{/^{47}\text{Comment}}{}$: Participation and a role for communities in decision making needs to be considered; models from across the country have shown that such models are viable.

14. Focus on <u>promotion of international tourism^{/48}</u> by including these islands in the South East Asian packages offered by tour operators from the West and Japan, Australia etc.

/48Comment: As far as carrying capacity is taken care of.

15. To <u>develop world class infrastructure^{/49}</u> i.e. hotels, Resorts, connectivity by road, air, ship etc to cater to the demand of foreign tourists.

/49Comment: As mentioned above, privileging infrastructure for tourism rather than local people will have its own problems where the discontentment of local people will increase when they see tourists getting the good facilities and they are left without it. Providing infrastructure is an inter-departmental issue and the responsibilities need to be taken up with the respective departments, e.g. why is tourism providing money for building roads while it is the APWD's prerogative.

- 16. Encourage the private sector, including international corporates, to invest in Tourism related projects, through FDI, either fully owned or in collaboration with Indian partners, either private or governmental, as per the prevailing enactments.
- 17. To encourage traditional artisans and the handic raft $^{/50}$ sector.



- /50Comment: Who are the traditional artisans and what are the traditional handicrafts of Andamans?
 - 18. Ensure that the tourist gets physically invigorated, mentally rejuvenating, culturally enriched and spiritually elevated during their stay in these islands.
 - 19. To expand foreign tourist arrivals and facilitate domestic tourism in a manner that is sustainable by ensuring that possible adverse effects such as cultural pollution and degradation of environment are minimized.
 - 20. Increase accessibility e.g. for people with disability/51

^{/51}Added:

21. Broadening the range of stakeholders in tourism^{/52}

^{/52}Added:

22. Ensuring local benefits through forward and backward linkages from tourism development/53.

^{/53}Added:

VII. Strategy

Comment: A lot of the strategies listed here are about serving the needs of the tourists. The role of IP&T is only not to service tourists but to ensure that tourism meets the needs the people of Andamans, and shaped accordingly. There is a need for a fundamental departure from the role that IP&T sees for itself. Therefore, the strategies need to reflect twin objectives of local people and tourists. There is a push for tourism because the IP&T believes that tourism is an important sector of economic development. Tourism can serve its purpose only when the local benefits are high and local interface is high and therefore we are emphasising local grounding – participation, entrepreneurship, benefits, monitoring.

1. The Govt. will have to withdraw from its present role as a tourism-service provider, but steadily perform as a $\frac{\text{facilitator and regulator}^{/54}}{\text{constant}^{/54}}$. It would be required to provide support and infrastructure facilities such as tourist information centres & kiosks, $\frac{\text{facilities for holding conventions for MICE}^{/55}}{\text{conventions for MICE}^{/55}}$, drawing up an annual calendar of events, transportation services etc. It will also co-ordinate with the $\frac{\text{different agencies}^{/56}}{\text{conventions}}$ involved in building roads, providing air & shipping services, transportation over land services, to ensure that tourists have a range of choices for their inter-island commutes.

 $\frac{\sqrt{54}\text{Comment}}{\sqrt{54}\text{Comment}}$: Current regulations (CRZ, EIA, MoEF guidelines, building bye laws for Port Blair) need to be fully implemented and those specific to the Islands need to be put in place e.g. building regulations for other areas

/55Comment: Suggest dropping the idea of providing facilities for MICE.

/56Comment: including institutions of local self-government

To improve the tourist's experiences and stay in the islands, the Tourism Department should take up the matter of up-gradation of the museums, aquariums, beaches, diving & snorkelling sites, with the relevant Departments including Fisheries & Forest Departments.

To this end, it may utilize the <u>services of consultants for planning and executing^{/57} a <u>10-15 year perspective plan^{/58}</u> that would revolve and evolve around the mission of the Tourism Department.</u>

/57Comment: Very often relying on external consultants does not reflect local needs and aspirations. Therefore, we recommend a process of arriving at a perspective plan which is participatory.

/58Comment: This has to be broader and reflects local needs of tourism

The Tourism Department will have to initiate a public awareness campaign to sensitize the local community to not only offer a favourable ambience, but also have an affinity towards Tourism.

It proposes to regulate the activities of the other private stakeholders such as Travel Agents and Tour Operators, the private transportation providers by air, sea & road, and the accommodation providers like Hotels, restaurants, resorts, bars while simultaneously monitoring closely the operations and activities in different destinations.



Since these components are also regulated by other Govt. agencies, the Tourism Department will be expected to engage pro-actively in coordinating with them so that their administration, policies and guidelines, promotion and marketing of tourism related activities harmonize with the Tourism Policy.

2. To encourage <u>community participation^{/59}</u>, the UT Administration will endeavour to involve youngsters & encourage an attitudinal change in them towards tourists, through quizzes, competitions, film festivals, seminars etc.

/59Comment: These are more awareness building activities and there seems to be a limited notion of community participation. What should rather be considered is how to engage the community in a healthy debate on tourism e.g. in the gram sabha system, building entrepreneurial skills, providing access to procedures, providing incentives and access to credit, skill / capacity building to ensure viable, economic activity at the local level; and building awareness on tourism impacts. Mechanisms for listening to communities where tourism is negatively impacting them and making course corrections; building their capacity to influence and shape tourism policy, implementation, and ensuring active engagement, develop tools to assess and monitor impacts at local level are few areas that may be considered for community involvement in tourism.

3. Strategy on positioning and marketing of tourism $^{/60}$ Added:

This is an area where IP&T needs to pay lot of attention, which has resulted in many negative impacts of tourism visible in the Islands today. As has been pointed out in our research;

We recommend that the A&NI Administration and MoT support a detailed and participatory visioning and strategising exercise that takes into account the perspectives and needs of different stakeholders and allows varying and even conflicting interests to come into play. The policy-making process requires inclusion of and meaningful dialogue between all stakeholders for participatory and people-centred tourism development. All stakeholders in tourism development, such as local governing bodies, the departments of social welfare, environment and forests, commerce and industry, women and children, and civil society groups (e.g. environmental groups, those working with children and women etc.), which have a role to play in bringing about a change in the way in which tourism happens in the Andamans, need to be involved.

To supplement such strategic exercises, detailed technical studies need to be undertaken on carrying capacity, tourism penetration index, impact assessments and limits of acceptable change. These cannot just be commissioned studies (focussing only on a promotion and growth agenda) but need to be designed to take into account the whole range of needs, capacities, opportunities, constraints and aspirations of all stakeholders

A comprehensive tourism vision document and a tourism policy should be and the final outcome of this process. This comprehensive visioning and strategic planning exercise should be prioritised and privileged as a critical step prior to announcing or approving any further policy or scheme, given that the adverse impacts of unplanned and unregulated tourism on the islands are evident.⁸

Tourism promotion in the Andamans should target both domestic and foreign tourists who meet the criteria of being sensitive to the ecological fragility of the Andamans and who are willing to contribute to the local economy, such that those coming to visit realise that they are privileged to be visitors. Tourism infrastructure and policies need to consistently align to such a positioning. The manner in which the islands are promoted and the strategy for increasing visitor awareness must be geared to wean out tourists who do not appreciate these core aspects of the islands.⁹

4. Innovation & creativity – leveraging on IT, develop forms of tourism that are eco-sensitive $^{/61}$ Added:

The context of Andamans is unique, and facing the challenges posed requires creative, out-of-the-box thinking for finding solutions. Models and practices of development that are adopted in other parts of India or the world cannot be directly applied to the islands. An understanding of and engagement with current tourism impacts is not mainstreamed in the operations of the tourism industry today. The case of ITC-Welcomgroup's Fortune Bay Island Resort Hotel given in the chapter on environmental impacts could be cited as a good example of innovation and out-of-the-box thinking. Innovative approaches and practices need to be adopted in every aspect of tourism development in Andamans.



Environmental constraints and challenges present numerous opportunities for developing innovative practices that would ensure optimum utilisation of available resources, for example water through rainwater harvesting and harnessing solar energy. The tourism industry could be encouraged to adopt such innovative practices and incentives given for innovations. Over a period of time, the A&NI Administration could consider making such innovative practices mandatory. These innovations will also help in building a sustainable tourism brand, which could be its USP that will attract those tourists who are serious about experiencing the natural and cultural heritage. The tourism industry will thus stand to benefit in the long term.¹⁰

5. Research tourism impacts and its role in planning and regulating $^{/62}$ Added:

The A&NI Administration needs to generate data from ongoing assessments of tourism impacts in specific locations that currently witness a large influx of tourists and tourism activity. Port Blair, Havelock Island, Neil Island and Baratang Island are obvious choices to run pilot projects for such an exercise. The report of the Planning Commission's Working Group on Tourism for the XI Five Year Plan has recommended that all state governments should work on such assessments. This is a critical factor in realistic tourism planning without which tourism policy making, planning and marketing will be based on a shaky foundation. Lack of data severely constrains the ability to fully understand the current impacts of tourism in the islands as well as the ability to plan and strategise for the future direction of tourism in the Andamans and also make an assessment of its potential benefits.¹¹

VIII. Role of U.T. Administration

As per adopted strategy, a conscious decision has to be taken by the Administration to withdraw from its present style of functioning as a service provider in all the myriad manifestations of hotelier, tour operator, destination manager, etc. and to take on the role of facilitator, coordinator and regulator. In addition, the area in which A & N Administration has to play a key role are:

- 1. <u>Providing public infrastructure facility including local planning</u>/63
- /63Comment: suggest addition taking into account local needs and priorities through participatory local planning processes.
 - 2. Planning tourism development as a part of the other overall area development strategy.
 - 3. Providing the required support facilities and incentives to both domestic and foreign investors to encourage private investment in the tourism sector/64
- $\frac{64}{100}$ Comment: suggest addition particularly encouraging small and medium entrepreneurship at the local level.
 - 4. Introducing regulatory measures to ensure social, cultural and environmental sustainability/65.
- $\frac{65}{6}$ Comment: It is important to add to this the aspect of setting in mechanisms for monitoring impacts through the formation of tourism monitoring forums or cells at local /community level that could be run by the community themselves.
 - 5. Ensuring that the type and scale of tourism development is compatible with the environment and sociocultural milieu.
 - 6. Ensuring that the local community is fully involved and the benefits of tourism accrue to them.
 - 7. Facilitating availability of trained manpower and by providing training and exposure to the local youth.
 - 8. Undertaking <u>research</u>/66 including folklore, legends etc and compiling, preparing master plans and facilitating formulation and strategies.
- $\frac{666}{1}$ Comment: Research should also include assessing trends and impacts of tourism both positive and negative.
 - 9. Providing faster mode and adequate number of transport facilities by procuring luxury buses/vans, luxury cruise liners speed boats, catamarans, hovercrafts, helicopter etc for establishing proper inter-island and intra-island connectivity.
 - 10. To initiate steps to provide better connectivity and faster communication facilities even in the remotest destination.
 - 11. Providing clean and adequate basic amenities $^{/67}$ like drinking water, toilets, changing rooms, eateries, life saving guards, first aid etc.
- /67Comment: Local needs must be prioritised, however.
 - 12. Launch Media campaign for promotion of tourism and for attracting investors to invest in development of tourism infrastructure of International Standard.
 - 13. Ensuring adequate safety and security to tourists.
 - 14. Adopt one window system/68 for registration, licensing etc
- ^{/68}Comment: Acceptable provided all laws, norms and guidelines are followed and action taken against defaulters. The facility should also be extended to small and medium scale enterprises.



- 15. To include all Guest Houses and Dak Bungalows under different Departments of A & N Administration in Port Blair and the other islands for providing facilities to Tourists in co-ordination with the concerned departments.
- 16. Wayside <u>amenities</u>/⁶⁹ with cafeteria, toilets, mini-store, pharmacy etc to be established on government land in every major tourist destinations

<u>/69Comment</u>: which are also easily accessible to local people, run by cooperatives e.g. women SHGs, and also include provisions for local people to sell local produce, arts etc so as to encourage tourists to use and consume local products. These amenities are built in eco-friendly ways to reflect IP&T's commitment to sustainable tourism.

- 17. Promote Rural Tourism $^{/70}$ to scatter tourism activities from Port Blair and to provide employment opportunity for the youth in countryside.
- $\frac{70}{\text{Comment}}$: The lessons from successes and failures from RURAL TOURISM on mainland are only beginning to be learnt. It would be important to learn from the lessons before scattering these activities in the Islands.
 - 18. Inter-Departmental Coordination.

Inter-Departmental Coordination:

In order to implement and achieve the objectives of this policy, and keeping in mind that different agencies are involved in delivery of the tourism product, an $\underline{\text{Empowered Committee}}^{/71}$ for Co-ordinated decision making is required to be constituted under the Chief Secretary, with the following members:-

/71Comment: suggest renaming the committee as Tourism Coordination Committee

While this will require a high degree of inter-departmental coordination and consensus, the spirit of the committee should be for genuine consultation and coordination, and not a mechanical exercise based only on quorum.

- 1. Director General of Police
- 2. Principal Chief Conservator of Forests
- 3. Chief Wild Life Warden, Department of Environment & Forests
- 4. Adhyaksh, Zilla Parishad^{/72}

^{/72}Added:

5. Chairperson, Port Blair Municipal Council/73

^{/73}Added:

- 6. Secretary (Tourism)
- 7. Secretary (Planning and Statistics)
- 8. Secretary (Finance)
- 9. Secretary (Social Welfare)⁷⁴

^{/74}Added:

10. Secretary (Tribal Welfare)^{/75}

^{/75}Added:

- 11. Secretary (Shipping)
- 12. Secretary (Transport)
- 13. Secretary (SAC)
- 14. Secretary (Civil Aviation)
- 15. Secretary (Industries)
- 16. Secretary (APWD)
- 17. Secretary (RD/LSG)
- 18. Secretary (Education/Technical education)
- 19. Secretary (Revenue)
- 20. Secretary (Labour and Employment)^{/76}

^{//6}Added:

21. Secretary (Youth Affairs, Arts and Culture)⁷⁷⁷

^{/77}Added:

- 22. Representative of ASI (if not already under Arts & Culture)
- 23. Department of Town & Country Planning^{/78}

^{/78}Added

24. Secretary (Health)^{/79}

^{/79}Added:

25. Chairperson, Pollution Control Board/80

^{/80}Added:

26. Chief Engineer (APWD)



- 27. Nominee of Ministry of Tourism, not below the rank of Director
- 28. Nominee of Ministry of Civil Aviation not below the rank of Director
- 29. Nominee of Island Development Authority/81

^{/81}Added:

Any other member co-opted by the Committee.

The Secretary (Tourism) would be the Member Secretary & convener of this $\underline{\text{committee}}^{/82}$. (If the post of Director (Tourism) is also filled, then Director (Tourism) will function as Member Secretary).

 $\frac{82}{\text{Comment}}$: The membership of the Committee is rather large, which will make it difficult to convene, arrive at consensus and take decisions. In addition, the current setup of the Andaman & Nicobar Islands Administration is such that many departments are under one Secretary. Therefore, we recommend that the members need to be chosen based on due consideration as to the role that they would play. The Committee should ideally have the following members:

- 1. Secretary (Tourism)
- 2. Adhyaksh, Zilla Parishad
- 3. Chairperson, Port Blair Municipal Council
- 4. Chief Wild Life Warden, Department of Environment & Forests
- 5. Secretary (Social Welfare)
- 6. Secretary (Tribal Welfare)
- 7. Secretary (Shipping)
- 8. Secretary (Transport)
- 9. Secretary (Civil Aviation)
- 10. Secretary (Labour and Employment)
- 11. Secretary (Youth Affairs, Arts and Culture),
- 12. Department of Town & Country Planning
- 13. Secretary (Health)
- 14. Chairperson, Pollution Control Board
- 15. Nominee of Island Development Authority

The Empowered Committee would meet at least once in three months and take decisions on multi-sectoral issues, such as :-

- Formulation of policies & strategies for development of Tourism.
- Preparation of plans for developing and strengthening tourism related infrastructure in the Union Territory.
- Formulation of standards, norms and guidelines for various tourism related activities.
- Formulation of strategies for mobilizing private sector participation and investment in tourist sector.
- Improvement of facilities for visitors.
- Facilitate potential investors in obtaining necessary clearance for tourism projects/83.

/83Comment: We don't believe this is the role of the Committee

- Functioning of regulating & licensing authorities in respect of various tourism related enterprises and activities.
- Advice on promotion publicity and marketing of the Andaman Islands as a destination, within India and abroad.
- Advice on research, studies and documentation^{/84}.

/84Comment: The Committee should be guided by the vision, mission and objectives of the policy

Quorum for the meeting will be one third members present

Those departments which are directly associated with the Tourism sector would comply with the $\frac{\text{orders}^{85}}{\text{of this}}$ of this committee, in a time bound manner. The Committee would be action oriented.

/85Comment: suggest changing orders to recommendations.



IX. Action Plan^{/86}

/86Comment: We have deliberately not commented on the Action Plan as there is first the need to map the objectives and strategies. The action plan then needs to be prepared accordingly, in order to ensure that key areas like sustainability, impacts, community participation are not left out.

1. Integrated Development of tourist circuits

- Provide all infrastructure facilities required by the tourist within the designated circuits, through Additional
 Central Assistance or Large Revenue Generating Project schemes. In these circuits, connectivity by sea should
 be upgraded. This can be done by plying Luxury speedboats, operating quality eco-friendly houseboats in
 creeks etc. In these circuits, the ships deployed for carrying passengers to different destinations need to be
 state-of-the-art. The catering & boarding services at Long Island should meet international standards.
- The circuits could be fine-tuned from time to time but only after giving advance notice of the modifications. Similarly, other well defined circuits, outlining the main activities, such as adventure sports, sightseeing, nature walks etc., would be spelt out by the Tourism Department, and taken up for development of their infrastructure.

2. Upgradation of Tourism support services

i. Human Resource Development

There is an acute shortage of trained manpower in the islands. The demand for chefs, front office staff, house keeping staff, tourist guides, cab operators, tour operators etc will only increase. The Administration should take steps to meet this demand by promoting tourism-related courses.

Highly motivated, trained, well-informed multi lingual guides are crucial for a good tourist experience. These guides could be proficient in a foreign language as well as Indian languages, to make the guests feel comfortable.

3. Tourist Reception Centres

Modern, well equipped tourist reception centres should be set up at the main entry points and destination, which would offer information on tourist sites, as well as make available confirmed reservations at the private hotels too. A computerized network linking these Tourist Reception Centres is a pre-requisite. Information on package tours, etc would also be available here. Touch screen kiosks could be placed at the airport, harbour etc. Online booking system for accommodation and tickets for transportation should also be implemented.

4. Funding sources for Tourism Projects

Funding agencies are falling over themselves to finance tourism related projects. The following agencies could be tapped:-

- 1. Central Assistance.
- 2. State Plan Resources.
- 3. Loans from international agencies such as ADB.
- 4. Private Sector Investment
- 5. Loans from Tourism Finance Corporation of India and other agencies constituted by Govt. of India for this purpose.

5. Core Infrastructure

- The laying and maintenance of good quality roads, adequate and clean water supply, upgrading the airport to an international one, building of star hotels, multi-cuisine restaurants etc is a pre-requisite. The biggest constraint to achieving the above objectives may be the availability of land. Allotment and conversion of land for tourism infrastructure is a priority. Since private investment will be the engine of growth, the Department will help promoters identify the land or places for setting up their projects. Such sites could be considered for granting long term lease for tourism related projects.
- An alternative to land is water. Foreign and domestic investors who are interested and have the expertise in setting up floating hotels near dive and snorkelling sites should also be given preference.

6. Single Window Clearance

The promoter should not be made to run from one office to another for getting his clearances, but all approvals from concerned Departments of A & N Administration should be made available to him under one roof, which could be the Department of Tourism.

7. Tourism Trade Facilitation Act



The Department of Tourism will frame regulations for the tourism trade, to prevent possible exploitation of tourists. It may be empowered to license and inspect establishments that provide services to tourists. Complaints from tourists would be covered by the provisions of these regulations. Tourist traffic would be regulated at the locales, so as not to disturb their carrying capacity and also to ensure that no cultural pollution takes place because of unregulated growth of the tourism industry.

8. Safety and Security of Tourists

This factor is of primary concern to the Administration. A cadre of Tourism police, lifeguards at beaches, etc may be established to instil a sense of comfort and security amongst tourists.

9. Modernization of the Department of Tourism

The most urgent need of the Department is to be on the computer network, so that co-ordination amongst other departments as well as within is improved. The department will start touch screen kiosks link to each other. Collection of feedback/data/statistics will also be facilitated.

The goals and priority areas envisage in this Policy have been categorized as belonging to the Short term, Medium term and Long term. The list is given below which is illustrative not exhaustive:-

SHORT TERM

| Goals/Priorities | Details of activities/projects |
|--|--|
| Framing of a Tourism Policy for the Andaman & Nicobar Islands | Tourism Department will frame Tourism Policy for A & N Islands to envisage initiatives towards making tourism the catalyst in employment generation, environmental re-generation, development of remote areas and for development of local community of these islands, besides promoting social integration. Promotion of Tourism in a planned way would lead to larger foreign exchange earnings and create conditions for more Foreign Direct Investment. |
| Inter-departmental coordination & constitution of the Empowered Committee for decision making. | In order to implement and achieve the objectives of this policy, and keeping in mind that different agencies are involved in delivery of the tourism product, an Empowered Committee for Coordinated decision making is required to be constituted under the Chief Secretary, with the following members:- 1. Director General of Police 2. Principal Chief Conservator of Forests 3. Chief Wild Life Warden, Department of Environment & Forests 4. Secretary(Tourism) 5. Secretary (Planning) 6. Secretary (Finance) 7. Secretary (Shipping) 8. Secretary (SAC) 9. Secretary (Industries) Any other member co-opted by the Committee. The Secretary (Tourism) would be the Member Secretary & convener of this committee. (If the post of Director (Tourism) is also filled, then Director (Tourism) will |
| Framing of regulations for Tourism Trade activities, to | function as Member Secretary). The Department of Tourism will frame regulations for |
| lay down standards, norms, guidelines & enforce it. | the tourism trade, to prevent possible exploitation of tourists. It may be empowered to license and inspect establishments that provide services to tourists. Complaints from tourists would be covered by the |



| | provisions of these regulations. Tourist traffic would be regulated at the locales, so as not to disturb their carrying capacity and also to ensure that no cultural |
|---|--|
| | pollution takes place because of unregulated growth of the tourism industry. |
| Security & safety of tourists | This factor is of primary concern to the Administration. A cadre of Tourism Security, lifeguards at beaches, etc may be established to instil a sense of comfort and security amongst tourists. |
| Cleanliness, sanitation, pollution control & hygiene | Measures will be taken by the Administration in coordination with concerned Departments, Local Self Government, owners of Hotels/Resorts for proper and timely disposal of organic and inorganic waste. Measures also be taken to replace Dinghy by mechanized speedboats for the safety of the tourists and to avert pollution. |
| Dissemination of information on tourist spots | Various electronic & print media need to be used including Touch Screen Kiosks at the reception centres, airport, harbour, important tourist destinations etc to provide information pertaining to tourism to domestic and international tourists. |
| Lease out 6 resorts presently run by Tourism Department, to private investors. | Action to be initiated in this regard as a part of strategy of the Administration to shift its present role as a tourism-service provider to perform the role of a facilitator and regulator. |
| Closer interaction with tour operators and hoteliers | To have better coordination between the Administration and stakeholders of Tourism Sector for promotion of tourism. |
| Tourist facilities | Tourism Department will Provide all infrastructure facilities required by the tourist at tourist spots, through Additional Central Assistance or Large Revenue Generating Project schemes or Annual Plans. Connectivity by sea may also be considered for upgradation. This can be done by plying Luxury speedboats, operating quality eco-friendly houseboats in creeks etc. In the tourism circuits the ships deployed for carrying passengers to different destinations need to be state-of-the-art. The catering & boarding services at tourist spots should meet international standards. |
| Functioning of paying guest scheme | Paying Guest Accommodation is a part of the strategy of the Administration to withdraw from its present role as a tourism-service provider, and to steadily perform as a facilitator and regulator. Since adequate number of hotel/guest house rooms are not available, paying guest scheme with proper control and checks is to be encouraged. |
| Upgradation of Tourism support services and Human Resource Development | There is an acute shortage of trained manpower in the islands. The demand for chefs, front office staff, house keeping staff, tourist guides, cab operators, tour operators etc will only increase. The Administration needs to take steps to meet this demand by promoting tourism-related courses. Highly motivated, trained, well-informed multi lingual guides are crucial for a good tourist experience. These guides could be proficient in a foreign language as well |



| | as Indian languages, to make the guests feel comfortable. |
|---|--|
| Public awareness campaigns | To encourage community participation, the UT Administration will endeavour to involve youngsters & encourage an attitudinal change in them towards tourists, through quizzes, competitions, film festivals, seminars etc. Objective will be to welcome them as tourists and send them back as friends. |
| Funding sources for Tourism Projects | It is necessary to build infrastructure for tourism related projects. Funds are required for this purpose. The following agencies could be tapped:- 1. Central Assistance. 2. State Plan Resources. 3. Loans from international agencies such as ADB, WB. etc. 4. Private Sector Investment 5. Loans from Tourism Finance Corporation of India other agencies constituted by Govt. of India for this purpose. |
| Connectivity and approach to tourist places | Administration will arrange for road and sea connectivity between tourist spots by procuring/ arranging luxury/tourist buses, vans, coaches, speed boats/cruise liners etc. |

MEDIUM TERM

| Promote A&N Islands as a year-round tourist destination by projecting monsoon destination. | Steps will be taken to promote monsoon tourism to make Andamans, a year round tourist destination through media campaign and by offering special monsoon packages. |
|--|---|
| Highlight the Unique tourist spots and activities available in the islands, as tourist attraction. | Steps to be taken to highlight the unique tourist spots and the tourism activities offered by the stakeholders of Tourism Sector through print, Electronic, internet links, Website of Tourism Department. |
| Encourage private parties to invest in hotels/resorts/sports | Initiative to be taken to encourage private parties to invest in hotels, resorts, water sports, multiplex etc through PPP mode also. Steps also need to be taken to encourage private entrepreneurs/stake holders of tourism sector to venture into promotion of medical tourism, creek cruise tourism, MICE (Meeting, Incentives, Conventions & Exhibitions) & Cruise Tourism. |
| Private participation in development of resorts and other accommodation. | Encourage people's participation in tourism related activities so that it is community-based, thereby generating synergies between guests and locals. Some such roles for the local community could be to run paying guest accommodation, house boats etc. |
| House Boat scheme | Lack of quality infrastructure can be overcome to some extent with the introduction of luxury houseboats in the creeks of these islands. |
| Private participation in running inter-island helicopter services. | To cater to the demand of the high end tourists to have faster mode of transport. |
| Tie up with western, Australian & Japanese tour operators for including the A&N Islands in their tour packages to Thailand, Singapore, Malaysia & Indonesia. | Focus on promotion of international tourism. This may be achieved by including these islands in the South East Asian packages offered by tour operators from the West |



| | and Japan, Australia etc. The regional shift of international destination is logical from geographical point of view. However, the other "A"s of tourism, i.e. Access, Accommodation, Attractions and Amenities require dedicated attention particularly for attracting foreign tourists. |
|--|---|
| Establishment of a single window system to deal with all matters relating to tourism | The promoter should not be made to run from one office to another for getting his clearances, but all approvals should be made available to him under one roof, which could be the Department of Tourism. |
| Computerisation of the Department | The most urgent need of the Department is to be on the computer network, so that co-ordination amongst other departments as well as within own its branches/kiosks etc. is improved. Collection of feedback/data/statistics will also be facilitated. |
| Improvement of water supply to resorts & hotels. | Action to be initiated to develop support infrastructure. |

LONG TERM

| General Action Plan | Deriving from the Mission, it is the stated objective of |
|---------------------|--|
| | the A&N Administration to promote sustainable tourism |
| | in the A&N Islands in such a way that it would generate |
| | local employment and contribute to the economic |
| | growth of this Union Territory. To this end it would |
| | endeavour to :- |
| | Promote Eco-tourism with a view to protect the fragile Eco-system. |
| | Create self-sustainable jobs for the local youth |
| | of these islands. |
| | Generate substantial revenue for A & N Islands |
| | Project a friendly tourist image to the world at |
| | large and make this Union territory one of the |
| | best tourist destinations. |
| | To be the number one Indian destination by per |
| | capital market share of visitor's expenditure. |
| | Encourage domestic tourism with a view to |
| | provide to the people of the country the unique |
| | feature of unity in diversity, secularism — a |
| | perfect example of National integration. |
| | Offer opportunities to the youth not only for |
| | employment but also for taking up activities of |
| | nation building character like. |
| | Bring socio-economic benefits to the people of these islands. |
| | Preserving and enriching our cultural heritage in |
| | all its manifestations and causing accretion and |
| | strength rather than degrading social and |
| | cultural values. |
| | Develop places of interest as tourist |
| | destinations. The uniqueness of features such as |
| | mud volcano, the potential of beaches such as at |
| | Havelock & Neil Islands for aqua sports, the |
| | peace and tranquillity of the backwaters would |
| | be developed in their own light. |
| | Promote private sector participation in building |
| | up tourist infrastructure in the Union Territory. |



| | Provide quality services to all domestic and international tourists. Diversify and expand the marketing of the islands' tourism potential while preserving its fragile eco-system. Encourage people's participation in tourism related activities so that it's community-based, thereby generating synergies between guests and locals. Some such roles for the local community could be to run paying guest accommodation, house-boats etc. |
|---|--|
| Make the tourism experience world class, at par with the best that Europe, US, and South East Asia have to offer. | The Tourism policy of A&N Islands aims to make these pristine islands a unique eco-tourism destination by developing eco-friendly tourism infrastructure of International standard through Public Private Partnership (taking into account of the carrying capacity of these islands and limited support infrastructure) for generating revenue and local employment. |
| Rationalize the shipping lines amongst the islands | This is required to have better inter-island and mainland and Island connectivity. |
| Encourage multi-cuisine restaurants | Provide quality services to all domestic and international tourists. |
| Upgrade the aquarium in Port Blair to match Water World in Singapore. | Initiative to be taken to upgrade the Aquarium in Port Blair to match water world in Singapore with the help of Fisheries Department. Simultaneously, the feasibility of Setting up Oceanarium in South Andaman will also be explored. |

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End Notes

1 EQUATIONS et al, 2008, "Rethink Tourism in Andamans – Towards Building a Base for Sustainable Tourism", EQUATIONS, Bangalore, INDIA, p 227

2 EQUATIONS et al, 2008, p 122

3 EQUATIONS et al, 2008, p 142

4 EQUATIONS et al, 2008, p 142

5 EQUATIONS et al, 2008, p 110

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