



Envisioning Tourism in India

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The Context

EQUATIONS was invited by the Member Planning Commission Mr Arun Maira in November 2009 to write about our vision for tourism for India. This came about after a series of discussions with him about our concerns related to tourism development in India and how the Planning Process of the Five Year plans should take these into account.

EQUATIONS has been working on the impacts of tourism since 1985. Being one of the few critical voices on tourism in the global south, we have often had to focus on tourism's negative impacts – in policy and in practise. This opportunity to dream and to envision what we would wish to see was undoubtedly the other side of the coin – but we were more accustomed to working on the problems!

Thus, Mr Maira's invitation to us was both an exciting opportunity and a challenge.

As a staff team, we worked on this by each of us first reflecting on our personal ideas, thoughts and inspirations. We then touched base with the core ideas of EQUATIONS vision and mission. We traced EQUATIONS history and our own favourite positive experiences and inspirational stories in the last few years to put together this document with the focus on how we would like tourism in India to be. It has been an extremely enriching experience for us – as it strongly reinforced what makes work in EQUATIONS meaningful and rewarding for us!

We also realised that our vision for tourism in India was linked in a very strong way to our understanding and desire about what the role, core values and mission of the primary policy making body in tourism – the central Ministry of Tourism – should be. We felt that if the Ministry was willing to work with this vision and role, then the likelihood of tourism being sustainable, ethical, people centred, equitable and just, was much higher. Of course there are many other stakeholders – communities and the tourism industry being two significant ones, but we decided to focus on the leadership and stewardship role the ministry could and should play.

Enclosed is our vision for tourism in India. Along with it, in the annexures, are stories, case studies, people policies and charters that illustrate how another tourism is indeed possible!

It is our hope that this document will inspire you too and we look forward to your comments and suggestions.

EQUATIONS team
January 4th 2010





How do we envision¹ tourism in India?

We envision tourism that is **people centred, accountable, and sustainable**. For this all aspects of tourism environmental, economic, social, cultural, and its institutions are taken into account. Tourism, in our vision is developed and promoted **respecting** the land, its people and their culture.

Tourism is often introduced and developed through top down processes. Our vision of tourism is of decision making being **democratised**. This implies that the voices of local people are heard and their perspectives and aspirations privileged as tourism destinations are the homeland and cultural spaces of people. It implies that a wide range of stakeholders inform decisions related to tourism; where processes of planning and implementation are **transparent and participatory** so that all stakeholders influence its forms and outcomes, and where tourism is designed with the principles of **equity** in benefits at its core.

As tourism is an important instrument of bringing people together, learning about, and respecting each others cultures, all forms of tourism in our vision are necessarily **non-exploitative**, respect human rights, are gender just, and do not dispossess nature and communities.

¹Vision: An image of our desired future

A vision is a picture of the future we seek to create, described in the present tense, as if it were happening now. A statement of “our vision” shows where we want tourism to go, and what it will be like.



MAATLA - A NON-FORMAL
AN OUTPOST OF THE
National After-School of the Ministry of Education of the Government of India
The people of this village have been provided with the
education, more houses are yet to be built
मातला - एक अनौपचारिक
एन.ए.एस.ओ. का शाखा केंद्र
भारत सरकार के शिक्षा विभाग के अधीन
इस गाँव के लोगों को शिक्षा प्रदान की जा रही है।
अधिक जानकारी के लिए संपर्क करें।
ग्राममातला - सुपुष्कर
NFI Association, India



What we envision tourism's Core Values² to be

People centred

- Tourism is based on local aspirations and contexts and delivers local benefits
- Tourism development acknowledges people's primary rights over common property resources and natural resources & recognises that nature is not a commodity
- Tourism models shift from mass /consumptive nature to interaction, learning, genuine human encounters and mutual respect
- The success of tourism projects is measured not by the economic gains alone, but also the growth of social capital and empowerment
- Local people's right to say no to tourism is respected

Accountable

- Tourism policy makers and implementers hold themselves accountable through ethical practise and stringent regulation for negative impacts, and if tourism does not deliver on its promises.

²Core Values: essential and enduring tenets.

Core values are a small set of guiding principles. They require no external justification as they have intrinsic value and importance. Core Values describe how we intend to operate, on a day-by-day basis, as we pursue our vision, the lines which we will and will not cross. Values are best expressed in terms of behaviour: If we act in line with our core values, what would an observer see us doing?

What we envision tourism's Core Values to be ?

- Information about tourism plans is in the public domain – so that impacts can be assessed and plans and policies influenced
- Processes of consultation and prior informed consent are ensured in decision making

Democratic / Participatory

- Decision making is participatory, transparent, inclusive and based on research/facts
- Tourism development is undertaken with people's consent, keeping in view their vision for how tourism should develop
- Tourism is regulated by norms developed by local communities, local governance bodies, and tourism developers, that aim to minimise negative impacts and ensure sustainability and equity
- Consultations on tourism impacts are based on dialogue, education, awareness, learning from experience and mutual respect between multiple stakeholders of tourism

Equitable

- Systems and mechanisms encourage and facilitate participation of local communities and local institutions to influence tourism and the sharing of benefits in more equitable ways
- Local ownership is strong, small and medium enterprises are vibrant, local employment and local economies are stimulated by tourism development. Strong backward linkages ensure that tourism relies on local produce and local skills

Non– exploitative

- Tourism does not displace, alienate people from traditional livelihoods or and exploit marginalised communities, women and children. In particular tourism has zero tolerance to any form of child abuse – labour, sexual abuse, pornography, trafficking
- Tourism does not expropriate – land, water, natural resources
- Tourism is culturally sensitive and does not commoditise local practises and culture. It strives to balance the need for commercial viability and the supporting and reviving of cultural traditions, arts and crafts
- Tourism practices ensure responsible use of natural resources, low energy use, effective waste management, and minimum negative impact on the environment



Core Purpose³ of the Ministry of Tourism (and Departments of Tourism at the State Level)

We envisage the role of the Ministry of Tourism (MoT) to be a facilitator, a regulator, a champion for sustainable tourism. The Ministry's core purpose is to ensure that tourism policy and the planning, coordinating and monitoring of tourism development is based on research and ground realities, privileges local community benefits and local economic growth, and ensures that its chosen core values are upheld. While the Ministry has traditionally played the facilitator and promoter role, it is the other roles that we would like to highlight and emphasise in this vision document.

Policy making role

The policy making role of the Ministry establishes the principles on which tourism develops and is implemented. The Ministry has a particular role in ensuring that tourism policy results in sustainable, responsible and equitable tourism development. In its policy making role the Ministry should ensure as much attention to domestic tourism as it does to international tourism, given that the reality of Indian tourism is that the ratio of domestic tourists

³ Core Purpose: why we exist

Core purpose is the organization's reason for being. It doesn't just describe the organization's output or target customers; it captures what would be lost or would not happen if the organisation closed down, thus describing the critical role and function the organisation performs.

to international is 100:1. The emphasis needs to shift from the current obsession with foreign tourist arrivals as the definitive indicator of success or growth in tourism.

Policies need to be backed by facts, research, experiences and realities. The Ministry has the responsibility to design appropriate policy measures and fiscal benefits such as capacity building, access to credit, incentives, subsidies, tax holidays, decent working conditions and social security, that apply in greater measure to small and medium enterprises, to community located and based initiatives and to the huge informal sector in tourism (about 70% of the tourism economy at a conservative estimate). Currently most benefits (such as tax holidays, land banks, subsidized power and single window clearances) are tilted towards the high end of the industry and towards high value tourism – both domestic and international. The Peoples Policies formulated and proposed by Taxi drivers, Shack owners and Small and Medium Enterprises in Goa are unique examples of bottom –up processes that take the needs of these sections into account (Annexure 5). The processes of involving multiple stakeholders in the process of developing Kerala's Vision 2025 for tourism as well as subsequently in the Responsible Tourism Initiative are also worth noting (Annexure 1).

If tourism is to deliver on its promises – the needs and aspirations of local communities should be taken into account at tourism sites. Tourism development has to ensure a significant stimulation of local economies, well designed backward linkages, generation of local employment and models of growth such that the benefits of tourism are equitably distributed. At the same time, excessive reliance on tourism needs to be guarded against and policies need to take into account challenges, complexities and capacities rather than just infrastructure development and promotion. When the Ministry privileges the promotional aspect of its role what gets priority is beautification schemes and more basic aspects like sanitation, toilets, garbage and waste management get the short shrift. In many of our “picture postcard” destinations basic sanitation does not exist – open drains, filthy public toilets, garbage strewn all over and lack of clean drinking water and hygienic food are a common experience of the tourist in India.

In the context of the expansion of tourism projects in newer regions by the Ministry the introduction of tourism must not be seen as a substitute for more stable and sustainable livelihood options. This is critical particularly as tourism is an activity that is extremely vulnerable to externalities, that is based on consumption, and seeks to substitute particularly in the rural context, livelihoods based on production. The Jharkhand Peoples Tourism Policy is an inspiring example of the wisdom of local communities in their vision for a people centred tourism (Annexure 5).

It is critical that tourism fits into the overall development plans of a region and is not introduced as a standalone intervention. It must also be recognised that for tourism to be successful it requires some minimum levels of development and the Ministry needs to assess where tourism is likely to succeed

and where not. A review of the Endogenous Tourism Project indicated that a set of simultaneous factors are prerequisites: basic developmental needs are in place – sanitation, water, access to health services, education, social capital and readiness of the communities to engage, strong tourism USP or product and community mobilization capacities (Annexure 2).

Planning role

The Ministry has a key role in ensuring that planning processes are accountable, transparent and participatory. This implies designing multi-stakeholder processes to take into account the views, aspirations, experiences, realities and concerns about tourism's benefits and impacts – particularly impacts on local communities. There are also various sections of the industry that are not heard or represented in various planning and decision making bodies – the tour guides, the taxi drivers, the small operators, the lodge and shack owners, the hawkers, and it is important that they are given voice – their views and needs are taken into account when plans are made and implemented.

MoT has a particular responsibility to ensure that information on tourism development and plans are available in the public domain. Planning processes should include consultations with local communities in areas where the plan will be implemented. Planning and consultation should take into account impact assessments (environmental, social, cultural and economic) and consensus built on informed consent, notions of carrying capacity, and options for sustainable use of natural and other resources. It must be recognised that planning for tourism is not a one off process but cyclical and iterative, based on a loop of experiences, impacts and learnings.

Site specific tourism planning is another role of central and state ministry and departments – one model does not fit all and tourism plans need to take local dynamics in terms of social and infrastructure capital of the local context as well as political realities into account. Tourism projects often plan for facilities and infrastructure for the comfort and needs of the tourist without taking into account needs of the local people.

In Kanha, the village of Banjar Tola does not have any electricity supply. However everything around the village – the roads, the mobile towers and the resorts are supplied electricity through the state grid with essential generator backup.

The Khonoma Green Village Project is a very interesting example of tourism planning privileging local community needs of development first and then overlaying tourism plans on top of this. This project was also conceptualised with the backdrop of an important experiment of communitisation of various sectors by the enactment of the Communitisation of Public Institutions and Services Act 2002 that the Government of Nagaland has undertaken. The Nagaland government's communitisation programme

was selected for United Nations Public Service awards in 2008 in recognition of its innovative use of rich social capital (Annexure 1).

Regulatory role

Tourism is one of the most unregulated industry sectors. The Ministry has an important role in ensuring that tourism is regulated so that it respects and complies with laws, is not exploitative in any way, and functions with sustainability and equity as principles. An important aspect of this is to ensure that the tourism industry is accountable in more direct ways for responsible and ethical forms of tourism development with social justice and people's rights as a prime concern (and that such accountability is not only under voluntary CSR schemes).

So far, the more prominent role of the Ministry is the promotion and expansion of tourism with little attention to its negative impacts. This has resulted in the push for diluting existing regulation or blocking "unnecessary" regulation on the premise that this will hurt tourism's growth prospects. Thus coastal regulations have been diluted; regulation to prevent child abuse and child pornography that has strong links to tourism has been lax, and the Ministry has been reluctant to push for energy or water efficiency standards in tourism projects. Sometimes regulation such as the Kerala Tourism Conservation and Preservation of Areas Act purportedly for the conservation and preservation of tourist areas ends up usurping powers of the local government in the area. Common property resources are often privatized by tourism as its property and this must be checked from a policy and regulatory perspective. The various examples of conflicts triggered by tourism when it competes with basic needs and rights of local communities are in Annexure 4.

On a more positive note, the Goa Children's Act is an encouraging example of the State of Goa recognising the need to specifically allocate responsibility to players in tourism to ensure that children are protected. This has served as a model for other states to consider enacting similar legislation.

While regulations in the forms of laws and notifications are essential, the Ministry could also encourage codes of conduct or charters that are developed more locally and have a bottom up process. These are ways by which local communities stake their claim to shape tourism based on local aspirations and contexts. Through such processes the community decides what kind of tourism they want, what they allow, what they disallow, and what they want to offer. This has the possibility of being a powerful process of helping them to search for and articulate their identity in the context of tourism. Where communities have come up with their own charter it has increased their feeling of involvement and ownership of the tourism development process. Annexure 6 gives examples of charters and guidelines evolved by destinations or tourism initiatives in various parts of the country.

The Ministry also has a role in ensuring we are responsible global citizens – that we encourage and abide with international covenants on trafficking, child labour, biodiversity protection, climate change and a broader sense of human rights – economic, social and cultural rights (beyond civil and political rights).

Coordination and Monitoring role

The Ministry has traditionally been involved in implementation of tourism projects. A key role however that it needs to pay significant attention to is the coordination and monitoring role. This is particularly important in the light of the fact that the tourism sector is by nature highly interdisciplinary.

Often the agreements signed by one Ministry maybe without the coordination and understanding of implications by another – eg climate change positions have the MoT and the MoEF in opposition. Another example is the case of trade agreement like the WTO GATS (General Agreement on Trade in Services). In opening up a services sector like tourism under the GATS by the Ministry of Commerce's trade negotiators, the Ministry of Tourism seems unaware that such a move takes away the constitutional rights of local self governing institutions such as panchayats to regulate tourism development at the local level.

In mid term appraisal process of the XIth Five year plan, the Planning Commission has recognised this interdisciplinary nature by involving many linked departments in the appraisal process. However these related much more to tourism linked infrastructure – aviation, highways and transportation, shipping etc. From the perspective of impacts the Ministry of Environment and Forests, Women and Child Development, Rural Development, Tribal Affairs, Panchayati Raj, the Police, Ministry of Commerce, Ministry of Home Affairs, Ministry of Social Justice & Empowerment would also need to be involved. However at an operational level this kind of coordination is significant in its absence.

Such coordination among Ministries and bodies needs to be replicated at the level of the state. A positive example is the coordination that has begun in Kerala between the Tourism department, the Social Welfare department, and the Police on protection of children from child sexual abuse. In the same state however, when it came to taking forward an initiative on Responsible Tourism, it has run adrift due to the lack of such coordination.

Apart from coordination, monitoring tourism developments for its impacts is a critical role of the Ministry. Monitoring is not project management but a method of developing and applying tools for assessing impacts. This will aid both policy formulation and regulation of tourism. The success of tourism projects should not be judged by economic gains alone (which are no doubt important) but by the level of

improvement of the social justice and growth of social capital as well. Another important and integral part of the monitoring & review process would be that this happens at various levels. It is important that communities are empowered and their capacity built for collecting and analysing data related to benefits and impacts of tourism related to their locations and region. What was evident throughout the review of the Endogenous Tourism Project was how little reliable and valid data was being captured and analyzed at the level of the site in order to find out what the real progress and benefit the introduction of tourism delivered to the community (Annexure 2).

Research and evolving appropriate models for tourism

The Ministry should have a dedicated centre for tourism research, policy, planning. Research that is based on the notions of carrying capacity of an area and on sound impact assessment studies and monitoring tools on impacts of tourism should inform guidelines and practices. Good quality and credible research is needed to understand the potential of tourism products. Research at both micro and macro level to assess the economic benefits, multipliers and leakages are critical as policy is not always based on data. Often master planning is based on desk research with very little hard data and almost no consultation with stakeholders particularly local players. The research study on the status of tourism in the Andamans provided valuable data to feedback into the draft Andamans Tourism Policy in a process of stakeholder consultations (Annexure 3). Research on the Periyar Tiger Reserve helped inform a visitor management strategy (Annexure 1).

The Ministry has a special role in ensuring that the models of tourism development that are conceptualised are based on sound research. The tendency of tourism to go through a life cycle of exploration, consolidation and decline is well known. Equally well known is the inadvisability of over dependence on tourism. Policy makers tend to oversell the benefits of tourism without enough substantiation or research data on the distributive justice of tourism as a development tool. The various entrepreneurship models need to be studied closely in terms of effectiveness. It would be valuable to understand the links between emerging entrepreneurship models, impacts in terms of community benefits and “successful” tourism in the long run.

Tourism models also need to learn what fails and why. Instead of writing off ‘spent destinations’ and opening access to new and fragile ones, the models need to anticipate potential impacts and plan for them. The models need to highlight the quality of the tourism experience in terms of authenticity, people-centeredness and genuine human encounter. It needs to shift from the obsession with numbers or with high value – low volume tourism and understand what makes a touristic experience memorable and respectful for a wide range of both hosts and guests. Examples of Community based Tourism projects in Ladakh, Uttarakhand and Assam provide some glimpses of how this is possible (Annexure 1).

Models of tourism must take into account the assumptions about what constitutes responsible, ethical and sustainable tourism. Budgets should be invested in research and development, innovation, use technical advancements to ensure that forms of tourism are more sustainable, reduce heavy use of natural resources, greater use of renewable energy, lower climate footprint (moving away from quick-fixes like offsets).

Finally, tourism models need to go through the learning cycle of experience, conceptualising, experimenting and reviewing, so that policies and schemes are based on sound conceptual models and not quick fixes or a rapid expansion of the schemes without adequate attention to what has been learnt.

Protecting role – ensuring ethical and non– exploitative tourism

Tourism development should be respectful of the local culture and traditional practises in destinations. The Ministry has a special role and responsibility to ensure that tourism is conducted ethically and does not result in the exploitation of those most vulnerable – women, children, indigenous people, dalits and other marginalised groups. Tourism often commodifies in order to sell – women are portrayed in advertisements and promotional materials as available and as sex objects. Adivasi cultures and practices are taken out of context and exoticised. A new trend in tourism is dark tourism – disaster tourism, slum tourism, etc. In 2000 the MoT advertised inviting suggestions for how the land on which the Union Carbide factory existed could be turned into a park to include a tourist centre with tourist attractions. This only points to the kind of disconnect and insensitivity between ongoing unresolved tragedies and the Ministry’s need to create a product. To make a spectacle of people’s miseries and tragedies is not tourism. The Ministry has a role to ensure authentic and sensitive promotion of people and cultures.

Tourism is increasingly playing the role of ‘the new patrons’ of local crafts and traditions. While meeting the needs of the market is certainly an important goal from a commercial viability perspective, the dilemma also is about how tourism can help preserve traditions in their authentic form. It is not enough for the tourism projects to see how the artisans can fit into the market but also to be able to play the important role of a patron which is to appreciate, preserve and support art and skill for its own sake. Here we do not mean to suggest that that traditional crafts have not evolved and have not responded to changing times and changing needs. This perhaps has been the greatest strength of our artisans and our crafts and one of the main reasons why they have survived. When festivals and cultural celebrations and handicrafts are put on show in more constructed settings, it undermines their symbolism and cultural meaning. The Great Elephant March in Kerala is one such example (Annexure 1).

Education and Awareness role

Tourism education – the way tourism is taught in universities and in skill oriented courses needs to include critical perspectives in tourism e.g In the early 1990s the Indira Gandhi National Open University in its Diploma in Tourism Studies included topics such as the role of NGOs in tourism, the negative impacts of tourism in the course curriculum. Unfortunately this has not been taken up by many mainstream tourism studies courses. Such critical perspectives will help tourism professionals to uphold values of people centeredness, sustainability, and equity.

The Ministry also has a key role in creating wider awareness of the impacts of tourism and good practices among tourists and the wider public so that they can make conscious and responsible choices as tourists. The Incredible India Campaign for instance has won laurels and rightly so for building India as a brand. The new series (Athiti Devo Bhava) aimed at conscientising the general public to be good hosts is also an interesting experiment. The Ministry has recently taken an important step towards condemning child sex tourism. These are valuable initiatives and it is important that the Ministry leads the way in promoting good practices.

The Ministry has a role in ensuring that tourism models are appropriate and transformative. Often tourism models implicitly believe that tourism should give the tourists what they want on a platter. Thus eco-fragile destinations have swimming pools, air-conditioners and amusement parks. Tourists are pandered to by flying in cheese and wines and exotic food from across continents instead of privileging local produce, local cuisine and local traditions.

The Ministry has played a key role in tourism promotion and brand building of India as a destination. A significant portion of the Ministry's budgets go towards promotional activities like advertisement campaigns and road shows. However given its role in defining policy, tourism promotions should be people centric and not only market centric. e.g. The promotion of the rural tourism projects could go beyond glossy brochures and coffee table books and encourage potential tourists to “see” more than the wonderful view or quaint costumes and dances. They should be invited to engage in real or authentic ways and allow themselves to be impacted by the experience of being in a rural community and being part of their realities, many of which are extremely harsh.

Strengthening Local Institutions and Local Capacities role

Many local communities are interested in engaging with tourism. They see it as an opportunity to share their history, tradition, culture and natural environment and gain economic benefits. Some of them hear about its negative impacts based on the experiences of other destinations and are keen to avoid these negative impacts. It is important that the Ministry through its schemes and policies help strengthen local institutions that engage with tourism or are allied – panchayats, self help groups, craft based

associations etc. Livelihoods from tourism are often supplementary and it is important that they are also sustainable. Youth in particular need training in marketing, service delivery and ensuring the commercial viability of tourism projects. The Endogenous Tourism Project (Annexure 2) as well as examples of community based tourism initiatives (Annexure 1) are demonstrations of these efforts.





Annexure 1

Case studies of People centred Tourism

- A. Goa** – Centre for Responsible Tourism
- B. Kerala** – Vision & Responsible tourism
- C. Kerala** – Peoples Charter on Sustainable Tourism in Kumarakom
- D. Kerala** – Visitor Management in Periyar Tiger Reserve
- E. Kerala** – The Great Elephant March
- F. Andhra Pradesh** – Kataki village, Vishakapatnam district
- G. Nagaland** – Khonoma Green Village Project
- H. Community based tourism initiatives**

24 8 1

A. Goa – Centre for Responsible Tourism

For the two million visitors who land on its shores each year, India's beach tourism capital of Goa is just a good holiday. Goa is a former Portuguese colony, a small region of 3,700 square kilometers with a population of just 1.4 million. But studies have shown that the impact of mass tourism is pressuring Goa. Mass tourism in Goa did not arise overnight; it was a slow process that began with the arrival of the hippies in the sixties, and the charters in the eighties. With the charter flights came problems of garbage and litter, scarcity of water resources, urbanization along the coastal belt, cultural invasion, problems of paedophiles, trafficking, child abuse, increasing crime, local communities not benefiting from tourism with all of these leading to local protests.

The challenge was to work towards a form that would respond to the fallouts of tourism and reverse the impacts in ways that would bring a human face to tourism and result in the benefits reaching local communities. The Centre for Responsible Tourism (CRT) took formal birth in July 2007 when a group of some 40 + concerned Goans were convened by Caritas-Goa and the Council for Social Justice and Peace (CSJP) under the Archdiocese of Goa. CRT affirmed the need to study how tourism planning and management could be effectively brought under community stewardship and management. Their vision was to develop a comprehensive programme that would engage people in the coastal villages to oppose the negative impacts of tourism and foster alternate patterns of leisure travel and recreation which are rooted in values of justice, peace, and development for all. This vision accords primacy to the notion

of mutually beneficial encounters between visitors and hosts for a sharing of goods, for rich cultural exchanges, for approaching natural or artistic beauty, for a comparison between different mentalities, traditions and religions and ultimately for the enrichment of the human spirit.

Key work undertaken until now by Centre for Responsible Tourism, Goa

- Code of Ethics for Responsible Tourism (industry, tourists, destinations & the sectors they work with – shack owners, taxi owners & drivers and small & medium enterprises)
- Resolution of the Cavellim Grama Sabha for protection of the rights of livelihood of vendors
- Towards a People-Centered Beach Cleaning Programme
- Organising the Shack Owners Welfare Association and formulation of the Beach Shack Policy for the licensing of shacks proposed to the Department of Tourism, Government of Goa
- Organising the Federation of Association of Tourist Taxi Owners and Drivers and formulation of their Operation Policy proposed to the Department of Tourism, Government of Goa
- Organising the Small and Medium Guest Houses and preparation of a white paper on SMEs submitted to the Department of Tourism, Government of Goa

Tourism projects and plans of the government overlook the small and medium enterprises and the unorganised sector that contribute hugely to the local economy. The efforts by CRT have been to bring forth the voices of these sectors, unite them, facilitate in drafting people-centric sectoral policies, advocating for its recognition with the state tourism department and holding each of

these sectors self accountable to work towards mitigating the negative impacts of tourism.

B. Kerala – Vision & Responsible Tourism

The Department of Tourism, Kerala and EQUATIONS in 2000 co-organised a workshop with the objective of ensuring the democratisation of tourism practice – by identifying and placing tourism within the larger economic development paradigm of the state. The various trends in the tourism plans were closely examined along with possibilities of integrating tourism activities with the People’s Plan process thus ensuring a multiple stakeholder approach in planning and implementation. The attempt was to bridge the distance between development and welfare of communities. The workshop brought together multiple viewpoints (bureaucrats, planning board, panchayats, academicians, CSOs, industry and various arms of the government) to the same platform to visualise the future of tourism policy for the state. The Kerala Tourism department recognised the need for a multi-stakeholder approach to determine the future of tourism development. This process was also reflected in its policy document – Vision 2025.

By mid-2000, Kerala had started emerging as a prime tourist destination. Although tourism statistics reveal that the state is benefitting from tourism revenue, questions of who benefit, how of it is retained within the local economy were still unclear. Pressures on the environment and the socio-cultural fabric were also being felt. Recognising tourism’s adverse impacts, Kerala Tourism Department initiated the concept of Responsible Tourism in 2007. The vision is

to create a broad consensus on adoption of responsible tourism practices by all stakeholders. A workshop was organised resulting in the process of establishing multi-stakeholder committees with representatives from tourism industry, government, civil society organisations, media and academicians. The formation of the committee at the state & destination level (Kovalam, Thekkady, Kumarakom and Wyanad) and across the environment, social and economic sectors was a step towards decentralisation and creating a space for dialogue.

This process was a complex one requiring leadership, a great deal of learning and building of consensus, solid research and development of best practices on a pilot basis that could then be scaled up to the state level. What has happened is that the lead and energy to take such process forward is low and therefore the progress on this initiative has been slow.

C. Kerala – Peoples Charter on Sustainable Tourism in Kumarakom

In early 2000, Kumarakom was gaining popularity as a backwater destination in Kerala. In the initial period, people welcomed tourism in this tiny village with the hope that the local people would benefit from tourism. A process of local planning by involving the local community was initiated and the Grama Sabha started discussing issues confronting them. Pollution of the backwaters caused by the houseboats, obstruction of the natural flow of wind due to the clustering of resorts and high buildings along the banks of the Vembanad Lake were debated and vehemently opposed. The people decided to take concerted action against

uncontrolled tourism and developed a People's Charter for Sustainable Tourism. Based on this, the Panchayat decided to ban all forms of plastic inside the village, initiated measures to protect the mangrove forests in the region and refused to permit projects to be set up near the lake. To translate the People's Charter into practise, the Panchayat distributed copies of it to hotel owners to take steps to implement the charter in letter and spirit. In 2004 the Panchayat formed a Functional Committee on Tourism with local stakeholder participation to address and regulate tourism.

D. Kerala – Visitor Management in Periyar Tiger Reserve

A research and consultancy project commissioned by the Kerala Forest Department in 2002 on “Visitor Management and Participatory Ecotourism Strategy for Periyar Tiger Reserve (PTR) and Surrounds for the Kerala Forest Department” gave an opportunity to EQUATIONS to provide sustainable tourism practises and plans for a highly visited tourist destination. Based on research on tourism practises in and around PTR, status of biodiversity, infrastructure development, management systems and structures, recommendations and strategies for conservation oriented tourism and management systems were proposed.

E. Kerala – The Great Elephant March

Many of Kerala Hindu temple own elephants most of them donated by devotees and traditional temple festival have a parade of captive elephants. The Thrissur Pooram which is held in May is famous for its impressive march of 30 elephants. This came under a clout under the Kerala Captive Elephant Maintenance Act 2003 which prohibits



The Great Elephant March, Kerala

parading elephants between 11 am and 3 pm when the summer sun is at its peak and lays number of conditions for the mental and physical health of the elephant.

The Great Elephant March, a 4-day elephant parade covering 4 tourist destinations in Kerala was organised by the Kerala Tourism Department to re-enact the Thrissur Pooram festival in an attempt to boost tourism. This event however had no religious significance, simply ‘recreating’ traditions in a manner which empties itself of its meaning. Ironically this had to be discontinued under pressure from animal rights activists and foreign tourists who felt that the march amounted to cruelty to the elephant.

F. Andhra Pradesh – Katakai village, Vishakapatnam district

Katakai is a village in Borra Panchayat of Araku Mandal in Vishakapatnam district. In 2005, the local community protested when Andhra Pradesh Tourism Development Corporation and the Forest Department decided to takeover the beautiful waterfalls in their village. The community of

Kataki village were witness to the consequences faced (loss of economic benefits) by the Borra villagers with APTDC managing tourism activity at the Borra caves. A Gram Sabha was called and resolution passed that instead of allowing APTDC or any private party, the community would themselves plan & implement tourism development in their region and share the benefits & protect their natural resources.

G. Khonoma Green Village Project, Nagaland

In Nagaland, in 2003 the Khonoma Village Committee decided to opt for tourism development as a source of revenue generation. The Khonoma Green Village project was aimed at transforming perspectives and paradigms about the way tourism is constructed and implemented, thereby demonstrating a development model based on the development needs of the community. Khonoma was chosen as a model village to implement some practices that would first and foremost improve the quality of life of the people. The project aimed at training local people, exploring options of alternative technologies, value addition to the intrinsic properties of the village, planning better utilisation of energy and designing community managed tourism. The Khonoma Village Council and the Khonoma Tourism Board was to drive this process of planning, implementing and monitoring of tourism development in the area and an impact study of the environmental, cultural and social impacts of tourism was conducted as a baseline process.

The project was located within the innovative experiment of communatisation in 2002–

03 following the enactment of Nagaland Communitisation Act on Public Institutions and Services. The government in phases handed over ownership and management of education, health care, water supply, electricity, tourism and bio–diversity conservation to the communities. Communatisation consists of a unique partnership between the government and the community involving transfer of ownership of public resources and assets, control over service delivery, empowerment, decentralization, delegation and building capacity – all with the aim of improving the delivery of public utility systems. It also demands ensuring accountability of government employees posted at the service delivery level to local communities and control of government assets by village committees including the responsibility for maintenance, amelioration and augmentation of assets. As such communatisation is based on triple ‘T’ approach. Trust the user community. Train them to discharge their newfound responsibilities and Transfer governmental powers and resources in respect



Local community at Khonoma clearing the path for a road- Khonoma Green villaae Project, Nagaland

of management. The Nagaland government has been selected for United Nations Public Service awards in 2008 for communitisation programme in recognition of its innovative use of rich social capital.

H. Community based tourism initiatives

In 2008 EQUATIONS studied three very interesting community based tourism initiatives in India. While each have their unique contexts and histories and are on different stages of tourism development, they also have common features. These tourism initiatives are located in some of the most scenic and alluring places – The Himalayan Homestays in Ladakh, The Mountain Shepherd Initiative in Uttarakhand, and The Manas Maozigendri Jungle Camp in Assam.

The case studies attempted to understand the particular context and history of each of these initiatives – what set of factors led to their genesis and what they set out to achieve. In each case, tourism was seen as a means of providing communities with economic benefits in the form of supplementary incomes. In all three cases, perhaps not incidental, the element of conservation and care of natural resources was central to their practices. The communities involved, as well as those helping the implementation of these initiatives, were aware that through the process of communities shaping the how and what of tourism they would also feel empowered to charter the course of tourism on their terms. These terms, as the three case studies clearly show, were not about control, but about visioning principles that were respectful and wise.

The process of engagement and implementation was slow and complex. Many dilemmas and challenges came their way. The “balance” between development of the community and running a successful tourism venture was one. In case of the Mountain Shepherd Initiative this is a core issue they are currently grappling with. Another challenge was building the necessary skills and capacities. Marketing, speaking in English, working with computers, management, learning to interpret and guide, adapting to meet the needs of the guest in terms of food, housekeeping – seemingly simple things needed to be learnt painstakingly. With the decision to employ local community members, this was an important aspect of building confidence as well as attracting tourists.

Ensuring widening of local benefits and systems of equity have also been present to varying degrees. With increase in tourism came competitiveness within community members. Their traditional occupations had encouraged more collaborative and interdependent ways of living which were exposed to new ways of behaving and thinking that tourism brought in. Was greater commercialisation that tourism brought in, a bad thing? What did communities feel about the change in traditions and cultural practices – that may privilege what the tourist valued? In the case studies, communities became aware of the need for designing their own systems of review, checks and balances so that they could decide if a trend was worrying and if there was some way to address it.

Another issue for consideration was – how does one develop tourism that is not necessarily ambitious in size and scale, but is holistic and sustainable.

In the case studies clear systems of long term sustainability have not been thought through – but it seemed clear to them that the bridge would need to be crossed at some point.

However each of these case studies was clearly about the desire to make a difference – to envision forms of tourism that would leave both the visitor and visited enhanced by the encounter.

- The local community in the tiny village of Ulley in Ladakh came out with a set of rules to guide tourist behaviour and demands within their homestays. Due to water scarcity in Ladakh, villages use dry compost toilets instead of flush toilets. Common showers are set up for tourists. Tourists in homestays are provided food which is locally available and eaten by the families themselves. The continuous inflow of tourists in these Himalayan homestays, despite of the lack of modern touristic facilities shows that it is possible to balance tourist demands with the reality of local resources.
- The tour operators who market the Himalayan Homestays package to tourists are locals and they ensure that tourists are briefed about rules and sensitivities of communities they will visit. Their system of providing accommodation to tourists in different homestays on a rotational basis is a sound method of sharing tourism's benefits equitably. Due to contributions to the village development fund, entire village benefits from part of the income generated from tourism for developmental activities. The attitude of local people has changed towards the endangered snow leopards, which killed livestock of local communities. However through tourism people have been able to supplement their income from

agriculture and insure their livestock against predator attacks. This attitudinal change in local communities has led to an increase in snow leopards population.

- The local youth employed with the Mountain shepherds initiative in Uttarakhand have been trained in mountaineering, and specialised skills of search and rescue, even when their educational and communication skills are basic .Their system of purchasing raw material for food from different families in the village, ensures that economic benefits form tourism are spread out, some benefitting from providing



Building of cottages at the Manas Maozigendri Jungle Camp, Assam. The camp is run by the local community

accommodation, others from providing food. Accommodation is provided to tourists who come in the summer season, in the “winter homes” which are available and not in use at that time by the local communities. Thus no extra infrastructure was built to set up this initiative. It shows that tourism can be practised on small scale and with low infrastructure development and simple facilities for tourists.





Annexure 2

**Rural Tourism in
Developing Countries:
Some Insights and Lessons
from the Endogenous
Tourism Project in India**

EQUATIONS, 2008

The Endogenous Tourism Project– Rural Tourism Scheme (ETP–RTS) is a collaborative effort between the Ministry of Tourism, Government of India (MoT) and United Nations Development Programme (UNDP) initiated in 2003 and being implemented currently at 36 sites across the country. While the primary objective of the project is to focus on sustainable livelihoods, it extended beyond the achievement of mere economic objective of employment and income augmentation, putting it on a much larger canvas of community based action. The project aims at a convergence of issues – sustainable livelihoods, gender equality, empowerment of women, youth and other disadvantaged sections and working towards cultural sensitivity and environmental sustainability. It goes on to suggest that if tourism is to fulfil its promise of being a transformative agent, capable of changing the minds, values and behaviour of the tourists and the local citizen alike – as well as of providing a broad impetus to local economies throughout India, then tourism needed to be “radically altered in design and concept”.

The ETP in many ways has been a total shift from the standard tourism projects implemented by the Ministry of Tourism in the past that were infrastructure–centric and infrastructure–heavy. It has an overall framework which is ambitious, emphasising processes rather than products, and placing at the centre the notion of local communities taking the decisions related to tourism. Thus a unique feature and indeed core principle of the ETP is to examine and take further the links between tourism and development.

This paper attempts to “put together” some of the insights and lessons that emerge from the ETP. The

insights are generalised to apply to rural tourism projects in developing countries. For examples and details from the ETP, we urge the reader to refer to the detailed review report titled Sustainability in Tourism – Rural Tourism Model.

Juxtaposing Tourism and Development

Development planning acknowledges that macro economic growth is no guarantee of human development. The need for public policy to specifically address strategies for elimination of human poverty and inequalities remain significant challenges. Greater accountability of public policy implementation bodies, gender equality, capacity building to ensure greater decentralization and empowerment of marginalized groups are key to these objectives.

Many rural tourism projects and the ETP in particular, are conceived as a means to rural development. In the backdrop of increasing rural crisis in developing countries, providing social and economic justice to the vast segments of the masses who have been persistently deprived of livelihood, basic services like health and education, remains the greatest challenge. Rural tourism cannot be a one stop solution for ensuring goals such as equity and empowerment. However this component is a valuable and critical one if one were to aim at people centred tourism.

The ETP was conceptualized with development and tourism as twin goals. The implementers were faced with the challenge of devising ways by which the tourism product gets a “value addition” because it is tightly integrated with development processes (of empowerment, asset generation, enrichment equity etc). In the ETP development

is not a side agenda but the co-agenda in order to add value to the tourism process. This was unusual as compared to many other rural tourism projects and threw up its own significant challenges.

However in the drive to “implement” rural projects one can easily slip into project based mode, products and results get privileged and timelines are collapsed. Thus important development goals of equity, gender, empowerment and social transformation, all of which require time and effort, get sidelined and the tourism product part of the project gets privileged.

Rural tourism projects are essentially a social and economic intervention in rural areas and it is quite likely that several conflicts surface. Some of these may not be inherent to a tourism project, but simmering or underlying conflicts and tensions in the society which exist anyway and come to the fore when a project like this is introduced. Others could be attributed particularly to the challenges to status quo or social orders or existing power structures that the project deliberately introduces as part of its agenda of social change and the resultant forces that are then unleashed.

The dilemma always exists about the extent to which it can really address, challenge and transform deep rooted social inequities. The objective of livelihood promotion and human development of rural community, especially the disadvantaged, women and youth, helps focus on what is their ‘own’, i.e., their skill in traditional arts and crafts, their cultural heritage, community or private land, natural resources (flora and fauna) and environment of the area. The attempt to promote what is their ‘own’ obviously leads to addressing what is their ‘due’, i.e., their right to the wealth

generated by tourism in the given locale and the right to decision making about its creation and equitable distribution, on the one hand, and the right to protect and preserve what is their ‘own’, on the other.

It is not uncommon in rural tourism projects to see funds, institutional arrangements, designed to benefit the poor being passed on to the not so poor. The absence of a critical analysis of the community and segregating it in terms of poverty – of who have not been involved and why would highlight these exclusions and disparities. Poverty is seen as homogenous, but it is a fact that there are some people in each community who barely manage to break even with consumption and production. For them to have a choice of livelihood options, the opportunities are few. Those who are the current gainers of the existing tourism, or those powerful ones who aspire for gaining out of the project often try to dominate. In their presence the weaker sections of the villagers and women find it difficult enjoy equal status and equal say in the functioning of the project.

Communities Expectations and Community Choice: A Question of Social Agency

In ‘choosing sites’ for a rural tourism project, the choice of sites are made primarily on the basis of there tourism potential. The social capital, the informed choice of the communities and their readiness, is usually not taken into account. In many rural tourism projects, when communities are faced with the prospect of a project which promises huge economic benefit and that money would be spent in their village it is very unlikely that they would reject such a project!

A system prior to finalization of a site that would help in understanding the social criteria and for the community to make an “informed choice” on whether they wish to engage on a project of this nature is important. Tools like the participatory rural appraisal exercise can help communities to understand the implications of tourism and contribute to their choice and decision to engage in tourism. Also key questions like what kind of institutions already exist, their functions, quality of processes, degree of decision-making, whether the community was divided / fragmented on lines of religion, caste, class, what were the other kinds of inequalities and inequities, were there more pressing development issues that needed to be addressed – poverty, education, health, indebtedness, sanitation and access to water, what were the occupational patterns, cultural traditions and sensitivities of the community – these and other questions of this nature must be discussed and debated amongst the community. The reason to do this ground work before selection is that firstly, the community is facilitated to take ownership of a process and it becomes the basis of their right even to say no to tourism. Secondly, only when certain basic ‘other’ factors are in place are the chances higher for tourism to function smoothly.

The site selection criteria and process is a critical factor for success. Where these have been diluted or short circuited the impacts on the form and progress of the project is evident. The experience of the ETP indicates that sites which relied on more organic processes to develop the rural tourism product were more “successful”.

There is a need for constant dialogue to hear from the community on how they perceive the project,

what are the changes they wish to see. It is also important to keep the dialogue open on what this project may be able to achieve and what it will not be able to achieve. It is often when the project objectives are not stated and understood clearly that the expectations of the community rise. Too many hopes are pinned on the project and when it does not materialise, there is a slump and a stage of being demoralised – from which it becomes very difficult to start up again.

When communities engage with tourism it must be recognized that the scale at which a particular site engages will and should vary depending on a set of contextual factors – intrinsic and external. Tourism cannot and will not be the solution to the rural crisis – and the introduction of tourism must not be seen as a substitute for more stable and sustainable livelihood options. This is critical particularly as tourism is an activity that is based on consumption, and it seeks to substitute in the rural context, livelihoods based on production. Some sites depending on their situation may choose to engage in a process in which a very small section engages others in which this a significant section of the population of the village. How much of the village overall economy is reliant on tourism will also vary. The time they will need will also be different. The pace will also be different.

Marketing an “Experience”: The Tourism Product and its Promotion

For creating a rural tourism experience the natural, cultural, human or capital resources indigenous to the rural area would have to be attractive to tourists. Key factors in relation to competitive advantage are the attraction (including its

authenticity), quality of service and facilities, the destination's accessibility and pricing (perceived as value for money). Unless we are able to change the way tourists perceive / experience tourism in a rural scenario all these aspects will be critical from a tourist's point of view. Many of these are also aspects that should be basic to people's lives— particularly basics such as a clean environment, hygiene and sanitation. However it must be remembered that we need to create an environment that will help the tourist experience rurality and not rush to create urban comforts in a rural setting, because that is what the "tourist will want". Ultimately with the combination of the Unique Selling Proposition (USP) and competitive advantage the community will need to learn and compete within the bounds of the market.

Often in the case of marketing of a rural tourism product, the emphasis is on marketing an experience. This is not as simple as creating attractive advertisements and has many layers – imaging, ethics and knowing what sells.

While meeting the needs of the market is certainly an important goal from a commercial viability perspective, the dilemma also is about how such a project can help preserve traditions in their 'pure' form.

It is important also to understand the form and content of promotion that will be attempted for these sites. The philosophy of the project, how a marketing firm sees and portrays this – is it just a pretty picture postcard or should the marketing be positioned differently? Highlighting the community based and community led aspect of tourism at these sites could be a way of educating tourists and not just attracting them. There is

nothing inherently wrong in attracting tourists, but this is also an opportunity to present a more authentic and holistic aspect of the place and contextualise the tourism experience in it.

One of the core understandings of the ETP was to create a unique rural experience for the tourists, to move away from infrastructure centred form of tourism. While this outlook is commendable and recommended, it is not easy to achieve. Much more thought needs to then be put in as to how one sees, builds on, and creates opportunities for tourists to experience 'authentic' rural life in a way that it transforms their mindsets. It is often the tangible /physical that will attract and bring the tourists, but the intangibles of a place that will be remembered, which make or break the tourist's experience. One may very well ask the question – can/should there be rural tourism at all?!

Many rural tourism projects have the idea of homestays as a central part of the tourism product on offer. There are both opportunities and dilemmas related to homestays in a rural setting. On the one hand homestays allow for more decentralised benefits both in terms of economic benefits and in terms of varied and more authentic experiences for tourists. What is interesting is that the rural communities in the ETP seem to be demonstrating a preference for centralized accommodation option rather than the authentic homestay. Would the homestay option be the preferred choice if community members had an opportunity to economically benefit from a centralized accommodation option? It must be acknowledged that the jury is still out on this aspect. There are many social, cultural and economic reasons why homestays will not work or

work in a limited manner. Culturally – “hospitality as a commodity” – the idea that one’s guest pays for staying in one’s home is difficult to accept. Also modes of interaction and the behaviour of the tourist are criterion (some community members reported foreign tourists as being more at home than domestic tourists). Policy makers have been a vigorous promoter of the homestay idea – seeing it as an answer to the tourist accommodation deficit. This may work in urban areas – but a strong pursuit of this strategy in rural areas may not be advisable, without more feedback and research.

As the USP and competitive advantage has very strong links to the tourist profile – how the possible experience /product is presented to the potential tourist, how it has been positioned and marketed, what have been the strategies to ensure success. This needs an additional layer of positioning (presenting the product) and marketing to ensure success. Clear business plans and marketing strategies to ensure commercial viability of these ventures are critical. It is equally important to be able to define the tourist profile, set up a system for capturing and verifying this data (based on who actually comes) and then feed this back into promotion, marketing and product development.

Another aspect is the links of tourist profile to undesirable impacts of tourism. How can we ‘filter out’ tourists who might have an adverse impact on the host community’s culture and values?” Could a combination of pricing, positioning and experience be designed to narrow the appeal to a specific tourist profile? There is also an element of risk about a stranger coming in and living in one’s home or in one’s village. Research on tourism in rural areas of Goa, Kerala and Orissa have reported

clear links between child sexual abuse and home stay and or easy access to children.

It would be important from a policy perspective to approach some of these aspects of positioning vis-à-vis local cultures more cautiously, as the risks, levels of comfort and willingness of the communities to embrace this option must be studied with a sense of openness and objectivity.

Building Local Institutions and Capacities to Implement Rural Tourism

Institutions are primarily holders of ideas. When rural tourism projects builds institutions to take this different idea of tourism forward within existing structures of the rural society – two things may happen – the new structures may be challenges or they may be compatible with the existing structures.

Working with the twin objectives of development and tourism itself offers a significant challenge and would require timeframes that in all cases would go beyond the typical timeframes of policy makers for rural tourism projects. To setup norms and evolve a common vision, to ensure they work in tandem with one another and in alignment with an over arching purpose is an institution building challenge. It involves consultations with the stakeholders to identify key participants and opinion leaders and facilitate the work towards a common vision. Understanding of formal and informal ways of working together towards a common purpose that is beneficial for everyone forms the stable basis for institution building.

Apart from this, even from just a tourism perspective alone, to achieve some degree of stability, to get

the institutions working, building them strong to servicing the tourist, will need time and will only come with tourist interaction. Time frames should also have a bottom-up approach rather than top-down. In the structure and formalizing of institutions we saw many examples of them being formulated on the basis of trust- which was not given time to actually develop and solidify. As a result many crisis and grid locked situations developed. There is need for proper documentation of contracts and taking care of statutory and legal aspects of institutions especially as business models, assets and the shift in power structures

are involved.

In the ETP the idea of introducing the capacity building agenda into the Rural Tourism Scheme was a significant intervention and contribution of UNDP. The aim was to help the community build their capacities, to benefit from the ownership and control of assets that were to be created, modified, or renovated for their use. The capacity of community members by conducting training was on varied issues – awareness, tourism linked skills and livelihood, alternative livelihood and institutional management. Capacity building often led to acquiring specific skills, but could also be seen as creating the space for building or articulating perspectives. e.g There is not much awareness amongst the community in many sites in the ETP to why there is such a great emphasis on vernacular architecture. Their reflection is limited to an extent that ‘tourists want to stay in accommodation which resembles and suits the rural ambience’. The broader vision of use and relevance of local materials, providing opportunities to local vendors and benefiting the local economy as a whole is also part of capacity building.

All sites in the ETP attempted building an apex body – the Village Tourism Committee (VTC). There have been two different approaches to the formation of the VTC. One, the membership of the VTC was confined to the people who were thus far excluded from or exploited under the existing tourism industry, namely, the artisans, the craftsmen, the women, the youth and the other weaker sections of the village community. The capacity building programme was designed for their skill formation, value addition to the old products and the creation of new products. Since the objective is to empower the powerless



Members of Village Tourism Committee formed as part of Endogenous Tourism Project, Chougan

and marginalised, the VTC was a potential space to challenge existing power structures. The other approach was to open up the doors to all: the rich and the poor, the powerful and the weak. In some sites this was believed to be a more pragmatic and effective method – to leave the choice of selection to the community and aim to avoid social tensions in the process of implementation the project.

Given that a commonly held vision clarity, positive social dynamics, capacity building and handholding over time are the basic requirements of strong institutions – institution building is inevitably a slow and complex process. Furthermore, given the early stage of actual engagement with tourism at many rural tourism sites, it is very difficult to hazard a guess about the sustainability of the institutions that are being promoted and this will need to be studied further.

Tourism Impacts

Any tourism, endogenous or otherwise, has the potential to cause social, cultural and environmental damage, if left unregulated to market forces and social power structures. The success of a rural tourism project should not be judged by the economic gains alone but by the level of improvement of the social justice and growth of social capital as well. Even and equitable distribution of the economic gains among all the participating communities and individuals needs to be ensured. Communities are usually quite unaware of caveats and negative impacts that inevitably accompany tourism's growth. With tourism coming in, the risk of commodification of culture and traditions is there. One hopes that community control will avert this inevitable impact but as of now there are no particular safeguards to

avert this phenomenon, or significant discussions on the issue in most sites.

Awareness building through the development of community-based tourism impact assessment is one way of doing this. Tool kits need to be prepared and shared with the communities once such an initiative is taken. An impact on local livelihood and access to environmental resources at the cost of the local needs is to be monitored at regular intervals. It is very rare that reliable and valid data is captured and analyzed at the level of the site in order to find out what was the real progress and benefit of the project is to various sections. A site level system of collecting and analysing data related to benefits and impacts is essential.

The system developed must collect and analyse the information regarding tourism related activities at the sites. Communities should be empowered and their capacity should be built for this activity. This set of statistics collected on site should become a tool to be used by community to understand and review their own progress and also to be used across the entire project sites as a whole to plan and make course corrections.

This should also be seen as an important and integral part of the monitoring & review process. Sites should be encouraged to develop baseline data through a PRA. This is critical as PRA is an important tool for data generation, group mobilization, as well as a way to generate the sense of motivation and ownership about the project.

- There could be a system of consistent and simple data collection formats and systems developed at the local level – tourist arrivals, their profiles, requirements, demands, what they spend on, levels of satisfaction, how they learnt about the

destination etc.

- Income and impacts should be disaggregated by development and tourism objectives – gender, poverty, caste, marginalization, livelihoods, economics and distribution of benefits.
- A participatory community based impact analysis can then be done to find out e.g.
 - How many people have moved from the low income to middle income groups after being associated with the project?
 - Gender impact – change in the roles of women engaged with the project
 - Employment generation
 - Increased ability of the less powerful and marginalized to participate (e.g having home stay facilities, engaging directly in service provision, crafts etc)

The generation, consolidation, and analysis of this data is essential for a factual assessment of the project impacts at local level and consolidated across sites. It will help policy makers test their hypothesis that tourism can indeed be a relevant development intervention in the rural setting.

Many rural tourism sites have in their plans a building / space that will work as the tourist information / interpretation centre – but this often not been conceptualised very clearly as to what the function of such a centre will be. It would be useful to see if these centres could be spaces for local communities to present their own histories in creative and local ways. It could also be conceived as useful spaces to handle data generation and impact, gather information about tourist profiles and have rudimentary tourism impact assessment cells running out of these collective spaces. Basic information technology based resources such computers / internet facilities could be manned

by village youth for bookings etc. It could also serve collective village needs and not only serve tourism.

Transforming Tourism, Transforming Tourists

The complex part of marketing rural tourism sites in developing countries is that it is not just about being happy or grateful about any tourist coming in – but about communicating what the experience of that site could potentially be and attracting those tourists who are looking for that. In that sense it is also very much about empowering the communities to think, choose and shape what kind of tourist destination they wish their village, their home and their locality to be. This aspect is rarely dwelt on, in the general anxiety that “somehow we must get tourists in”. Such an approach would be respectful both of the visited and the visitors as the ‘psychological contract’ as well as the contract about what is on offer would match. Thus position and promotion should be people centric and not only market centric. Given the increasing interest in many community based and rural tourism promoters positioning themselves as practitioners of responsible and sustainable tourism they must recognise the ethical and developmental position on this issue.

Rural tourism is also a powerful opportunity to impact and change the minds of tourists. This idea transforming the tourist is crucial to achieving the developmental objectives aimed for. How tourists could become active participants and partners in the process, and ways by which they could be enabled and facilitated to do so are important questions. Relegating the tourist to a passive consumer, an extrinsic agency is equally

disempowering, and will adversely impact its success. There is a flourishing of all sorts of ethical/responsible tourism groupings worldwide. They regard actively engaging with and contributing to



Women connecting - Interaction between local community and a tourist, Uttarakahnd

local developmental processes as intrinsic to their tourist experience. In other words, they see no diminishing of their ‘value for money’ by virtue of this engagement – on the contrary, they find it far more enriching and personally fulfilling. This offers the possibility to reconceptualise ‘tourism’ as a ‘cultural exchange’ framed within a developmental ethos, driven by both the agent communities and facilitated by the NGO/state/other intermediaries. Recent trends towards travel philanthropy and responsible and ethical tourism are also aiming to address these issues.

The design, implementation and promotion of the rural tourism projects should encourage potential tourists to “see” more than just the product or the wonderful view but actually be willing to experience, be impacted, and even a little changed by the experience of engaging with the rural

community. Rural tourism projects need to be designed so that the community participate in the entire process from the very outset, and be made aware of the pros and cons involved – well before the project is initiated. If we accept rural tourism as a developmental project, we must accord the community agency to actively participate in and give shape to it. Community engagement in the process of decisions on infrastructure (what, why, where, design – how was it taken, how much money has been spent on it) have been low. Often the views of the community are not been sought and in many instances the process has been top down. Empowering the communities to think, choose and shape what kind of tourism and tourist image they wished their village, their home and their locality to be is a central aspect.

This provides a rare opportunity to try and transform the nature of tourism – from its mass consumptive nature to something which had the elements of interaction, learning and human contact as well.



Annexure 3

Recommendations from Research 'Rethink Tourism in the Andamans: Towards Building a Base for Sustainable Tourism'

*EQUATIONS, INTACH Andaman &
Nicobar Islands Chapter, Society
for Andaman and Nicobar Ecology,
Kalpavriksh, Jamsetji Tata Centre
for Disaster Management - Tata
Institute of Social Sciences and
ActionAid International - India,
A&N Unit, 2008*

The Andaman and Nicobar Islands (A&NI) are a popular destination on India's tourist map with a definitive push post the tsunami of 2004 to "bring the tourists back". This has meant a slew of proposals to expand and intensify tourism in the Islands. For intensive tourism, huge investment in infrastructure, improved connectivity and concessions on LTC for domestic tourists is being made. However, these plans, like earlier ones, are not based on how tourism operates in and impacts the Islands, and do not consider whether ground realities support the assumptions that these plans are based on. The research report 'Rethink Tourism in the Andamans: Towards Building a Base for Sustainable Tourism' is an analysis of the current status of tourism and proposed tourism development plans, an assessment of social, cultural, economic, environmental, institutional and policy impacts of tourism in the Islands and captures the peoples' perspective on tourism in the Islands. Conceived and implemented by six collaborating organisations (EQUATIONS, INTACH Andaman & Nicobar Islands Chapter, Society for Andaman and Nicobar Ecology, Kalpavriksh, Jamsetji Tata Centre for Disaster Management – Tata Institute of Social Sciences and ActionAid International – India, A&N Unit), the research study seeks to stimulate a debate on tourism development and its directions among a range of stakeholders in the Islands, with the aim of democratising tourism and making it more sustainable and equitable in its benefits.

Based on the already visible impacts of tourism on the Islands some of the recommendations that emerged from the study were:

Developing a clear vision for tourism

The research recommends that the A&NI Administration and MoT supports 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. Detailed technical studies need to be undertaken on carrying capacity, tourism penetration index, impact assessments and / or limits of acceptable change.

Government and Coordination

The A&NI Administration must ensure a regulatory role in addition to being a facilitator of tourism. Aspects of regulation must include –

- Assessment of the number of tourists into the Islands, using carrying capacity and tourism penetration indices, to understand these "limits".
- Development of tools to assess tourism impacts.
- The opening up of more areas within the Islands for tourism is an aspect that calls for regulation, since research points to the fact that current forms of tourism in the Islands do not create strong links between tourist numbers and sustainable local benefits.
- Another important regulatory role is balancing between local residents' needs and the needs of tourism – particularly to access to resources, services and facilities. Lack of foresight and sensitivity to this can lead to tensions, conflicts and antagonism.

Positioning tourism in the Islands

- The MoT needs to study its own return on investment on promotion through its Incredible India campaign by considering the fact that 85% of foreign tourists have learnt of the Islands from the Internet or word of mouth whereas among domestic tourists, television, newspapers and magazines have been the main sources of relevant information.
- Tourism promotion in Andamans should target both domestic and foreign tourists who meet



Biodiversity Park, Road being constructed at Chidiyatapu, Andaman Islands

the criteria of being sensitive to the ecological fragility of Andamans and 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 visitor awareness must gear itself to wean out tourists who do not appreciate these core aspects of the Islands.

Ensuring a reliable base of information on which tourism plans are made and implemented

- A system for regular collection, publishing and analysis of tourism statistics needs to be put in place. This should include critical indicators like revenues from tourism, number of people directly and indirectly employed in the sector, occupancy rates in accommodation units and profits of tourist business.
- A meticulous process of collecting accurate domestic tourist numbers needs to be put in place. While the statistics of foreign tourist arrivals are fairly accurate, the discrepancies in tabulation need to be rectified.
- As per the recommendations of the Working Group on Tourism Report to the Planning Commission for the XI Five Year Plan, the Administration needs to use data from ongoing assessments of tourism impacts in specific locations that currently witness large number of tourist influx and tourism activity.

Tourism infrastructure

- Tourism infrastructure, particularly accommodation, should be encouraged to be eco-friendly, with careful use of locally available materials. Incentives for the same need to be given. At the same time, the use of local material must be regulated to ensure that these are not being consumed unsustainably.
- The plans of making the Islands part of a cruise tourism circuit in the country need to be reconsidered – from economic, environmental and social angles – in the light of weak trickle down effects to locals experienced in other popular cruise destinations. Large numbers

of tourists for a short duration will only have implications on the carrying capacity of the location.

- Tourism infrastructure like watersport complexes, amusement parks, golf courses should be most definitely disallowed in the Islands.

Connectivity to the Islands and inter – island connectivity

- Inter–island air travel through helicopters needs to be retained at the minimal level and prioritised for emergency needs of the local population.
- The proposal to separate facilities and /or ration facilities between local people and tourists needs to be given serious consideration. Dual pricing policy for tourists and Islanders needs to be retained and extended to all Islands

Market linkages & stimulating local economy

- An important measure for the Administration to consider would be the creative use of information technology like website and the internet to ensure

that small operations get visibility and are able to attract tourists. Interpretation centres and facilities for online booking would help smaller community owned tourism establishments to run tourism business more effectively.

- To ensure strong backward and forward linkages, the Administration, in consultation with institutions of local self governance, could identify those raw materials that are available locally in sufficient measure, over and above the regular requirements of the local Islander community, and encourage their use by tourism businesses like resorts and hotels. The A&NI Administration and panchayats could consider making local sourcing of some raw material mandatory.
- There are many stakeholders and sections of the A&NI Administration who hope that tourism will become the pillar of the Islands' economy. A more sound economic analysis of the current and likely economic impact of tourism, and taking cognisance of the high degrees of vulnerability is necessary before such views are nurtured.

Environmental protection

- A strategy for water conservation and water management systems needs to be prepared. While regulating the growing number of tourism establishments, subsidies to small and medium enterprises in tourism, on investments in environmental management systems like solar, water harvesting, sewage and solid waste management may be considered.
- The tourism industry in the Andamans needs to be move to sound environmental practices. Limiting use of air–conditioners, care in use of water, use of CFL lighting, sensible water management practices and waste management



Disposal of Solid Wastes in Havelock, Andaman Islands



Trees Cut & Local Businesses Displaced at Wandoor Beach, Andaman Islands in preparation for President's arrival

and recycling need to be high on the agenda as the preservation of the Andaman ecology is in the industry's interest.

- Water based amusement theme parks, which are water guzzlers, and which do not fit into the positioning of the Islands as a place of natural beauty, should be simply prohibited.
- A waste management and garbage disposal strategy for the entire Islands needs to be worked out. Segregation of wastes and recycling are important options. The zero waste concept may also be adopted. The ban on polythene bags, which is yet to be notified should be effected immediately.
- The current state of affairs on sewage treatment by direct dumping of untreated sewage into the sea must be stopped. Treatment of sewage must be made mandatory for all establishments.
- Dependency on generation of electricity through burning of diesel needs to be reduced in a phased manner. Renewable, non-polluting sources of energy generation need to be explored and

tapped. Discharge of sewage from boats directly into the sea should be checked. The use of bio-toilets on boats should be considered. The Coastal Regulation Zone Notification, 1991 has been poorly implemented in the Andamans. Tourism establishments continue to violate provisions of the CRZ Notification. Basic processes of the CRZ Notification like demarcation of the High Tide Line, preparation of Coastal Zone Management Plans and maps have not been done. To top it all, the No Development Zone has been reduced from 200m to 50m for tourism in Andamans. Even this has been violated with impunity.

- We recommend that the CRZ Notification, 1991 is implemented with all seriousness. Project clearance guidelines for all projects, including tourism projects need to be formulated.





Annexure 4

Of People and Places:
Tourism's Role in
Conflict and Peace

EQUATIONS, 2008

EQUATIONS has been involved in documenting a number of cases where communities are engaged in struggles with tourism developments. Most of these are prolonged struggles that don't capture headlines and national or international attention, and they have the following dimensions.

Economic : Big business gain subsidised land, tax concessions, import advantages, leakages in tourist trade leaving very little gain or benefit for local communities. Tourism has not proven its claim of generating quality and secure employment for local communities. Tourism also increases the cost of living for local communities.

Environmental: Ecological damage & losses incurred through environmental destruction as in the case of deforestation to make way for tourism enterprises, golf courses, amusement parks, theme parks, ecotourism projects, beach resorts, water sports, etc. The strong links between tourism growth and water scarcity is of serious proportion.

Social: Social costs of the abuse of women and children particularly those forced into sex work and trafficking and labour. The growing social and economic aspect of HIV/AIDS linked to tourism. The impact of drugs and narcotics and its effects on vulnerable populations in the developing countries especially linked to tourism.

Cultural: The commodification of culture to cater to tourists needs and increased consumerism in local populations influenced by the demonstration effect. The distortion and commodification of culture, including mass produced handicrafts and demeaning cultural performances designed

to entertain and amuse rather than promote interchange and understanding among different peoples.

Political, Institutional and Human rights:

The impact of diversion of people's essential needs like agricultural land and access to natural & common property resources like forests, beaches, ocean and lakes, as well as the diversion or privileging water and electricity supply to tourist enterprises like hotels, amusement parks is least acknowledged in the narratives on tourism's successes. The social & economic impact of displacement caused by tourism enterprises on livelihood and life. The dilution of the rights of communities and local governments to regulate tourism and to say no to tourism. The dilution of provisions of local ownership, regulation and control and the increasing trend of setting up of centralised supra authorities to determined the pace and direction of tourism development. The rights of workers in tourism. The rights of indigenous people in tourism. The complex and covert links between tourism and conflict and militarized zones are increasingly visible. Also the impact of local politics and context on the tourism strategies of countries – particularly those whose own cultural, economic and political contexts and human rights record are at variance with the models of tourism they are trying to promote. All these have implications on political and human rights of local people that an unbridled growth of tourism rides roughshod on. Tourism projects often fail to consult, engage, or adequately compensate local communities for loss of livelihoods, agricultural lands, and access to natural and common property resources such as forests, beaches, oceans, and lakes.



Source: Survey of India, 2005 (<http://india.gov.in/maps/indiaindex.php>)

As tourism has become increasingly globalized, many governments have put investor needs first while diluting, repealing, and changing policies and regulations related to environmental protection, social and democratic goals, and protection of the fundamental human rights. However, in many parts of India, the campaigns and struggles of communities affected by tourism have forced policymakers and industry to acknowledge the impacts of uncontrolled and irresponsible tourism development. Here are a few examples of where tourism projects have taken advantage of these legal amendments, to the detriment of local communities.

• Arossim, Goa

India's 7500 plus km of coast is made up of diverse ecosystems, including sand dunes, beaches, wetlands, mangroves, estuaries, backwater lagoons, and coral reefs. An estimated 10 million fishermen live in traditional coastal settlements where they depend primarily on sea and shoreline resources for their survival. The Coastal Regulation Zone (CRZ) Notification, issued in 1991 using the provisions of the Environment (Protection) Act of 1986, is one of the most significant and specialized laws regulating developmental activities along the coast.

It recognized India's need to protect the interests of traditional coastal people while ensuring their overall economic development and protecting coastal ecology¹.

However, many state governments largely ignored this law and failed to implement its important provisions. Instead, vested interests from tourism and other sectors such as mining, ports, refineries and other industries have sought and largely succeeded in getting rid of the CRZ Notification. The CRZ Notification was amended twenty-one times between 1994 and 2005, and each revision weakened the law's provisions. The first amendment, made in 1994, reducing coastal regulation zone from 100 meters to 50 meters from rivers and creeks and allowing construction as per discretion of the central government within 200 meters of the high tide line was due to pressure from the tourism lobby that wanted free entry into coastal stretches. The tourism industry claimed it was being handicapped in competing with beach hotels of other countries where no such restrictions exist. Though these amendments were made with the interests of the tourism industry in mind these were invalidated by the Supreme Court of India in 1996, who quashed these reprimanding the government for giving itself unbridled powers. However, tourism projects have not respected the CRZ Notification, and have continued to violate its norms, as well as made use of subsequent amendments². Many communities in the coastal areas – particularly those depending on the access to and protection of coastal ecology for their livelihood – have been at the forefront in the fight against violations of the CRZ by the tourism industry.

A case in point is Goa, a popular tourism destination for both domestic and foreign holiday makers along India's western coast. Since the mid-60s, tourism has grown immensely, attracting investments from the local businesses as well as from international hotel chains. With investments have also come several violations. On Arossim beach in Cansaulim, the Heritage Village Club Resort has begun construction of its extension which the local community has determined is illegal, even though the resort managed to get a "clearance" form the coastal zone authority. They accuse the resort of violating the CRZ in numerous ways, including undertaking permanent construction in the zone demarcated as a No Development Zone, restricting public access³ to the beach, putting up barbed wire fences, discharging solid wastes and effluent directly into the sea without treatment, and flattening of sand dunes for construction. The local community has filed a Public Interest Litigation in the High Court of Goa against the violators⁴.

• Lavasa, Maharashtra

Billboards along the Mumbai to Pune highway as well as on the company's website hail Lavasa, located 2–3000 feet above sea level in the central Indian state of Maharashtra, as "Free India's first and largest hill station"⁵. The Lavasa Corporation, a subsidiary of the Hindustan Construction Company, has embarked on a massive tourism project – "India's first fully-planned Hill Station" – to develop resorts, five star hotels, vacation homes, health and wellness facilities and other amenities, various town centers, and 12 private mini dams, all set amidst seven hills and around 60 kms of lake front. In India, hill stations, are

high altitude towns popularised by the British colonialists as summer retreats. Unchecked tourism has resulted in most of these now in the category of spent destinations – overcrowded, and with their natural environs ravaged. The Lavasa Corporation is marketing its massive development with an ecotourism label. The Corporation describes its project, which is slated for completion by 2021, as including “open greenery and an abundance of material and spiritual choices” all within “a pollution-free environment.” The developers say they are employing the environmentally sound principals of “New Urbanism” and that they will leave 70 percent of the land “virtually untouched.” Its Master Plan has already won several awards for excellence including from the American Society of Landscape Architects and the Congress of New Urbanism, both based in the United States⁶.

However, many local residents in Lavasa view the project very differently. They complain that the Corporation has used the legal loophole to avoid obtaining environmental impact assessment (EIA) clearance from the Union Ministry of Environment and Forests. A company official said this is “baseless,” arguing that because Lavasa is situated at a height of 1,000 metres above sea level, the project does not need an EIA clearance. “Besides,” he added, “Lavasa has obtained environment clearances from the Maharashtra environment department in accordance with the requirement of Hill Station Regulation, 1996.”⁷

In addition, the company's Master Plan has proved to be a nightmare for many of the tribal families living in 18 villages whose land has been “acquired” to develop Lavasa. These villages are mostly inhabited by adivasis (tribal or indigenous

peoples) whose property is categorized as “ceiling land” which can neither be transferred nor sold. But the Maharashtra government has issued special directive permitting ceiling land to be acquired for developing Lavasa. Many of those whose lands have been acquired in Lavasa complain they were cheated by local agents, had their land records changed, or were paid with checks that bounced. A few who are holding on to their lands say they have been threatened and live in constant fear for their life.

In addition, the Corporation has already constructed one private dam and farmers downstream charge they have lost drinking and irrigation water as a result. One of the villages, representing 100 families who have lost their land, is not standing for what they see as the Lavasa Corporation's blatant disregard of the law. They have teamed up with activists and NGOs to fight the project and are demanding an enquiry by the Central Bureau of Investigation⁸.

• Kevadia, Gujarat

The case of Lavasa is only one of the examples of land being the main site of struggle, as the lure of quick cash has resulted in diversion of significant amounts of land for mega tourism projects. In order to facilitate this government tourism polices speak about the creation of “land banks” and changes in legislation⁹ are veering towards state led acquisition of land to facilitate greater industrialisation and development. Such trends have led to public outcry as many of those in rural areas and on the fringes of India's economic “miracle” have lost their land, as well as their traditional occupations, access to resources, and cultural identity.



Corporate Tourism becomes Public Purpose, Sardar Sarovar Dam, Gujarat

Kevadia, in the Narmada Valley of Gujarat, is the site of the controversial Sardar Sarovar Dam where over 250,000 people who were forcibly displaced to make way for the dam, are still awaiting permanent resettlement and compensation. Now a new tourism project is triggering a fresh round of displacements in Kevadia. The original 1777 acres of land that was acquired under the “public purpose” clause for the construction of the Sardar Sarovar Dam in 1961–63, has turned out to be far more than was needed for the project: 1400 acres has remained unused. According to government policy, tribal land that is not being utilized for the ‘public purpose’ for which it had been acquired needs to be given back to the adivasis. However, the Sardar Sarovar Narmada Nigam Limited (SSNNL), a government owned corporation, continues to claim that it is the official owner of the 1400 acres. Even amid widespread protests, the SSNNL is going ahead with what its website calls an “ecotourism” project¹⁰. The corporation boasts that its project will “present the dam site

in its pristine and natural glory, with water parks, amusement parks, golf courses, cottages, nature trails, planned gardens and a panoramic view of the hills which will captivate the tourist and hold them in awe of the benefits provided by the project.¹¹

• Kullu, Himachal Pradesh

In Himachal Pradesh, situated in the Himalayan ranges in North India, the government under the advice of the State Planning Commission, removed a provision in the land policy which restricted buying and selling of property by non-Himachalis. This opened the way for massive private and foreign investment in the tourism sector in Himachal Pradesh. Despite local resistance, land is being acquired either by the government on behalf of private investors or through benami (transactions made falsely or not in any specific name) for the construction of tourism projects ranging from ski resorts to entertainment zones. The result has been an assault on the natural resources on which local communities depend for their livelihoods.¹²

Much of this development is being done under the banner of ecotourism. In 2005, the State Forest Department adopted an ecotourism policy with the aim of making Himachal Pradesh India’s leading ecotourism destination by 2010. The stated purpose of the policy is “to bring the wilderness of Himachal closer to the tourists visiting the state and at the same time, attempt to put in place, adequate safeguards and systems leading to the preservation of these natural resources. By involving the local communities, the policy would help improve their prosperity through increased livelihood opportunities.¹³

The hypocrisy of this statement has been clearly exposed through the Him Niti Campaign to stop a \$300 million ski resort project being financed by Alfred Ford, the great-grandson of the US automaker, Henry Ford. The 'Ski Village' includes the construction of hotels, restaurants, cafes, entertainment and shopping areas, as well as apartments and villas. Local community organizations and NGOs have aggressively opposed the ski village project arguing that it is, as one report put it, "unsuitable, incongruous and detrimental to the lives of the local community and environment of the region." In June 2007, a Public Interest Litigation (PIL) was filed in the High Court by Jan Jagaran Evam Vikas Samity (JJVS). Sanjeev Sharma, a hotelier, from Vashishth Panchayat also filed a separate PIL on the matter in the same year. Both the PILs were clubbed by the High Court. In February 2008, JJVS, Him Niti Abhiyan (Campaign) (a state level coalition of people's groups and activists) and EQUATIONS submitted a memorandum to the Expert Advisory Committee (EAC) on 'New Construction Projects' constituted by the Union Ministry of Environment and Forests (MoEF) outlining concerns related to the project. The memorandum called for a reassessment of the project and a public hearing. The EAC recommendations March 2008, included the requirement of a Environment Clearance Public hearing.

In April 2008, the High Court disposed off the PILs saying that they were satisfied with the the state government's action of constituting a six-member High Powered Committee under the Chairmanship of Secretary (Tourism) to look into various aspects relating to setting up of Himalayan Ski Village¹⁴. According to a media report in December 2008,



Asserting rights - People opposing the Himalayan Ski Village Project during the Public Hearing, Himachal Pradesh

the high powered government committee was slated to do spot inspection and record resident views early January 2009¹⁵. However local groups have decided to boycott this as they have not been provided basic documents related to the project – a demand they have been making for years now.

• Central India

With popular destinations reaching capacity and in keeping with global trends of ecotourism and nature-based tourism, the Indian government is opening up more and more fragile areas for tourism development. There is considerable overlap between the long standing conflict zones and new areas being proposed for tourism. The government proclaims that with the introduction of tourism, conflicts will be reduced. However, the reality is that because tourism development often leaves unresolved the root causes of conflict and works against the principles of sustainability, the situation is aggravated further.

One region targeted for tourism development is India's central belt, comprising the states of Jharkhand, Chhattisgarh, Madhya Pradesh, and Orissa. These states, with their abundant forest, water, and mineral resources, have experienced several cases of the marginalization of indigenous communities by modern development projects. Industrialisation, mining, dams, and other big infrastructure projects have resulted in vicious spirals of violence and the internal displacement of many people, who are trapped with no real alternatives. The conflicts associated with the increasing armed struggles by far left Maoist groups across the central belt of the country are indicative of the failure of the state to combat poverty and provide for basic human needs.

Amidst all these conflicts, tourism is seen as gentler, more sophisticated and green option. Yet threats to the indigenous and local communities and the environment have continued as tourism is gradually and subtly invading tribal areas using forests, water, and tribal culture as potential products. Tourism has also played its part in the eviction of indigenous people from their ancestral lands only to then open up these same lands up to 'ecotourism'.

• Kanha, Madhya Pradesh

Take, for instance, the Kanha National Park sprawls over a wide area in Mandla and adjoining Balaghat districts of the state of Madhya Pradesh and is in the forest belt of the Satpuras and the Vindhyas that stretches for almost 500 km east to west. This rich forest is the ancestral home of the Baiga and Gond tribals. The tiger is undoubtedly Kanha's main tourism attraction and in 1974, the government

declared the area a "Tiger Reserve". Proponents of 'conservation' in India have failed to acknowledge the role that the indigenous communities have played through their symbiotic relationship in protection of nature. Communities, whose religious beliefs and social customs are oriented to protect nature from exploitation, are now being called 'encroachers' in their homelands¹⁶.

Today, tiger conservation efforts have displaced 26 adivasi or tribal villages (comprising 1217 families and covering approximately 5431 km²). Tribal villages that used to sustain themselves with cultivation and collection of minor forest produce are today displaced and prohibited from collecting forest produce. Efforts have been made to resettle them into nearby areas but the tribal people have not received adequate title deeds for their lands. Kanha's official tourism promotion website promises that "When you holiday in Kanha you will feel as if you are entering the pages of this unforgettable book and you're likely to hear Sher Khan, the tiger roar in the jungle...". They obviously make no mention of the voices of evicted adivasis.

Kanha is just one of many cases that are emblematic of the growing tension between communities and Indian government policy towards both conservation and local communities. Creation of 'tourism zones' inside protected areas further intensifies the seeming contradiction between the aims of conservation and the rights of displaced communities. This has led to a legitimization of international tourism within protected areas, while indigenous people and local communities have been forcefully removed from their forests.

• Tourism in conflict zones – North Eastern India

With popular destinations reaching capacity and in keeping with global trends of ecotourism, nature-based tourism, the Indian Government is opening up more and more fragile areas for the consumption of tourists. If one were to map in India the long standing conflict zones (conflicts which have been there for many reasons – people wishing / claiming autonomy, issues of poverty, caste, class, underdevelopment, etc) and new areas now being proposed & opened up for tourism development, it would be these very same 'fragile and sensitive' regions. The State proclaims that with the advent of tourism conflicts will be reduced, bringing in peace and leading to normalcy. However this 'sense of peace' is built around a falsified and tenuous notion, as the root cause of the problems still remain unresolved. Also because of the nature of tourism development in the country which often works against the principles of sustainability the situation is aggravated further. The north-eastern region and the central belt are two regions that are taken as examples to argue the above point.

Many parts of the North East region in India are dealing with complex political situations of ethnic strife, political movements of various shades for self-determination and autonomy. These have led to armed struggles, factional groups and insurgency the human and humanitarian problems of migrants and refugees, as well as the realities of economic crises, poor connectivity, drugs and arms trafficking and HIV AIDS. A long standing demand of the people of the North-eastern people is that the Indian state repeal the draconian Armed Forces Special Powers Act¹⁷ as it has resulted in

the continuing violation of human rights and the militarization of the entire region.

However the much vaunted Look East policy of tourism policy makers and planners seem to refuse to take these realities in account when advocating for tourism development in the region. While the argument that tourism will bring peace is proffered, it is evident that tourism, which was not considered as an option even a few years back, is now being pushed because the North East region is India's passage to the East. Tourism being one of the least regulated sectors provides a leverage by which other forms of development can be pushed. This is the approach even the Asian Development Bank (ADB) has taken – 'tourism from amongst all the sectors identified for regional cooperation, is the 'least resistant' i.e. partnering countries seem more receptive to joining hands in tourism than other more controversial areas like transport, power and water'¹⁸.

In 2006, ADB launched the South Asia Sub-regional Economic Cooperation (SASEC) plan involving 5 countries – Bangladesh, Bhutan, Nepal, Sri Lanka and 13 states in India, including all 8 states of the north-eastern region. SASEC identifies six priority sectors for regional cooperation – energy and power, transportation, tourism, environment, trade and investment and private sector participation. The core of the SASEC Tourism Development Plan (TDP) is developing tourism on two product themes of ecotourism and a Buddhist circuit. The TDP advocates for greater private sector participation, deregulation and easing of restrictions and to focus on infrastructure. Almost all of the identified key areas for tourism development are sensitive regions, both politically

and ecologically. Developing tourism by creating exclusive zones or as in this case 'key areas' has met with much resistance from local communities. The plan was developed solely in consultation with bureaucratic machinery and industry lobbies in tourism with poor participation of communities, thereby taking away their right to determine the nature and form of tourism development in their region¹⁹.

Hasty policies

With the ADB and other International Financial Institutions setting the stage, the Government was quick to propose one and reconsider another policy with minimal consideration of the implications of their actions on the ground. The first proposal (by Ministry for Development of North Eastern Region (MDoNER) was to actively promote the Northeast as a tourism destination for government officials travelling on Leave Travel Concession (LTC)²⁰. The second was to reconsider / review (by Parliamentary Standing Committee on Tourism (PSC) the Restricted Area Permit, Protected Area Permit and the Inner Line Permit (RAP/PAP/ILP)²¹ to encourage tourism.

MDoNER hopes that the arrival of government officials and their families on leave to North East will give a much needed jump start to tourism in the region. According to MDoNER this move will give rise to a "footfall" of 7000 tourists²². However before the North eastern states, LTC was given for the Andaman & Nicobar Islands and the move has had unintended and even disastrous consequences for the ecologically fragile Islands. It was observed that the LTC travellers visited the Islands as part of a packaged tour usually arranged by a tour operator from their city, many stayed in budget

accommodation or hired homes– their travel, stay and food being all pre-planned and taken care of. The main beneficiaries of this scheme were not the local community but the private airlines and the LTC travellers themselves who had no interest in the ecology and natural beauty of the Islands travelled so as to collect a cash back offer offered by few travel agencies who were abusing the LTC system. The north east is an ecologically fragile region as is the Islands and the pressure that will be exerted on resources is huge by a scheme like this which is now in place for the next 2 years. Also tourism was brought in to help develop the region, reduce poverty and unemployment, but as has been the case in the Andamans and if carried on in a similar fashion then the people of the North east are not going to benefit even economically.

In May 2008, the media reported²³ that the Parliamentary Standing Committee on Tourism (PSC) has directed the Home Ministry to review the Restricted Area Permit, Protected Area Permit and the Inner Line Permit (RAP/PAP/ILP) to encourage tourism.

To quote:

"The Parliamentary Committee pointed out that "foreign tourists are an important component of tourists who wish to visit the country, especially the north-eastern states, Andaman and Nicobar Islands and Lakshwadeep. The restrictions on foreigners to stay beyond the permitted period and visiting only select islands and regions have discouraged foreign tourists in the country ... The committee has recommended that the restriction on the number of foreigners and the areas they are permitted to visit should be lifted ... It also recommends to the tourism ministry to vigorously

pursue the matter of review of liberalisation of the entire RAP/PAP/ILP regime at the highest level in the home ministry which act as a hindrance to the growth and development of domestic and international tourism to those regions."

The concerns on a dilution of the permits are on many grounds –

- The political sensitivity and security issues linked to the region
- The lack of clear tourism strategies and lack of data based analysis (economic, tourist profile and arrivals, employment and revenues based data) on which such plans and recommendations are made
- The lack of processes of consultation of local people prior to these recommendations being made
- Issues of carrying capacity and ecological sensitivity which need to be also kept in mind if tourism is sustainable

Let us take the issue related to the security of the tourists. While on the one hand it is said

that tourism relies on an environment in which tourists feel safe and secure, and the Ministry of Tourism is quick to make this point after every "terrorist attack." This basic thumb rule seems to have ignored in the case of the Northeast. Neither the Ministry of Tourism nor the Parliamentary Standing Committee has taken a position on the Armed Forces Special Protection Act (AFSPA), one which has been in force since 1958. The AFSPA, is operative in "disturbed areas", including large parts of the Northeast region of India and Jammu and Kashmir, gives security forces wide-ranging powers, including the power to use lethal force in contravention of international standards. The call to repeal this draconian act unconditionally has been made by large number of human rights and other civil society organisations in the country and internationally, on the basis of a clear record of longstanding and continuing human rights abuse in the region. Given such a long standing struggle by its own citizens, that tourism been seen as the new peace broker and justifying the liberalization of the ILP is indeed ironic.

¹EQUATIONS, *Coastal Regulation in India – Why Do We Need a New Notification?*, EQUATIONS, Bangalore, 2008.

²EQUATIONS, "Andaman Islands – Coastal Area Assessment: a Post Tsunami Study on Coastal Conservation & Regulation, EQUATIONS, Bangalore, 2006.

³The coast and beaches in India are considered common property resources, one that cannot be privatised and by right need to be made accessible to public.

⁴EQUATIONS, *Coastal Regulation in India – Why do we need a new notification?* EQUATIONS, Bangalore, 2008.

⁵LAVASA, <http://www.lavasa.com/>

⁶LAVASA, <http://www.lavasa.com/>.

⁷Nidhi Jamwal, "Howl of the Hills", *Down To Earth*, 15 September 2008, http://www.downtoearth.org.in/full6.asp?foldername=20080915&filename=news&sid=2&page=1&sec_id=4.

⁸Equations, "The 'Privatisation' of Governance, Natural Resources, Peoples Rights and Tourism in India," paper presented at the APRN Annual Conference: Resisting Privatisation, Reclaiming Public Services, 24–28 November 2008, Bangalore, India, http://www.downtoearth.org.in/full6.asp?foldername=20080915&filename=news&id=2&page=1&sec_id=4

⁹While the country was already witnessing widespread protests against the Special Economic Zones (SEZ) Act 2005, the National Tourism Advisory Council (NTAC), a think tank under the Ministry of Tourism (MoT) floated in November 2006 the proposal of establishing Special Tourism Zones (STZs) on the lines of (SEZs) to boost tourism and increase investment, employment and infrastructure in the country

¹⁰Sardar Sarovar Narmada Nigam Ltd, <http://www.sardarsarovardam.org/>.

¹¹EQUATIONS, "The 'Privatisation' of Governance, Natural Resources, Peoples Rights and Tourism in India."

¹²EQUATIONS, "The 'Privatisation' of Governance, Natural Resources, Peoples Rights and Tourism in India."

¹³Quoted in Seema Bhatt and Syed Liyakhat (EQUATIONS), *Ecotourism Development in India: Communities, Capital and Conservation, Environment and Development Series, Centre for Environment Education, Ahmedabad, 2008, pp. 55-56.*

¹⁴*Dream Destination For World Class Tourists...Nightmare For The Himalayas! Impacts of the proposed Himalayan Ski-Village Project in Kullu, Himachal Pradesh, A Fact Finding Report , Him Niti Campaign, Himachal Pradesh Jan Jagran Evam Vikas Samiti (JJVS), Kullu District, HP and EQUATIONS*

¹⁵*Himalayan Ski Village, HC Disposes of Plea, Vijay Arora, <http://www.tribuneindia.com/2008/20080501/himachal.htm#8> , Simla, April 30 2008. The aspects to be looked into are environment impact assessment, financial disclosure, shares proposed to be allotted to the state, financial status of the Chairman of the Himalayan Shi Village, requirement of power, fuel and water and impact on location by the project, permission from Ministry of Defense for setting up of this project in the area in Manali Panel to hear Himalayan Ski Village opposers" Posted by Ravinder Makhaik on Dec 26th, 2008 <http://himachal.us/2008/12/26/himachal-sets-panel-to-hear-himalayan-ski-village-opposers/9024/news/ravinder>*

¹⁶EQUATIONS, *The tourist welcomed; the adivasi exiled...Unmasked: reflections on tourism's impacts on indigenous communities in India in This is our Homeland ... a collection of essays on the betrayal of adivasi rights in India, EQUATIONS, Bangalore, 2007.*

¹⁷The AFSPA, which is operative in "disturbed areas", including large parts of the Northeast region of India and Jammu and Kashmir, gives security forces wide-ranging powers, including the power to use lethal force in contravention of international standards. The AFSPA contains provisions which contravene, either directly or by granting perpetrators impunity, key human rights including the right to life, the right to be free from torture and other ill-treatment, the right to be free from arbitrary deprivation of liberty and the right to remedy and reparation. These rights are enshrined in international law and standards, including the International Covenant on Civil and Political Rights, to which India is a state party.

¹⁸EQUATIONS (2007) *Tourism unlimited? What's wrong with the ADB's SASEC regional integration idea.*

¹⁹*Ibid*

²⁰*Travel Concession given to Government employees.*

²¹The entry of Indian nationals and foreigners are restricted in certain States and parts thereof in the North Eastern Region under three restrictive regimes – Inner Line Permit (ILP) for Indian citizens, Protected Area Permit (PAP) & Restricted Area Permit (RAP) for foreign nationals, which are dealt with by the Foreigners Division of the Ministry of Home Affairs.

²²Refer "Promoting LTC Visits to the North-East" *The New Indian Express, Bangalore, 15th January 2008.*

²³*Times of India 03 May 2008 Curbs on NE, Andamans visits may be lifted (<http://www.articlearchives.com/government-public-administration/government-bodies-offices/1723087-1.html>)*



Annexure 5

People's Policies

- A. Jharkhand Peoples Tourism Policy, 2001
- B. Proposed Policy for the Licensing of Shacks on the Coastline of Goa drawn up in consultation and collaboration with the Shack Owners Welfare Society- Goa (SOWS, Goa) and the Centre for Responsible Tourism.
- C. Proposed Operational Policy for Tourist Taxi Owners and Drivers in Goa drawn up in consultation and collaboration with the Federation of Associations of Tourist Taxi Owners and Drivers (FATTOD, Goa) and the Centre for Responsible Tourism
- D. Federation of Small and Medium Guest Houses in Goa (FOSAM), Goa

A. Jharkhand Peoples Tourism Policy, 2001¹

The Jharkhand Tourism Co-ordination Committee (JTCC) presents to the public at large, particularly the people who are owners of common property resources, youths and heads of schools and colleges, environmentalists, lovers of safe and sustainable tourism, and to the government, the Jharkhand Peoples' Tourism Policy.

The policy advocates, a restricted, cautious, safe, clean and sustainable tourism culture for Jharkhand.

Evolved after a process of wide ranging consultation it exhorts to take lessons from the past experiences of others, carrying capacity and the seasonal nature of tourism. It also spells out what the product or end result of tourism should be and that the peoples whose resources are utilized must be the main gainers.

Given the fact that in India the masses have for long been victims of "ascending superiority and descending inferiority", the poor, backward and scheduled communities must be the prime movers and gainers of tourism in Jharkhand.

We end with a caution, that being humans, we are susceptible to the same weaknesses, pitfalls and corruption's that have occurred in other tourist areas and hence, we must be eternally vigilant.

– Jharkhand Tourism Co-ordination Committee

*Jharkhand,
Land of Waterfalls,
Forests, Hills and Rivers,
Calling Animals and Singing Birds,
Homeland of the Adivasis,
Help Us Protect and Nurture Her.*

Introduction

The Jharkhand Government has as yet not come out with a Tourism Policy. It has however come out with an industrial policy. It has been recognized as a thrust area and has been given two paragraphs in the Industrial policy i.e. Tourism has been given the status of an industry. The State Government intends to give boost to tourism sector by attracting higher investment in the areas with tourist potential and to generate employment opportunities through combined efforts of governmental agencies and the private sector. Priority shall be accorded to develop eco-tourism, religious tourism, and heritage-tourism, adventure tourism, amusement parks, resorts and wayside amenities. Air taxi services would be promoted to provide package tours especially keeping in mind the Buddhist circuit and international tourist flow." There is a schedule where it indicates what it takes to be a five star hotel to a one star hotel, further, what are resorts, sanctuaries etc.

Therefore the Jharkhand tourism policy, via the Industrial policy is largely a hotel policy and one that is elitist and seems to cater only to the

¹ The Jharkhand Peoples Tourism Policy was prepared months before the Government of Jharkhand's policy and presented to the concerned ministry and respective officials.

industry, the service holder and the tourist / visitor. It does not seem to have anything for the people particularly the people on whose lands and territories most of the physical & cultural resources are. Much of these lands & resources belong to Jharkhandi Adivasis and Jharkhandi Dalits and there must be clear specifications that recognize and protect the ownership, control and profit rights of these scheduled communities. A typical and anti-poor tourism policy is unacceptable to us.

Some Important Aspects

Peoples should not be deprived of previously existing rights, such as access to the area, use of entry and exit points' collection of minor forest produce etc.

Local persons should be given employment. In most tourist sites and areas, the concerned area itself or near by lands normally belong to Scheduled Tribes/Adivasis and Scheduled Castes/Dalits and their continuing ownership and control must be respected. Any profits accruing from such sites directly must accrue to the local persons, particularly Adivasis and Dalits.

It must be ascertained that the environment, forests, water bodies, etc are not degraded, rather they must be upgraded.

The carrying capacity of any tourist area must be observed and applied in terms of both the number of tourists visiting as well as the number of attractions in a site. Even one attraction should not be overdone. For instance, the deer park has too many deer now. People of the immediate or surrounding villages should be given preference

and concessions to the facilities of the tourist sites. On site villages need to have their ownership and control rights protected.

The people and government must ensure the security and safety of tourists. Whatever structures are created should be in the ownership and control of the on site people. The major portion of income should go to on site villages and/or surrounding villages.

It is not necessary to create too many top heavy and large structures on site or nearby. Some tourists can be accommodated at/considerable distance or at a nearby village if necessary.

Adequate and clean drinking water provision should be there.

Adequate and clean toilet facilities should be there. Bathrooms, toilets should always be clean and this is possible if criteria of adequate space, construction, drainage, sufficient water, efficient flushing mechanisms, maintenance & control and personnel are provided for. These facilities should be in the control of local people.

Normally, on site village and nearby village people are agriculturists. The local agriculture or economy should not be neglected; rather it should also be studied and improved. Forest based products or local produce and handicrafts could be marketed at the tourist site. Tourists or persons visiting must be sensitive to local cultures, value and behaviour patterns, and particularly in public spaces. The concerned bodies should bring this to the notice of visitors in an appropriate manner.

At times, the attraction of a site is because of its lack of "development" itself. For instance,

regarding Netarhat and much of its surrounding environs, particularly the forest part, the leaving "as it is" policy will be best. Because visitors are attracted to the place, "as it is". That is the lack of construction, lack of concrete road and still considerable vegetation. So leaving it as it is will be best. Of course, if more flowers, plants, trees, and wildlife can be increased – that will be welcome.

Vehicular traffic may itself be a problem in some instances. For instance, the road from Banari to Netarhat to Mahuadar should be confined to small vehicles and no heavy vehicles should be permitted. In the major or much of the site areas, there should be strict no access to even smaller vehicles. They can be parked at a considerable or reasonable distance. Peoples should be encouraged to walk. For the old, infirm and mothers with young child or small children, some smaller and efficient transportation can be provided for if necessary. Rickshaws can be encouraged, since it will help local entrepreneurship or employment.

In the villages/towns at reasonable distances, or nearby villages, bus stands can be constructed, also restaurants and hotels. Local persons should be engaged as guides, as staff in the hotels and restaurants, drivers etc. Ownership and control of these facilities should be in the hands of local peoples or largely so.

In the Fifth Scheduled Area, and the blocks or villages where Schedule Tribes dominate, the Gram Sabhas through the Mundas, Mankis and Parhas / Parganits should administer and control the tourism infrastructure as appropriate. The policemen have to be under the control of the Mundas, Mankis, Parhas I Parganits or Gram Sabhas.

The resources, particularly those that tourist visit for sight seeing, belong to the people, often to the site village and to the nearby villages. When tourists/visitors come to a place, they bring in money to the economy, but not any or much of it comes to the people of the site village or the nearby villages. Where is the money then going? Obviously to someone else, usually the distant & urban controllers of tourism. If tourism does not address this distributive aspect, it is not only unjust but also not sustainable.

The government and private party must co-ordinate & co-operate with the people. In tourism this is important because it is a people industry and it survives because of people. Tourism is not about infrastructure; rather it is only the means.

Tourism is about differences. Tourism is not about creating the same things. If from Kashmir to Kanyakumari or from Kohima to the Rann of Kutch, we find all the same kinds of hotels & restaurants and attractions, then one need not travel anywhere. Local impressions, materials, or architecture, taste, sensibilities, values etc must be taken into consideration.

Tourism is particularly about physical and cultural diversity – about differences. In Jharkhand, if the Adivasi or indigenous peoples physical spaces and cultures are not recognized, protected, maintained, promoted then not only tourism in Jharkhand, but development in general in Jharkhand will be retrograde & regressive.

We do not expect the Governments of Bengal, Bihar and Orissa to recognize, protect, maintain and promote Adivasi or indigenous peoples cultures and spaces, but definitely expect the Government of Jharkhand to do so. The Jharkhand tourism policy must accept this.

Lessons from the Past

It is important to learn from other peoples experience in tourism. In our own country the experience of Kerala and Goa are eye opening. In both these places, prime land, particularly beaches were acquired, eternally displacing peoples who were living there for centuries or using them for their livelihood. The people did not have a say in any manner as to the use of the lands. Whatever money was subsequently derived from tourism went into the pockets of government and industry and private persons. Tourism in these two places has also not been sensitive to the cultures and values of the people. Normally, most places or regions in India have some cultural event taking place in different seasons and times of the year. All these events can be publicized, rather than making a continuous parody of culture.

The aggressive thrust to put Goa into the international tourism market, and then Kerala created a sun, sand and beach culture that is alien to the culture of Indian peoples.

Subsequent to the sun, sand and beach culture, more harmfully came the drug and prostitution of children evils. Any government wanting to build tourism must seriously think of addressing such issues and how to prevent them from occurring. These evils may not be non-existent any where, but the international tourist is a powerful person in the sense that she/he carries with her/him the power of the dollar/euro/yen and easy money can corrupt easily. Even aggressive marketing of national and local tourism can lead to such problems. We note that the Jharkhand government talks about building golf courses. Apart from the acquisition of people's lands, often without their

consent and subsequent displacement, golf courses have also led to demands for other pleasures and pastimes not necessary savor. Requests/demands for sexual services have often followed. Before embarking on ambitious tourism projects, it will be wise and prudent for the government to study and analyze the experiences of Kerala and Goa.

Unless local communities are part of the process of determining the kind and quality of tourism and the infrastructure, tourism fails. This is seen all over the world.

Local self-government should have a large role in deciding the profile and size of tourists as well as the infrastructure.

The people, particularly those on or near sites, not government or private players, face the consequences of decisions. Hence, it is important to include local self-government, i.e. Manki, Munda and Parhas in the decision making, particularly in the policy and planning stages.

Sharing

Many tourist sites in Jharkhand are on land and territories that are owned by Adivasis or indigenous peoples. (eg. Mundari, Khuntkattidars & Kolhan etc)

In such instances in principle 100% of the revenue or income generated due to entrance fees and because of on site nature of activities should accrue to the Adivasis or indigenous peoples. The Da Som falls in Panch Sakarn is an important model in this regard. In case the State Government facilitates in some aspect tourism to such place, then the State Government may receive a certain amount or percentage to be decided by the indigenous

peoples of the site, or as negotiated by them. Lands, territories classified/regarded as broken Khuntkattidari and Bhuinhari lands should hence be similarly and appropriately treated.

Further, lands and territories in the Scheduled and non-Scheduled Areas where indigenous peoples reside and are significant and substantial in numbers should be treated in the manner as above stated.

It is also seen that in many lands/territories Scheduled Castes or Jharkhandi Dalits live in contiguity or proximity with Adivasi/indigenous peoples or compromise the majority of the population and they too must be treated as above mentioned.

In lands/territories that belong to the state of Jharkhand 51% of the revenue or income generated by entrance fees and on site activities should accrue to the onsite or nearby villages.

Seasonality

The seasonality of tourists or the seasonal nature of tourism must be recognized, particularly by the Government. Tourism is short lived for specific tourist sites. It may coincide with a festive day or a week or so or may extend for a few months or a particular season. Because the State earns or will earn income/revenue due to tourism activity based on site based tourism it is incumbent upon the government to enhance or augment the regular economic activities of villages on or near the sites. At the same time there are no shortage of events and places of interest in Jharkhand for it to be an attractive place throughout the year. So, the state must strive to make these attraction safe, clean, healthy and manageable affairs, particularly for local and national visitors.

Tourism is also seasonal because of international as well as local climatologically conditions & industrial service rules and regulations. We accept that tourism, both international & locals is not continuous in nature but has it peaks and downs. Tourism is also affected by man-made or natural catastrophes, disasters or situations. International tourism is particularly subject to such conditions.

Therefore, before we aggressively try to induce the international tourist by talking about putting Jharkhand on the international tourism map, we need to first put it in the local tourism map for our people. Then the national, the international tourist will naturally come after that. Appropriate re-sponses and strategies need to be worked out for different categories of tourists.

The pre-eminent question however remains that international, national or local, the seasonal nature of tourism, or its seasonality remains, so tourism should not be promoted at the cost of or by ignoring the local agriculture and local economy. Rather the local agriculture, local economy must also be strengthened by adding the necessary inputs.

Carrying Capacity

Normally, the people and the state are not prepared for the decline in the number of visitors visiting a particular site or even a particular state. This decline in visitors is often associated with a decline in the tourist potential of the site or state. Decline is caused by a number of factors. One of them is physical decline. A tourist site in the first place is attractive because of itself normally. The features that in the first instance made the site beautiful and attractive may no longer be there.

Hence, the site or location based people must be in a position to determine such overcrowding, over use and degradation and take necessary action. The state will assist the people in remedying such situation. Further it shall conduct a review every five years along with the people to determine and analyze trends in tourism– locally, nationally and internationally. In case of reverses, based on this analysis site based or state level ameliorative steps will be taken by the government to overcome the situation.

Remembrances – the Product

A question that state government, private players and the people need to ask is answer is what memories do you want the tourist or visitor to have of Jharkhand. This memory is /will be the product of tourism in Jharkhand. Do you want him/her to remember the all too similar hotels, resorts, swimming pool etc. that are found all over India. Do you want him/her to remember the crimes, the drugs, murder, sex promotion, nudity etc. that have become all too common in many so-called prominent tourist places of the world? Or do you want him/her to remember something that is different in Jharkhand and we think that this difference is found in the physical and cultural differences of the places and peoples of Jharkhand and their values that are so different from most other parts of India. It is the differences that are in Jharkhand that have to be saved, protected, maintained and promoted. The integrity of the physical places of Jharkhand and the integrity of the Adivasis or the indigenous peoples of Jharkhand must be conserved, protected, maintained and promoted. It is then only that tourism in Jharkhand will be different and sustaining.

It is important to bear in mind the end result or product of tourism. The end result of tourism is ultimately what the tourist or visitor remembers of Jharkhand and the people of Jharkhand. Again the end result has to do with the difference that is Jharkhand.

What are the differences'?

The first is physical, the entire Jharkhand area is different from the adjoining areas of Madhya Pradesh, Chhattisgarh, Bihar, Bengal and Orissa. Moreover each physical location, particularly natural places are unique. The uniqueness, the naturalness, the simplicity, the sanitation and cleanliness aspect of these places will be protected and maintained. Any structures created will be minimal, functional, easy to maintain and clean, non-intrusive to the physical landscape and environment of the place, and in conformity with local architecture, tastes and customs.

The second major area of difference is the culture of Jharkhand. Every place and state has its cultural uniqueness or difference. Tourism in Jharkhand will not serve a particular purpose, if the visitor on returning does not remember the difference he saw. What makes Jharkhand different from the surrounding states of Bihar, Bengal, Orissa and Madhya Pradesh is it's ancient and core Adivasi or Indigenous Peoples life, culture and traditions.

The third area of difference is the core area of values. The Adivasis of Jharkhand have always been welcoming hospitable people with strong egalitarian and communitarian traditions. The state of Jharkhand must demonstrate and show that selfish individualism is not the norm here but the exception. It must accept and promote the

social, cultural and economic life of the people. Development and distribution must begin and end not with governments and private players, but the people, particularly the rural masses. Along with values of equality and community, is the love for liberty. The Adivasis of this region, in defense of their lands, territories, and self-government led many revolts against the British and the moneyed and exploitative class. The spirit of revolt continues to this day. The ownership, control and values of indigenous peoples must be recognized and promoted. Community ownership and community gain must be emphasized. To feel freedom, the people and the state must ensure that the people in general and the visitor in particular is safe and free from crimes, rip offs and personal danger to his life, liberty and possession. Ordinary citizen in general and the visitor in particular must feel and know he is safe and secure while traveling in Jharkhand.

Freedom, comfort and safety can be ensured or improved to a great extent if details in the area of travel, transportation, money exchange, guidance, entertainment, safety and services and accommodation are addressed minutely and vigorously.

Fourthly, another difference in the product or end result of tourism in Jharkhand is its traditional economic and survival activities. The forests, the hills, rivers and rivulets and the agriculture of the people of Jharkhand have been the ancient and continuing mainstay of their lives. The forest cover must increase to at least 66% and the agricultural land must also increase. With the forest and agriculture of Jharkhand has been associated

its traditions in weaving, and handicrafts. Its traditional artisans and artists must also be protected and promoted. For what good is it if the visitor coming here does not remember the images, patterns, designs and intricate workmanship of Jharkhand and are not carried with them.

Finally, but not the least the modern amenities of tourism, such as transport, banking, entertainment sector, hospitality, and accommodation must also be clean, efficient, sensitive, responsive and responsible. In fact this will be the means to make the other things possible. These means will make the totality of the visitors experience comfortable and hassle free. With tourism comes the discomfort or dangers of quick or sudden change. Easy or extra money may be available, where previously none was available. With availability of money will come new desires and needs not all of them necessarily good or useful. Along with the visitor or tourists, come new thoughts, ideas ways of life etc. Our people particularly those who are going to be in constant touch with them need to be constantly educated in how to deal with them, to be made aware of their good as well as the differences they may bring which may not be too good for us. While catering to their comforts it must be seen that we are not swept off our traditions and customs. It will not be necessary to give in to all their whims and fancies, but what is necessary. We must not allow ourselves to be overwhelmed by their ideas and differences and nor must we allow too many of them to visit Jharkhand or particular places in Jharkhand. We must realize that every place has its tolerance level, physical, cultural, spiritual and economic and this must not be so intruded upon that it dies out.

The voluntary sector or voluntary organizations must also be involved in aspects of tourism planning and promotion. The voluntary organizations, it is expected will play a useful role in warning us of the pitfalls and hazards that may arise. In every district certain voluntary organizations must be involved and particularly voluntary organizations run by Jharkhandi Dalits and Adivasis, since many of the sites will be on their territories.

Jharkhand Tourism Co-ordination Committee

Contact:

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- Belkhas Kujur

NGOs: Akhada, Kislaya, MDAC, Sal, Johar Ranchi,

Abuaa, Munda Misi Ubar Samiti, Adivasi Kalyan Samiti, Chabees, Adivasi Mahila Manch, Chaebasa, Gravis, Sendera, Hari Ghati, Jharkhand Sanskriti Vikas Samiti.

The network also had members from different tourist destinations.

B. Proposed Policy for the Licensing of Shacks on the Coastline of Goa drawn up in consultation and collaboration with the Shack Owners Welfare Society- Goa (SOWS, Goa) and the Centre for Responsible Tourism².

In accordance with our ancestral rights to the coast and our constitutional right to livelihood, and in order to stimulate the local economy and promote safe and environmentally conscious tourism related practices for the general welfare of the coastal community of the State of Goa, do hereby make the following policy line proposals with the objective of establishing a just and comprehensive Beach Shack Policy under the Ministry of Tourism, Government of Goa.

◆ Proposals on shack as source of Self-Employment/Small entrepreneurship

Background

The shack business started in the 1960's in Goa. The traditional Fisher folk were the pioneers of this business; selling soft drinks and food to the tourists on the beach. In more ways than one, shacks became the corner stone and a unique aspect of the Tourism Industry in Goa. The inherent hospitality instincts of the coastal communities made Goa a very attractive destination for tourists from all over the world. Moreover, with tourism altering livelihood patterns on the coast, fisher folk, toddy tappers and others who lost their traditional livelihoods to tourism found an alternate means

² *An initiative of Caritas-Goa and the Council for Social Justice and Peace in cooperation with the Sisters of the Good Shepherd*

of making a living from tourism through the shack business. The shack not only typified the best aspects of Goan hospitality; it also provided the tourist a space where they could encounter Goan culture through authentic Goan food and music.



Coastal Communities - Livelihoods at Stake

In the year 2007–2008, 448 applications were received and 258 permissions were issued for the erection of temporary shacks on the identified beaches of Goa by the Government. There are around 300 traditional shack owners who are totally dependent on the shack business for their livelihoods. In view of prudent coastal management and in accordance with CRZ regulations, the government has restricted the number of shacks to 258. These figures indicate that in order to protect the fragile coastal ecology there is need to ensure that the carrying capacity of the coast is not exceeded by overcrowding.

Traditional shack owners by nature tend to protect the coast being its inhabitants; hence they use sustainable environmental practices such as recycling of materials used for the shacks, use

of local materials and resources and adopting generally environmentally friendly practices.

Because traditional shack owners are familiar with the coast and the economic resources available they are able to provide authentic food at moderate prices which is an attraction to the tourist.

1. Licensing policy

a) Licenses for 90% of Beach Shacks will be allocated to traditional shack owners exclusively and will be valid for a period of five years, with priority given to those holding licenses for the longest number of years. In such cases, automatic renewal of licenses should be accorded provided the licensee has not violated provisions of the law and other regulations that are drawn up from time to time.

A seniority based licensing system will provide a degree of permanence and security and thereby be conducive to promoting better shack management, regulation, and environmental compliance. A senior shack owner who can rely on being granted a license will invest in higher quality durable technology to manage utilities and waste, and will take greater care of both tourists and the cleanliness of the beach in order to sustain his/her livelihood. The current lottery based allocation system creates undue hardship on experienced Shack Owners who are faced with the uncertainty of not being able to earn a livelihood.

b) Each year, 10% of shack licenses will be granted to new applicants based on a lottery system. However, in keeping with the notion of coastal communities as hosts of the coastal areas, the

licensees will be given to coastal inhabitants.

2. Ban on sub-leasing

The Department of Tourism will strictly enforce section 9 of the licensing agreement, which prohibits the subletting of Shacks. The Department of Tourism will also incorporate into the licensing agreement a regulation prohibiting the sale or assignment of a Beach Shack License. The enforcement of these regulations will prevent corrupt practices and the ownership of Beach Shacks by non-residents who may not have the natural instincts to maintain the coast and hence the best interests of the coast in mind.

3. Ban on foreigners working on or running shacks

A total ban on foreigners running or operating shacks as workers should be imposed.

4. Rejection of licenses

If a license is denied, the applicant will be given just cause as to why his/her application has been rejected. The Department of Tourism will establish a non-biased appeal committee with oversight of the licensing committee. The committee will include senior members of the Tourism Department not associated with the licensing board. An applicant will be given an opportunity to appeal the decision of the licensing authority by petitioning the appeal committee. The appeal committee will weigh the petition against the recommendation of the licensing board in the presence of the petitioner in a committee meeting open to the public. If the applicant loses his or her appeal, the applicant will be refunded the application fee within 15 days from the date of

unsuccessful bid.

5. Dual sources of employment

Neither the applicant's employment status nor the employment status of any member of the applicant's family will preclude an applicant from obtaining a license. The increased involvement in the economy by more members of the public fosters local economic growth.

6. Cost of application forms

The cost of the application forms, which has increased from Rs.10 to Rs. 5000 over the last ten years, will be reduced to Rs. 500, a rate that reflects the normal inflation rate of the economy of Goa over the corresponding period.

7. Site Plan

The Department of Tourism will maintain a concrete site plan for shacks and transparently allocate shack locations based on the site plan. The site plan will include locations on the boundaries of private resorts. The establishment of a site plan will stimulate the local economy and aid in management of site maintenance, environmental compliance, waste, and utilities to include water and power resources.

8. Procedure for applications and licensing including time lines

The government will formulate a draft policy based on the proposals contained in this representation. The following time line and procedures are suggested in this regard.

- Draft policy of government should be made available to Shack Owners Welfare Society by July 15th, 2008.

- Suggestions to the draft policy shall be solicited and responses must be submitted by the 31st July, 2008.
- The “Working Group on Shack Policy” (See point 13 below) will then review the suggestions received and a final policy will be announced before 10th August, 2008.
- Applications for licenses will then be advertised by the 15th August 2008
- Last date for receiving applications will be 25th August, 2008.
- The Working Group will then meet to finalize allotments by the 5th September, 2008 and successful applicants will be informed within 5 days. (Early allocation will provide maximum earning potential for Shack owners while allowing all government agencies sufficient time to ensure shack owners are complying with licensing agreements and environmental regulations.)

9. Beach beds as a source of additional self-employment

The Department of Tourism, in association with environmentalists and NGOs, will assess the carrying capacity of tourists of coastal villages. Based on this assessment, the number of Deck/Beach Beds will be limited to a reasonable amount for shack owners. Hoteliers and private property owners will be prohibited from providing Deck/Beach Beds.

10. Cooking on the beaches/shacks

Shack owners will be allowed to provide full restaurant services within their facilities to include food preparation and cooking. In order to protect the health and safety of Shack Owners,

their employees, and guests, the shack owner will maintain kitchen facilities for cooking and food preparation in compliance with all current health and safety codes. All facilities will be inspected and certified by the Department of Public Health prior to operation and periodically throughout the term of the license. Appropriate licenses will also be obtained from the Directorate of Food and Drug administration and the Department of Fire services.

All reasonable regulations stipulated by the above mentioned government departments will be strictly adhered to.

11. Licenses for alcoholic beverages

All shacks wishing to serve alcoholic beverages will require applying for and obtaining necessary appropriate licenses from the Department of Excise as per the provision of the Excise Laws.

12. Utilities

The Government will provide the Shack Owners with easy and ready access to water and electricity and adequate and timely procedures for obtaining the same. Equipment for waste removal shall be provided by the relevant government department.

13. “Working Group on Shack Policy”

In order to democratize the procedure of licensing of shacks, and, towards a participatory process of tourism management through shacks, and also to increasing the level of responsibility of shack owners for viable and sound coastal management and responsible tourism, we propose that the Department of Tourism establish a “Working Group on Shack Policy” which will work on a

Public-Private partnership model for greater accountability on both sides for the common good of tourists and local communities who serve the tourists. The Working group could be comprised as follows:

- Three senior officials of the Department of Tourism
- One official of the Ministry of Food and Drug Administration.
- Two representatives of organizations involved with responsible tourism.
- President, and three other representatives of the Shack Owners Association (one each from among shack owners in the North, South, and Central area)
- The Minister of Tourism or his representative will be the Chairperson of the group.

◆ Proposals for Responsible Shack Management and Operation

The members of the Shack Owners Welfare Society as residents of the coastal community and as coastal business owners have a commitment to the health and safety of their guests and employees, and in the maintenance of the coastal ecosystem. In line with this assertion, it is proposed that Shack owners will also undertake responsibilities for responsibilities in tourism as follows:

1. Waste management

Shack owners, in coordination with the Department of Tourism, and the Village Panchayats will maintain adequate facilities for the disposal of sewage, waste water, and both non-bio-degradable and bio-degradable refuse. The Shack Owners Welfare Society in cooperation with the Centre

for Responsible Tourism and under Government supervision will provide training to all shack owners regarding the responsibilities listed above.

2. Environmental standards

Shack owners will promote and comply with all Environmental regulations including matters such as noise pollution.

3. Hygiene and Health Standards

The Shack Owners Welfare Society undertakes to prepare a booklet containing guidelines and instructions to be followed scrupulously by all shack owners so as to maintain hygiene and health standards.

4. Provision of changing rooms for tourists

The Shack Owners Welfare Society will provide changing facilities for bathers at their collective costs.

5. Life guard stations at Shack Owners costs

The Shack Owners Welfare Society will manage all lifeguard stations on the coast. Shack owners will share the responsibility for staffing each station with government trained lifeguards from dawn until dusk for the duration of the season. Lifeguards will be treated as the employees of the Shack Owners Welfare Society and costs for the purchase of government approved rescue equipment will be borne by the Department of Tourism.

6. Crime Monitoring with Police cooperation

All Members of the Shack Owners Welfare Society will aid the police in combating crime with the particular focus of preventing the sale and use of illegal drugs and narcotics and protecting children from pedophilia, and the abuse and exploitation of women in the tourism arena. The failure of a Shack owner to notify the police of any witnessed illegal activity within their shack premises and on the coastline will result in the levying of heavy fines on the offending shack owner.

7. Self regulation

The Shack Owners Welfare Association (SOWS) will create a "Self-regulation Committee" which shall monitor activities of the shacks and ensure compliance of the Responsible Shack Management policy. This forum will include SOWS office bearers and representatives of the Centre for Responsible Tourism.

It is our conviction that the implementation of a Shack Owners Policy that adopts the above elements will guarantee that local communities will benefit from tourism and, additionally, that the Goan identity will be maintained and advanced in the tourism arena.

C. Proposed Operational Policy for Tourist Taxi Owners and Drivers in Goa drawn up in consultation and collaboration with the Federation of Associations of Tourist Taxi Owners and Drivers (FATTOD, Goa) and the Centre for Responsible Tourism

Introduction

Tourism is one of the biggest revenue earners for the Government of Goa. However, the facts show that those who really make the tourism industry work are not the main beneficiaries of tourism in Goa. The tourist taxi owners and drivers constitute a significant part of the local population employed in tourism and provide an essential, dedicated and preferred transport service for the industry, and should therefore be given an equitable and fair share of the benefits of tourism.

In this charter we are conveying a set of Operational Proposals on the behalf of the tourist taxi drivers and owners, which address some pressing issues concerning them, and which need to be adopted and implemented by the Government at the earliest. These measures will undoubtedly have a positive effect on the quality of the transport system serving the tourists, thereby improving the image of Goa as a tourist destination.

The Centre for Responsible Tourism and the Federation of Associations of Tourist Taxi Owners and Drivers are prepared to enter into a dialogue with the Government, if necessary, to help resolve these long pending issues of significant social and economic importance.

Background of Tourism

In the mid seventies, the State Govt. realized the tremendous potential of developing the Tourism Sector. With the backing of the Central Govt. and the support of the 'Tourism Barons' and other promoters, Tourism was promoted as a 'Zero Pollution', high income generating industry.

After the 80's, the Tourism Industry flourished as is evident in the increase in the number of hotels, flights and tourists over the years. The 'Backpackers' and 'Chartered Tourists' rushed to Goa, which was promoted as the "most sought after tourist destination". Table No. I trace the growth of Tourist inflow into Goa. It can be seen that in 1970–71 the figure for total tourists visiting Goa stood at 1,11,040, of which foreign tourist were merely 5,960 and domestic tourist were 1,05,080. There has been a continuous growth of Tourist inflow since, and in 2007–08 the same figure stood at 25,97,443. The number of domestic tourist were 22,08,986 and foreign tourist stood at 3,88,457. Most of the tourist flow is concentrated in the months from October to May, with a peak during December and January.

Table I: Tourist Arrivals in Goa

Year	Domestic	Foreign	Total	Share of Foreign Tourist
1974-75	1,71,239	10,400	1,81,639	5.7
1979-80	3,24,814	30,778	3,55,592	8.7
1984-85	6,07,727	62,265	6,69,992	9.3
1989-90	7,71,013	91,430	8,62,443	10.6
1994-95	8,49,404	2,10,191	10,59,595	19.8
1999-00	9,60,114	2,84,298	12,44,412	22.8
2000-01	9,76,804	2,91,709	12,68,513	23.0
2001-02	11,20,242	2,60,071	13,80,313	18.8
2002-03	13,25,296	2,71,645	15,96,941	17.0
2003-04	17,38,330	2,91,408	20,29,738	14.4
2004-05	20,85,729	3,62,230	24,47,959	14.8
2005-06	19,65,343	3,36,803	23,02,146	14.6
2006-07	20,98,654	3,80,414	24,79,068	15.3
2007-08	22,08,986	3,88,457	25,97,443	15.0

A significant growth in the number of hotels in Goa has also been seen. Their number has increased from 508 in 1989 to 1,933 in 2003 (p) to 2,444 in 2008. The room capacity has increased from 6,660 in 1989 to 17,342 in 2003 (p) to 21,869 in 2008, and the bed capacity has increased from 10,369 to 33,139 to 41,031 over the same period.

Today, there is a significant growth in charter flights also. Their number increased from 24 flights per annum in 1985–86 transporting about 3,568 tourists, to 690 flights and 1,58,993 tourists in 2004–05, and to 720 flights and 1,69,836 tourists in 2006–07. Most of the Chartered Flights and foreign tourist arrivals are concentrated between November and March.

Background of the Transport Services for Tourism

At the nascent stage, tourism in Goa was serviced by local buses, black-and-yellow taxis, and a few motorcycle pilots on select routes. Gradually, as a result of the rise in numbers of tourists, the existing modes were found inadequate to meet the demand. In addition, the typical foreign tourist had changed from being a 'hippy', to a conventional holiday maker, who now demanded better transport services. Hence, in the early 80s, a new form of taxi called the 'tourist taxi' was successfully introduced. The tourist taxis have remained the mainstay of the transport services for tourists in Goa ever since, in spite of the various difficulties faced by this predominantly local group of stakeholders.

The advent of tourist taxis was not only a boon for the tourists, but also the only avenue for self-employment for a number of local youth, who were left without their traditional means of livelihood, as a result of tourism. Many locals ventured into the tourist taxi sector successfully and wholeheartedly. Today this sector employs more than 1000 persons directly, thereby securing the lives of an equal number of families.

In the early 90s, Goa witnessed laissez-faire, free for all, uncontrolled growth of a new mode of transport, supposedly to improve transport services to the tourist – namely, tour and travel coaches. Over the years the number of tourist coaches has increased substantially, primarily as the buses also carry out local tours and other services traditionally provided by the tourist taxis. The tourist taxis have to face restrictive and unfair practices, thereby severely diminishing the earning opportunities promised to the self-employed, local, tourist taxi owners and drivers. Thus, the benefits of tourism are being denied to the local community, in whose name the tourism was advocated in Goa in the early 80s. This also goes completely against the policy of the Department of Tourism, expressed as 'Involvement of local people to the maximum extent possible in the tourism related development activities'³. Equally importantly, the misuse of buses to maximize corporate gains has considerably lowered the quality of transport services to the tourist, while charging double the rates offered by the tourist taxis, thereby damaging the image of Goa as a tourist destination.

³ 'Tourism Master Plan : Goa – 2011' of the Tourism Dept, Goa Govt, Ch. 17, Sheet 13, Sec 17.5.9 (i)

The tourist taxi owners and drivers face a number of other hurdles also, which are also substantially addressed in the operational policy proposed below.

Objectives of the Proposed Operational Policy

The objectives that have guided the preparation of this proposal are:

- To promote harmonious relations among the various stakeholders involved in the tourism sector
- To safeguard equal opportunity and other constitutional rights, and to promote just and equitable State policies, especially with regard to tourism
- To safeguard the livelihoods of the self-employed locals employed in the tourist taxi sector, and to create further self-employment opportunities for the locals
- To have wider diffusion of gains amongst the local community
- To create social security and recognition for the lower placed participants in tourism industry in general, and for tourist taxi owners/ drivers in particular
- To promote sustainable and responsible tourism based on local culture, ethics and moral values

◆ The Proposed Operational Policy

1. Equal treatment by Hotels

After the recent growth of charter tours and tour operators, hotels have started creating unfair conditions favoring the tour operators, thereby adversely affecting the interests of the tourist taxi drivers. Instead of recognizing the tremendous service given by the tourist taxi drivers over

the years, the hotels are now subjecting them to unequal and unfair practices. For example,

- “Reps” (foreigners carrying out travel related business in Goa, see 2 below) are allowed full access to the Hotel lobbies, where they freely carry out deals and negotiations, completely excluding the taxi drivers.
- The hotels encourage counters for the tour operators, while the taxi drivers are denied equal opportunity. The Leela Hotel, Majorda Beach Resort and Cidade de Goa have even removed taxi counters that were existing earlier.
- Tourists are denied access to taxis. Only the offers of tour operators are exhibited within the hotel lobbies. It is essential that prices and offers of both taxi drivers and tour operators are displayed at the same place within the lobby in order to end the ongoing discrimination against taxi drivers.
- Sometimes hotels go to the extent of warning tourists not to travel by taxis. For example, tourists have been told in the past that they would lose insurance cover if they travel by taxis.

As a result of the discrimination by the Hotels, not only are the local, self-employed tourist taxi drivers denied their legitimate interests in the Tourism industry, but the tourists are also denied their legitimate rights as consumers. This has reduced the quality of local travel services, which is so important to the success of the tourism industry.

The hotels shall start treating the taxi drivers equally vis-à-vis tour operators, especially with regards to counter space, exhibition of prices, and opportunity.

2. Illegal business by foreigners

Tour operators are generally companies that offer package tours to a particular destination. As a result of the rapid growth of charter tourism, many foreign-based tour operators have opened offices in Goa.

The “rep” is a recent creation of this charter tourism, which has badly hit the legitimate interests of locals, especially the tourist taxi owners and drivers. “Reps” are persons, usually of foreign origin, such as Russians and Britons, who carry out the business of local guides and holiday managers within Goan territory. These “reps” are promoted by the tour operators and monopolise large chunks of the local travel-and-guide business. Legally speaking, the “reps” do not have any work permits and hence are not entitled to carry out business, trade or profession within India. The large number of local, self-employed taxi owners and drivers are being deprived of their legitimate means of sustenance due to Government inaction, which is also aiding the siphoning of substantial local revenue to foreign countries. As this illegal siphoning is adversely affecting the State revenues, it is imperative that immediate measures are taken to stop this illegal business.

It is also pointed out that “reps” charge exorbitant rates and dupe the tourists. They never use tourist taxis from the taxi stands at the hotels, as the taxi-drivers would satisfy the needs of the tourists without charging excessive rates. Instead, they employ coaches, or other taxis, or private vehicles operating without necessary licenses. The presence of the “rep” allows the vehicle to pick up other foreigners from any hotel, which is otherwise not allowed. In addition, the “reps”

exploit the private car/ non-tourist taxi drivers by paying meager amounts, thereby further starving the local economy of its rightful income.

On the other hand the tourist taxi drivers, being locals, are far better equipped than the “reps” to guide the tourists. The tourist taxi rates are much cheaper and end up being about half of what is charged by the “rep”. While the local taxi driver has always been and shall always be honest, the “rep” does not have the same sense of belonging and ownership. The taxi driver invariably assumes the role of a tour guide as necessary, and also gives the tourist the advantage of his local knowledge, leaving him feeling truly satisfied.

Stop the illegal business carried out by foreign “reps” within Goan territory by strictly enforcing the existing provisions of law. No such activities shall be allowed in the forthcoming season, especially in view of the siphoning of State and National revenue to foreign countries. Hotels and tour operators must take necessary measures to stop the tourism-related business activities of unlicensed foreigners.

3. Financial assistance

A need for new and luxury taxis is being felt by the tourism industry today. This financial demand has been directly placed on local, unemployed youth, who depend upon financial institutions for finance in order to enter the tourist taxi industry. Banks are generally reluctant to finance an applicant in the absence of adequate security, thereby forcing the prospective taxi owner to approach finance companies instead. These institutions charge exorbitant rates of interest, sometimes in the range of 15–16 %, and the taxi owner is also subjected

to additional hidden costs. This adversely affects the tourist taxi owners' ability to succeed in his endeavour. Further, failure to pay often leads to 'lifting of the vehicle'.

As a result of this, the tourist taxi owners are always under financial stress, leading to the following problems:

- Distress sale by helpless taxi owners.
- Encourages unethical means of earning.
- Discourages genuine prospective tourist taxi owners, and thereby increases unemployment in the coastal areas, creating other social problems, such as alcoholism, illegal trade, drug peddling and prostitution.

The subsidy currently given by the Government for the purchase of tourist taxis is about 5 % only. The procedure for availing of this subsidy requires the taxi owner to pay the entire amount first, after which he has to file an affidavit and follow other procedures, which take another three months or so before the subsidy benefits can be availed.

In line with the current Government policies, we propose that the following financial assistance package⁴ be provided to the taxi owners:

- 30 % subsidy for upgrading taxis and taxi services
- Subsidy benefits to be available at the time of the purchase
- 6 months repayment holiday for finance received towards upgrading taxis
- Interest rates to be 3 % lower than normal bank rates

This financial package shall be made available only for owner-driven taxis. The badge issued by the Directorate of Transport shall also be mandatory for getting the benefits of the financial package.

4. Equal opportunity for taxis

Since the 1980s, the tourist taxi industry has always been show-cased as a successful avenue for the local youth, who have been economically displaced by tourism, for self-employment. However, the reality today is that the policies are not implemented. Due to the uncontrolled growth of the number of coaches, their operators have started the practice of herding assorted tourists from 5-star hotels and resorts together for local 'tours'. As a result, both the quality of high-end tourism and the income of the local youth employed in the taxi industry have dropped steadily. Today, the use of coaches by illegal foreigners, also called as "reps", and who are actively promoted by tour operators, is resulting in low quality, high priced services being forced upon unwitting tourists, while denying equal opportunity to the local taxi industry. Every coach that collects 15 to 30 honeymoon couples and takes them on a day tour, denies 15 to 30 local self-employed youth their livelihoods as promised under the Tourism Policy. Further, each tourist ends up paying double the fare in spite of the lower quality of service.

Large-sized tour operators and some hotels carry out a variety of tourism-related services to supplement their main activities, often competing with local interests, such as tourist taxi owners and drivers. The local communities, who have

⁴ It is suggested that EDC be selected as the agency to provide the financial package.

already lost their traditional means of livelihood to the tourism industry, are now again losing their legitimate rights, only due to corporate greed. Further, taxis are a much superior mode of transport than coaches, offering flexibility, privacy and independence. In order to change the cheap image of Goa generated by the tours conducted by tourist buses, so that quality tourists come to Goa in the future, taxis must be allowed and encouraged to provide these specific services, without unequal competition from the coaches.

In order to maintain and improve the quality of transport service to the tourists, and to safeguard the legitimate interests of the tourist taxi drivers and owners, it is necessary that the use of coaches be confined to airport departures and arrivals, and for engagements by single groups of tourists only.

5. Social Security

The tourism industry employs a large number of lowly paid workers in various sectors such as hotels, restaurants and transport, who form the backbone of this industry. These workers are often employed only for the tourist season and therefore left unemployed for more than half the year. These workers have no guarantee of work the next year and are also not provided with any of the mandatory benefits or safeguards against exploitation guaranteed under the Constitution of India and by the United Nations Charter. Taxi drivers come under the class of tourism industry workers and must be included as beneficiaries of a social security system to be implemented in order to benefit all such workers in the tourism industry.

It is therefore urged that the taxi drivers, who are providing yeoman services to the cause of the

tourism industry of Goa, be provided with Social Security in general, and, pension similar to the Dayanand Social Security scheme, health benefits such as ESI and insurance including mediclaim or similar medical cover, in particular.

6. Facilities and amenities at taxi stands

Taxi stands are mostly situated outside hotels and resorts. The taxi drivers wait at the stands for the entire day, except when engaged.

The relevant authorities, or the relevant hotel/resort, must provide reasonable basic provisions such as toilets, wash rooms, rest room and parking spaces at tourist taxi stands with which they are concerned, before the beginning of the coming season. New hotels must be required by law to provide for these basic needs from inception.

7. The Transport Department's requirement for affidavits

The transport department has an unusual requirement that a prospective tourist taxi driver must make an affidavit stating that the taxi shall be operated from his residence only. This requirement is obviously arbitrary, causing unnecessary harassment to the taxi owners.

The requirement for the said affidavit shall be removed by amending/ revoking any legislation or order in force providing for such a requirement, or by issuing orders to the relevant authorities, or by taking any other steps, as necessary.

8. Badges

The prerequisites to be fulfilled by an applicant for the grant of a tourist taxi driver badge shall be three years experience after obtaining driving license, good character and a residence certificate.

9. Grant of NOC

Presently the concerned hotel is required to give a NOC to prospective taxi drivers in order for him to apply for a permit. This places undue discretion in the hands of the hotels, who may use it to exact revenge on persons who have asserted their rights, or to force the taxi drivers to support the hotel's private interests in local social, economic and environmental issues. It is necessary that this discretion in the hands of hotels is replaced by the consensual wisdom of the concerned association, guided by clearly understood principles based on equality and justice.

The NOC for the use of a taxi stand by a taxi driver, which is required to be submitted for obtaining a tourist taxi permit, shall be issued by the taxi association responsible for that particular stand.

10. Airport Operations

The parking fee at the Dabolim airport starts from Rs. 60/- for three hours. This is many times more than the national standards, as the fees at Delhi, Bangalore and Bombay airports for the same time duration are Rs. 10/-, Rs. 5/- and Rs. 5/- respectively. The parking facility is inadequate and below average standards, and therefore does not justify such a steep amount.

A second problem with the Airport operations is that the existing taxi counter within the terminal building is not managed by any local taxi association.

Airport parking fees shall be reduced to Rs. 10/- per 3 hours for a normal tourist taxi and shall be proportionately reduced for larger taxis.

The Airport Arrivals taxi counter shall be handed over to the black and yellow taxis association, in view of their traditional rights.

11. Harassment by Traffic Police

The taxi drivers, when carrying passengers, are sometimes targeted by the traffic police for harassment. The helpless taxi driver is then forced to oblige the demand for a bribe, as he is faced with the policeman's threat to hold back the taxi and delay the tourist(s), thereby ruining the driver's business and reputation.

Harassment by the traffic police must stop, and must be replaced by trust arising from the recognition of the discipline and dedication generally associated with tourist taxi drivers.

12. Regulation of coaches, private car and other operators

Though the tourist taxis which have all legal permissions are strictly regulated by the RTO, private cars which illegally carry tourists, coaches and other operators fail to be prevented, or adequately regulated. Even though instances of illegal tourist taxi business being carried out by private cars have been brought to the notice of the authorities in the past, no action has been taken. The failure to regulate these other modes of transport for tourists has led to the proliferation of some legally and morally questionable alternatives, at the cost of the genuine interests of the taxi drivers.

The alternate transport services for tourists as provided by private cars, coaches and others shall also be strictly regulated by the RTO and other relevant authorities.

13. Tourism tax

The present procedure for collection of the tax is unnecessary and inconvenient, as it requires payments at regular intervals.

Tourism tax shall be collected every ten years.

14. Uniforms

A change from the present full white uniform is demanded, which shall better suit the local weather and the ubiquitous red mud.

The present taxi uniform shall be replaced by a new uniform, which shall be a white shirt and a black trouser.

◆ Social Obligations

This is not only a declaration of the commitment of the tourist taxi owners and drivers to continue upholding high standards of ethics and responsibility towards tourists and the society, but also a testimony of their resolve to attain new standards of customer service, mutual co-operation, fraternity-towards-all and self-respect within the tourism industry. This 'dawn' heralds a fresh beginning, where hope, diligence and creativity promise to bring new vigour into the lives and livelihoods of these local, self-employed, responsible entrepreneurs.

It is a fact that all the associations of tourist taxi owners and drivers maintain disciplinary and ethical rules for themselves, which are strictly enforced, thereby resulting in the uniformity of standards currently maintained by the tourist taxis. In addition to these rules and regulations, the following social obligations have been agreed to be

accepted and honoured by all the associations and their members. This declaration of substantive and procedural provisions, which shall be implemented through the existing associations and supportive institutions and mechanisms, reflects the current need for heightened awareness of new challenges and duties that are incidental to the tourism industry and its future growth.

1. Helpline

It is agreed that in order to meet international standards of customer service, to achieve a greater sense of security in the minds of the tourists and the others, and to provide a speedy response to complaints, queries and feedback, all the tourist taxis shall clearly display the 'helpline' telephone number. This telephone number shall be attended to by trained operators on a 24x7 basis and, once operational, shall provide an easily accessible, accountable and independent contact point for registering specific complaints and suggestions.

2. Self-regulation and Discipline

This policy document declares the decision of the taxi owners and drivers to constitute a mechanism for self-regulation. Every association shall adopt and implement the social obligations listed in this policy as amendments to their current rules and regulations. Further tiers of the self-regulatory mechanism shall be provided through bodies created by FATTOD, with the help of the Centre for Responsible Tourism and the Tourism Department.

All internal disputes, as well as other disputes concerning tourist taxi operations, shall be

resolved by the concerned Association. FATTOD shall be called upon for mediation, if necessary. Further, the above described regulatory bodies shall be called upon for arbitration or for redressal by alternate means, as far as possible.

3. Fare Rates

Approved fare rates will be displayed/ made available on request in each taxi. Uniform rates shall be levied across all Associations for similar services.

4. Zero incidents of drinking-and-driving

It is solemnly resolved that all the taxi associations shall adopt and strictly implement stringent rules related to drinking on duty, and ensure that not only are offences related to drunken driving completely eliminated, but that necessary thought, beliefs and customs are encouraged within the fraternity.

5. Pedophilia

The taxi drivers shall keep an active watch for pedophilia and report any suspicious behaviour immediately to the 'helpline' number, which shall call 1098 for the necessary intervention. NGOs such as CRG and Jan Ugahi shall provide necessary assistance and training.

6. No drugs and narcotics

No taxi drivers shall allow his taxi to be used for drugs/ narcotics dealings and shall inform the authorities in all such cases. Awareness programs shall be held for all tourist taxi drivers as necessary.

7. No Sex Tourism

In order to help the authorities control and regulate the threat of growing prostitution-tourism nexus, all tourist taxi associations shall ensure that no drivers are involved in, or actively abet or aid prostitution.

8. Training and awareness

FATTOD and all the Associations, with the help of Centre for Responsible Tourism and the Tourism Department, shall arrange training for language and other skills, as necessary. Awareness programs shall also be arranged to ensure the successful implementation of the policy.

◆ Policy Implementation

It is necessary to form a working group which shall facilitate and supervise the implementation of this policy.

The working group shall consist of five representatives of the tourist taxi owners and drivers, two representatives of Caritas, Goa and CSJP, and five representatives of the Government and its relevant agencies. It is suggested that the Director of Tourism be the ex-officio Convener of this working group.

◆ Conclusion

One of the fundamental principles shared by FATTOD and the Centre for Responsible Tourism is affirming the imperative to 'democratize tourism'. In other words, we seek to place the planning and implementation of tourism policy and practice in the realm of a government-people partnership. Our intent is to work with the various stakeholders

of tourism to protect and advance their genuine interests. By creating rallying spaces, we seek to promote and find solutions through dialogue with the government.

Goa could well be the popular tourist destination which acts responsibly for both the hosts and visitors. This policy is one more step in this direction.

D. Federation of Small and Medium Guest Houses in Goa (FOSAM), Goa

One of the priority sectors identified by Centre of Responsible Tourism was the Small and Medium Enterprises (SMEs) in tourism. A major mobilization process was taken up and meetings were held in different parts of Goa together with owners of small and medium guesthouses in their own locations. Having established the urgent imperative need for an association – a rallying point for these enterprises to act in unison – an organization was created and called the “Federation of Small and Medium Guest Houses” (FOSAM).

Organizationally speaking FOSAM has defined itself as follows:

◆ Vision and Mission

The vision of FOSAM is to create an atmosphere wherein tourism in Goa becomes a meaningful and enjoyable experience and encounter for the visitor with the Goan culture, traditions, and the natural beauty of Goa. In line with this vision, FOSAM seeks to enhance the experience of travellers to Goa by offering quality services and a distinct Goan experience to the visitor – be they tourists or business travelers visiting Goa.

◆ Organizational Intent

FOSAM believes that its core organizational intent is to advance the interests of Small and Medium Hotels and Guest Houses in Goa as a way of creating self-employment to a wide range of people and thus serve the State of Goa in the tourism arena.

◆ FOSAM's objectives

Be a recognised body that speaks on behalf of its members and the Small and Medium accommodation sector who account for 95% of the accommodations provided to visitors to Goa.

Create methods and avenues through which SMEs can gain access to incentives, subsidies, and government policies/packages which can enhance their financial earnings.

Develop relevant tourism policies and paradigms that serve to bring greater benefits to Goans and the Goan economy.

Undertake initiatives that guarantee that the SMEs in tourism are seen as a socially responsible industry.

Cooperate and work together with small other small sectors of the economy such as dairy, poultry, agriculture, transportation, food services etc so that an integrated development is possible.

Work to lobby for policies and programmes which advance the interests of all the Small and Medium sectors in tourism so as to ensure that the benefits of tourism are not expatriated.

Access relevant schemes and programmes available in the government – State and Central– which can be channeled to SMEs and, thus, further, advance their well being.

Propose measures through which various departments of government at State and Central level can provide subsidies and incentives to SMEs by which they can increase their service and earning capacities.

Develop a Code of ethics for all members to be strictly adhered to.

Create 'Certification Schemes' / Labels for FOSAM members in cooperation with CRT under such subjects as 'Responsible Host', 'Code of Ethics', 'Green Host', 'Committed to child protection' etc.

◆ Emerging issues

Need for the Department of Tourism and Goa Tourism Development Corporation (GTDC) to deem FOSAM as a consultative body and channel policy making through FOSAM for purposes of cooperation and smooth implementation. Also, that FOSAM will represent Goa in International Trade Fairs where tourism is show cased e.g. the ITB in Berlin each year.

Need for a 'single window' clearance with a long-term Certification of Registration and Trade License issued for five years; a waiver of registration fees to guesthouses with five or less rooms; a strict adherence to the three-month time-line for clearances.

Special incentives to "Nature Tourism Resorts" under the banner of ecotourism

Special concessions to convert power supplies from normal pattern into solar energy sources

◆ Plan of Action

1. Charter Tours

Analyze the social and economic implications of charter tours for Goa and Goan entrepreneurship; Develop a minimum standard rate that SMEs can charge the charter tour companies and better regulation of rates by the government based on market value; Government needs to be partner and advocate on behalf of local SMEs vis-à-vis foreign charter companies.

2. Infrastructure

Stake claims towards the following:

- Allocation of 25% of the annual tourism budget to ensure quality infrastructure at the local village/city level including proper roads with adequate lighting at night
- 24-hour electricity especially during the monsoon, 24-hour clean water supply
- A well planned public sewerage system and treatment plants, especially in highly concentrated coastal villages
- Regular garbage collection segregated at source from residences and businesses as well as public bins which are emptied on a daily basis, and beaches free from litter.

3. Subsidies/Incentives

Obtain capital investment subsidy for locals; interest-free loans for upgrading existing facilities and an employment subsidy for hiring local staff throughout the year with a partial salary during the off-season.

4. Tourism Tribunal

Establish a tourism tribunal to address grievances from service providers in the industry as well as complaints from civil society, and where necessary, provide a temporary resolution within 24-hours.

5. Environmentally Sustainable Rural Tourism

- Promote ecotourism among SMEs in collaboration and facilitate experiential training sessions and technical advice exchange within the entire accommodation sector.
- Claim incentives and subsidies to SMEs to adopt environmental-friendly practices such as alternative energy sources in the operation of their facilities



Save Our Beaches - Rally taken out on World Tourism Day, Goa

- Claim rebates on water, electricity and sewage charges
- Claim rewards / incentives for SMEs which have put into place these systems and save the government on water and power consumption and sewage collection efforts

6. Taxes

Lobby to have new luxury tax of up to Rs. 800/- per room abandoned; and revert back to the old cut-off categories

7. Campaigns

Seasonal Certificate to small paying guest accommodation so as to support small entrepreneurs

8. Enhancement of the marketing capabilities of guesthouses

Claim support for separate brochures/booklets/ website with special mention of paying guest accommodation throughout the Department's promotional channels, e.g. visibility and free telephone service at the airport accommodation

◆ FOSAM's Code of Conduct

Members of FOSAM developed a pledge to abide by. The following was adopted as a code of conduct in four key categories:

Legal Obligations

- Act in good faith in all dealings with the government and its representatives, i.e. no bribery, abide by building regulations.
- Pay all taxes and registration fees with the understanding that these contribute our state's revenues.

Civic Responsibilities

- Be a good neighbour by applying highest standards of integrity, fairness and ethical conduct in neighbourhood and participate

actively in community fora to address broader social problems.

- Treat all visitors with honesty and courtesy and make sure that they are aware of the local customs and laws.
- Provide decent employment/ provisions for the staff during the off season

Protection of Human Dignity

- Shall not display tolerance of any activity that violates the human dignity of anyone else, e.g. paedophilia, prostitution, sale and abuse of drugs, human trafficking, in premises or surrounding areas.
- Shall not engage child workers.

Green Tourism

- Shall be committed to environmental protection because this is not just in our business interests, but also because an environmentally friendly business is in the interest of our own health & well-being and that of our families and communities
- Shall segregate waste on-site and participate in a community system of garbage collection and disposal
- Shall demonstrate respect for nature and wildlife

Creation of Strategy Groups as follows

- Environmental and Pollution issues
- Taxation / rates and tariff / infrastructure issues
- Ecotourism and nature tourism issues
- Charter tours / rent back issues

- Govt relations / travel and tourism association of Goa (TTAG)
- Media and publicity
- SME linkages to other sectors

In the ultimate analysis

FOSAM is an organization and programme to:

- Bring the benefits of tourism to Goans
- Give the visitor an authentic Goan experience
- To establish that Goa is a destination that offers a safe and ideal environment for people to holiday and experience something distinct, be it cultural, spiritual, environmental, or just a relaxing time away from home!





Annexure 6

People's Charters and Guidelines

- A. The Nanda Devi Biodiversity Conservation and Eco Tourism Declaration
October 14, 2001 Gram Sabha Lata,
Chamoli, Uttarakhand
- B. People' Charter on Sustainable Tourism,
Kumarakom, 2002
- C. Himalayan Homestays, Ladakh, 2002
- D. Code of Ethics for Responsible Tourism,
Goa, 2007- 09

A. The Nanda Devi Biodiversity Conservation and Eco Tourism Declaration

October 14, 2001

Gram Sabha Lata, Chamoli, Uttarakhand

Today on the 14th of October, 2001 in the courtyard of the temple of our revered Nanda Devi, we the people's representatives, social workers and citizens of the Niti valley, after profound deliberations on biodiversity conservation and tourism, while confirming our commitment to community based management processes dedicate ourselves to the following –

1. That we, in accordance with the resolutions adopted by the World Tourism Organisation's Manila Declaration 1997 on the Social Impact of Tourism will lay the foundation for community based tourism development in our region
2. That in our region we will develop a tourism industry free from monopolies and will ensure equity in the tourism business
3. With the cessation of all forms of exploitation like the exploitation of porters and child labour



Women of Lata Village, Uttarakhand

in the tourism industry, we will ensure a positive impact of tourism on the biodiversity of our region and the enhancement of the quality of life of the local community

4. That in any tourism related enterprise we will give preference to our unemployed youth and under privileged families, we will also ensure equal opportunities for disabled persons with special provisions to avail such opportunities
5. That we will ensure the involvement and consent of the women of our region at all levels of decision making while developing and implementing conservation and tourism plans
6. While developing appropriate institutions for the management of community based conservation and eco tourism in our area we will ensure that tourism will have no negative impact on the biodiversity and culture of our region, and that any anti social or anti national activities will have no scope to operate in our region
7. We will regulate and ensure quality services and safety for tourists and by developing our own marketing network will eliminate the middlemen and endeavour to reduce the travel costs of the tourist
8. While developing the tourism infrastructure in our region we will take care of the special needs of senior citizens and disabled persons
9. As proud citizens of the land of the Chipko movement, we in the name of Gaura Devi will establish a centre for socio-culture and biodiversity, for the conservation and propagation of our unique culture
10. We will ensure the exchange and sharing of experiences with communities of other regions to develop eco tourism in accordance with the Manila Declaration of 1997 in those regions

11. Acknowledging the spirit of Agenda 21 of the Earth Summit, Rio 1992, the Manila Declaration on the Social Impact of Tourism 1997 and the International Year of the Mountains and Eco tourism, 2002, we will strive for bio diversity conservation and an equitable economic development within the framework of the Constitution of the Republic of India
12. Today on October 14, 2001, in front of our revered Nanda Devi, and drawing inspiration from Chipko's radiant history we dedicate ourselves to the transformation of our region into a global centre for peace, prosperity and biodiversity conservation

B. People' Charter on Sustainable Tourism, Kumarakom

Kumarakom Grama Panchayat, Kottayam, 2002

We, the people of Kumarakom and members of Grama Sabha of Kumarakom Panchayat, the first government of the state on this day of 29th August 2002

Recognising that tourism in Kumarakom is nature based and protection of nature and biodiversity is fundamental to sustainable tourism development,

Also acknowledging the visions and practices put forward by the world forums like the Convention on Biological Diversity (CBD), Commission on Sustainable Development (CSD) and the operational principles of ecotourism,

Having noted that these international forums in which India is a signatory and participant, unequivocally calls for conservation of natural resources, participation of local communities and

sharing of benefits of tourism for sustainable development,

Keeping also in mind that a trade agreement like the World Trade Organisations General Agreement on Trade in Services (GATS) would greatly impact upon these pronouncements, challenge and contradict the very basis of sustainability, participatory processes, conservation efforts, welfare of people and lead to uneven development,

Taking into account, the fragile ecosystems of Kumarakom and in the absence of adequate regulatory mechanisms in tourism development

Reaffirming that the Panchayat having been vested with constitutional mandates under the 73rd Amendment to conserve its environment, manage resources and the well-being of people hereby bring in control and regulatory mechanisms for sustainable tourism development through the following guidelines.

1. Any change in land use for tourism purposes shall be subjected to living space, current settlement as well as inter-generational needs – social, economic and recreational, retaining environmental and ecological balance of the region. All future tourism related land use shall be strictly in accordance with the management plan prepared by the Panchayat.
2. While exercising the powers and functions specified under the Kerala Municipality Buildings Rule 1999, all tourism related construction shall be in accordance with the specifications framed by the Panchayat – ecological, aesthetical and regional specific, without infringing upon the easement rights being enjoyed by the people.
3. Any road to be proposed shall not obstruct existing natural streams, ecologically sensitive

- areas, cultivable lands and settlements and should be scientifically made with proper footpath and storm water drainage facility.
4. Any destruction or obstruction caused to Kayal through bunding, creation and diversion of inlets and privatisation of water bodies shall not be allowed.
 5. Use of water for commercial purposes from common resources shall be based on consent from appropriate authorities upon applications routed through the Panchayat.
 6. The Panchayat is seeking concerned authorities to provide legal status to the bird sanctuary and until such notification is effected, Panchayat shall keep strict vigil against any activity that could negatively affect the sanctuary.
 7. The Panchayat shall seek mangrove regeneration programmes with support from tourism industry, keeping in view of the long-term conservation of the Kayal banks.
 8. In the absence of Coastal Regulation Zone (CRZ) regulations of stipulated no development zone along Kayal banks, Panchayat would bring in construction regulation and all further constructions shall be in accordance with that.
 9. Keeping in view of the fishing activities of the local people, plying of boats shall be regulated/banned after 6pm.
 10. Panchayat shall also notify breeding and spawning grounds of fish, feeding areas of birds, where tourist's boating and water sports shall be banned.
 11. Discharge of human excreta and disposal of other wastes from house boats is not in the interest of tourism activity. Private house boat providers shall bring in appropriate technology to stop this menace.
 12. Electrification and maintenance of street lights on the approach roads to resorts shall be borne by the respective owners. Overhead lines shall be replaced with underground cables.
 13. Indecent representation of women in tourism promotion materials shall be avoided and no tourism provider shall act as a conduit for anti-social activities like women and child prostitution.
 14. Direct and indirect employment opportunities for local people by the tourism industry are mandatory, keeping in view of tourism industry's social obligations.
 - 30 % of direct employment keeping in view of
 - requirement of tourism industry (Ratio between locals and outsiders)
 - availability of qualified personnel within the Panchayat
 - provision for adequate training
 - Maintenance of labour standards in the formal sector
 - Informal sector
 - Book binding
 - Washing
 - Tourist guides
 15. Considering the overall socio economic development of the region, tourism industry should agree to contribute to the projects of priority for well being of the community and conservation of the environment. (Urgent common needs like hospitals, schools, avenue trees etc.) Maintenance and utilisation of funds shall be open for public scrutiny including tourism industry.
 16. Tourism industry shall strictly be subjected to the norms and conditionalities stipulated by the appropriate regulatory bodies such as the Pollution Control Board and Panchayat.

Investment and maintenance for a common effluent treatment plant and solid waste management as per the management plan prepared will be borne by the industry and jointly managed by the Panchayat and the industry. Committee to be constituted under the Panchayat Act for monitoring and punitive measures.

17. Disposable Plastic materials are banned inside the Panchayat.
18. Tourism industry should bring in self-regulatory mechanisms in consensus with the Tourism Code of Ethics formulated by the WTO.

C. Himalayan Homestays, *Ladakh, 2002*

Code of Conduct

This code was developed by the Ladakhi women who operate Himalayan Homestays. We ask that you make every effort to follow their requests while staying with Ladakhi families.

Please:

- Do not make public displays of affection.
- Do not wear revealing clothes such as short skirts and sleeveless tops.
- Do not urinate or defecate near water or in the fields.
- Do not taste from serving spoons.
- Do not stick your finger or spoon in cooking or serving pots.
- Do not interfere with cooking.
- Do not sit on the Choktse (Ladakhi table).
- Do not bargain over the Homestay rates.

Dos and Don'ts

- Be sure to carry all necessary provisions and fuel from Manali, Leh or Kargil for your trip – you won't find anything in the interiors.
- Do not leave any litter along trekking routes or on camp sites.
- Take your shoes off before entering a monastery.
- Do not touch the statues or thangkas at monasteries and refrain from smoking on the premises.
- Take permission from the local people before photographing them or their property.
- Don't use flash photography inside monasteries – the flash tends to damage the colour of the frescoes inside.
- Try and carry purified or boiled fresh water when you go on treks.
- Don't use plastic bags – they are banned in Ladakh.
- When visiting national parks, take special care to not disturb the wildlife.
- Wear a wide-brimmed sun hat, sunglasses and sunscreen at all times, as the sun is extremely sharp at this high altitude.



Panoramic view of the Himalayas

D. Code of Ethics for Responsible Tourism

Goa, 2007- 09

Tourism is too often seen merely as an arena where the rich meet their hedonistic pleasures. Self-indulgence is what often defines the tourist behaviour and practice. In a similar vein, the host of the tourist is blinded by the prospect of profit and goes all out to satisfy the every whim and fancy of the tourist. In the bargain, there are huge and lasting impacts – largely negative – that can affect the host community, their environment, the workers, the cultures, and the self-esteem of the visited.

This trend needs to be reversed and a paradigm shift in the patterns of tourism must be brought about to ensure that there is a mutuality about tourism. The questions uppermost in the minds of tourism planners and policy makers must be: Who benefits from tourism? What impacts does tourism have on local cultures and the environment? Do the benefits of tourism get equitably distributed?



Save our Beaches - Rally taken out on World Tourism Day, Goa

Do the smaller sectors get justice in the economic relationships or are the gains cornered by the powerful entrepreneurs from within and outside?

In response to these questions and issues, the Centre for Responsible Tourism, Goa proposed a Model Code of Conduct to local groups to be enforced in some concrete and measurable form so as to avoid the negative pitfalls from tourism.

The following were suggested codes as they apply to different sectors.

Code of Ethics for the Industry:

- Sustainable Tourism
- Commit to excellence in the quality of tourism and hospitality experiences provided to our clients through a motivated and caring staff
- Encourage an appreciation of and respect for, our natural, cultural and aesthetic heritage among our clients, staff, and stakeholders and within our communities
- Respect the values and aspirations of our host communities and strive to provide services and facilities in a manner which contributes to community identity, pride, aesthetics and the quality of life of residents
- Strive to achieve tourism development in a manner which harmonises economic objectives with the protection and enhancement of our natural, cultural and aesthetic heritage
- Be efficient in the use of all natural resources, manage waste in an environmentally responsible manner, and strive to eliminate or minimise pollution in all its forms
- Lobby for the tourism industry and other industries, towards the goal of sustainable development and an improved quality of life for all

- Support tourists in their quest for a greater understanding and appreciation of nature and their neighbours in the global village

Responsible Tourism in Destinations

- Shaping sustainable spaces into better places
 - Minimize negative economic, environmental and social impacts
 - Generate greater economic benefits for local people and enhance the well-being of host communities, improve working conditions and access to the industry
 - Involve local people in decisions that affect their lives and life chances
 - Make positive contributions to the conservation of natural and cultural heritage to the maintenance of the world's diversity
 - Provide more enjoyable experiences for tourists through more meaningful connections with local people and a greater understanding of local cultural, social and environmental issues
 - Provide access for physically challenged people
 - Culturally sensitive engenders respect between tourists and hosts, and builds local pride and confidence
- Insist that they ask permission before taking photographs of individuals of people's homes – and remind them that they may be expected to pay for the privilege
 - Remind them to 'Open their mind to other cultures and traditions' – it will transform their experience, earn respect and be more readily welcomed by local people. Ensure they are tolerant and respect diversity – observe social and cultural traditions and practices
 - Combat the sexual exploitation of human beings, particularly the exploitation of children.

Guiding Principles for Social Responsibility

- Actively involve the local community in planning and decision-making and provide capacity building to make this a reality.
- Assess social impacts throughout the life cycle of the operation – including the planning and design phases of projects – in order to minimize negative impacts and maximize positive ones.
- Endeavour to make tourism an inclusive social experience and to ensure that there is access for all, in particular vulnerable and disadvantaged communities and individuals.

Ethical Code for Tourists

- Urge tourists to discover their destinations – get them to read about the cultural, social and political background of the place and people they are visiting
- Compel them to pay fair prices – when they haggle for the lowest price their bargain is at someone else's expense
- Encourage them to be sensitive to local culture – dress and act in a way that respects local beliefs and customs, particularly at religious sites



Equations

EQUATIONS is a research, advocacy and campaigning organisation working since 1985 on the impacts of tourism particularly in terms of rights and benefits to local communities. We were invited by Member Planning Commission to write about our vision for tourism for India. This opportunity to dream and to envision what we would wish to see has been an extremely enriching experience!

This publication covers our vision for tourism in India. Along with it, in the annexures, are stories, case studies, people policies and charters that illustrate how another tourism is indeed possible!

