

F. No. 1-57/2014 WL (part-8)
Government of India
Ministry of Environment, Forest and Climate Change
Wildlife Division

First Floor, Agni Wing,
Indira Paryavaran Bhawan,
Jor Bagh Road, Aliganj,
New Delhi - 110003.

Dated: 29th October 2021

Principal Secretary (Forests),
All States/Union Territories.

Sub: Guidelines for sustainable eco-tourism in forest and wildlife areas-2021

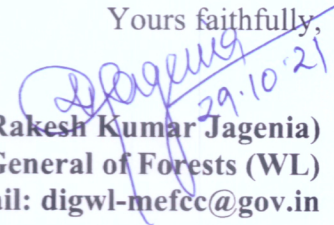
Sir,

Forests and wildlife are inseparable elements of environmental integrity and therefore, a participatory approach towards building the intricate interface between humans and forests is imperative.

The Ministry of Environment, Forest and Climate Change has prepared the 'Guidelines for sustainable Ecotourism in forest and wildlife areas-2021'. The undersigned is directed to enclosed a copy of the said guidelines for ready reference (**Annexure**).

The States/Union Territories may take further action, as appropriate, in this regard.

Yours faithfully,


(Rakesh Kumar Jagenia)

Deputy Inspector General of Forests (WL)

Email: digwl-mefcc@gov.in

Encl: As above.

Copy to:

1. The Principal Chief Conservator of Forests & Head of Forest Force (HoFF), All States /Union Territories.
2. The Chief Wild Life Warden, All States/ Union Territories.
3. Inspector General of Forests, Forest Conservation Division, MoEFCC, New Delhi.
4. PSO to ADGF (WL)/PPS to IGF (WL), MoEFCC, New Delhi.

Guidelines on Sustainable Eco-Tourism in Forest and Wildlife Areas 2021

1. BACKGROUND

Forests and wildlife are elements of nature and inseparable parts of the environment. Because of the intricate nature of interface between nature and human beings, nature conservation entails interactions with people as a central concept. Such interaction includes not only the forest fringe dwellers but also those who are living away from the forests for the purpose of creating experience for the visitors. Eco-tourism may be developed in and around designated sites in forest and wildlife rich areas and ex-situ conservation areas, and such designated sites may include sites of biological, geographical, geo-physical and eco-heritage importance such as mangroves, sacred groves, mudflats, beaches, streams, wetlands, waterfalls, rivers, hills, caves, etc.

Eco-tourism has the potential to create significant opportunities for building public awareness and mass movement towards conservation of nature and natural resources while expanding overall returns to the economy, improving skill base, creating new knowledge and green jobs, and improving the livelihoods of the local communities.^[1] On the other hand, eco-tourism if not practiced in a science-based manner may adversely affect nature on a permanent basis. The Guidelines on Sustainable Eco-Tourism in Forest and Wildlife Areas 2021 (hereinafter referred to as the Guidelines or the Eco-Tourism Guidelines), therefore, lays the framework for practising and promoting sustainable eco-tourism by maximising outputs that support nature and natural resources in their original forms while minimising any negative externalities arising out of interactions between people and nature.

The Guidelines recognise that besides the popular sites located in Protected Areas, which presently number over 900 across the country, many potential eco-tourism sites are located in public, community and private forests outside the Protected Areas as well. These Guidelines shall be applicable to ecotourism sites falling in all forest and wildlife areas irrespective of the ownership of the land.

2. GOAL

The overall goal of these Guidelines is promoting better understanding of nature and wildlife conservation while generating income and opportunities for the local communities in an ecologically, culturally and economically sustainable manner.

3. OBJECTIVES

The Guidelines seek to achieve the following objectives:

- i. Promote low impact nature tourism which ensures ecological integrity of the eco-tourism sites and its environment;
- ii. Promote biodiversity, traditional ecological knowledge and heritage values of India's wilderness;
- iii. Promote engagement of local communities in nature tourism in a manner that enriches local economy and encourages sustainable use of indigenous materials through financially viable value chains thereby helping such local communities become "*AtmaNirbhar*";
- iv. Promote partnerships amongst stakeholders for mobilising resources and developing and promoting nature tourism, as well equitable sharing of benefits.
- v. Enhancing potential of India as a global eco-tourism destination.

4. GUIDING PRINCIPLES OF ECO-TOURISM

(i) Eco-tourism planning: Eco-tourism shall be promoted on the basis of science based planning. The plan shall form part of the duly approved Working Plan or Management Plan or Conservation Plan of the forest or wildlife area as the case may be, and shall include the carrying-capacity analysis based description of the eco-tourism site, time, duration, route, mode of travel and number of persons for visitations, and any support infrastructure needed. Wherever feasible, the eco-tourism plan will also be dovetailed with the *Gram Panchayat* Development Plan. The Protected Area (PA) manager along with a third party shall determine the carrying-capacity of eco-tourism site by taking into account the wide diversity of environmental, physical, social and economic criteria of development and management of eco-tourism sites as well as institutional capacities of their managers. The Eco-tourism plan needs to also factor in aspects of control of plastic pollution, waste management, noise pollution, sewage treatment and disposal, etc. The Eco-Tourism guidelines issued by the National Tiger Conservation Authority shall be applicable to Eco-tourism in Tiger Reserves in the country.

(ii) Eco-tourism zonation: The eco-tourism plan shall appropriately demarcate the eco-tourism zone upon assessment of management requirements of the target wildlife, the habitat or the geographical entity, and their behavioural and ecological characteristics. The eco-tourism zonation shall particularly ensure that the ecological integrity of the site, including breeding areas of wildlife and tribal habitations particularly PVTGs remains protected. The zonation shall also ensure that safeguards provided in the Forest Rights Act, 2006 are fully respected.

(iii) Resource mobilisation and community participation: The local community shall be the key stakeholder of eco-tourism. Central government will provide for participatory frameworks that encourage resource mobilisation by a group of stakeholders in development, operation and maintenance of eco-tourism zones. These frameworks shall ensure that equitable benefits flow from eco-tourism accrues, besides resource investors, to local communities, tribals and other traditional forest dwellers including by way of enhanced livelihood opportunities. Further, keeping in view that most eco-tourism sites are located in remote places and small-scale operators predominate, suitable programme may be taken up by the Central Government to facilitate eco-tourism operators to access incentives allowed to the tourism sector in a timely and adequate manner.

(iv) Eco-tourism site development: The Eco-tourism site shall be developed only in eco-tourism zone and in eco-friendly manner. While developing support infrastructure for eco-tourism it shall be ensured that the natural profile and ecological integrity of the ecotourism site including its biodiversity value is maintained. Any ecotourism facility or structure on forest lands shall be subject to the provisions of the Forest (Conservation) Act 1980. However, no permanent structure shall be made /constructed to create ecotourism facility/structure, but temporary structures/facility made predominantly of natural material of local origin may be allowed in Protected Area or on forest land. Such ecotourism facility/structure shall be part of the approved Working Plan/Management Plan/Working Scheme. Home stay managed by local communities on non-forest land shall be promoted. States may develop benchmarks/ standardized criteria based on site specificity, for adoption of best practices in eco-tourism including sustainable ecological management of the site, customer satisfaction, harmony with local culture and design, local construction material used, employment types, environmental education facilities. Further, safety measures, especially for managing fire, flood, landslide, needs to be inbuilt into the ecotourism site development plan and adequate system needs to be in place for efficiently managing such disasters.

(v) Inter-sectoral synergy: The central government will work towards prioritisation of action with regard to developing eco-tourism sites across the country and improving the way in which action on eco-tourism is coordinated with other sectors and synergies are exploited in the best possible manner. Regulations should be streamlined wherever possible and processes and procedures should be simplified while taking into consideration the objectives of relevant sectoral policies.

(vi) Promoting eco-tourism entrepreneurship: Concerted action will be taken for expanding entrepreneurship opportunities for stakeholders engaged in eco-tourism with due priority to the members of local communities and those whose livelihoods have been impacted because of actions such as closure of the Protected Area for forest product extraction. The focus will be on increasing productivity, boosting the skills and competencies of stakeholders at all levels, and the needed structural changes will be supported and strengthened. Start-ups will be supported through training, coaching, financial support and other benefits including through the incubators established under various government programmes.

5. IMPLEMENTATION STRATEGY

The following are the broad framework for implementation of the Eco-tourism Guidelines:

Strategy i: Identification of potential sites: Each State may identify sites for eco-tourism through a participatory process involving stakeholders, particularly the local communities, and make a priority list for development of such sites. Area managers will initiate eco-tourism planning based on carrying-capacity analysis, including identification of eco-tourism zones, identification of potential partners, categorisation of infrastructure support that may be allowed, funding sources, and training and capacity building needs of the partners through a multi-stakeholder dialogue process. Spatially cluster approach to eco-tourism infrastructure will be promoted to larger blocks of contiguous habitats so as to minimise adverse ecological impacts on a larger area. An indicative list of potential eco-tourism sites is at Annexure I. However, States/UTs may develop ecotourism sites which has high potential.

An Eco-tourism Plan shall be prepared for every eco-tourism site. The Plan shall be approved and prepared for sites under various controls as follows:

- i. For Sites within forest/protected areas: The Eco-tourism Plan for the areas falling inside the notified forest/protected areas shall form part of duly approved Working Plan/Management Plan/ Working Scheme.
- ii. For Sites falling within Eco-sensitive Zones: All new Eco-tourism activities or expansion of existing tourism activities within the Eco-sensitive Zone (on non-forest land) shall be as per the Tourism Master Plan for the Eco-sensitive Zone. The Eco-tourism Master Plan shall be prepared by Department of Tourism in consultation with State Departments of Environment and Forests. The Tourism Master Plan shall form a component of the Zonal Master Plan and until the Zonal Master Plan is approved, development for tourism and expansion of existing tourism activities shall be permitted by the concerned regulatory authorities based on the actual site specific scrutiny and recommendation of the Monitoring Committee. Hotel/resort or commercial establishment construction shall be taken up inside the Eco-sensitive Zone as per the ESZ notification of the National Park/Sanctuary.

Strategy ii: Funding support: Compatible funding instruments that cater to the specific challenges of the eco-tourism sector, particularly the small and geographically fragmented nature of enterprises, is key to sustainable eco-tourism promotion. Financial institutions may be encouraged to develop targeted financial instruments for the eco-tourism entrepreneurs at the local level. Public funding for eco-tourism promotion, monitoring and innovation may be made available, including for non-repayable loans and guarantees, start-up grants and marketing of eco-tourism places.

Strategy iii: Usage of Information Technology: The role of digitalisation both as a driver and an enabler of eco-tourism shall be recognised. In particular, digitalisation will be used to facilitate new eco-tourism products, such as virtual tours, competitive exploration, etc., services, business processes and models. National and sub-national projects will be launched to undertake analysis of the needs of various partners and users (visitors) of eco-tourism projects, and develop scenarios for eco-tourism support for the future, and active steps will be taken for transfer of knowledge to partners including by making such knowledge public wherever feasible. In recognition of the fact that partners (e.g. service providers) in eco-tourism are mainly small entities, and their limited capabilities of using digital services combined with possible use of multitude of digital platforms and inability to create economies of scale, pose significant challenge. National and sub-national level data integration platforms to analyse visitors behaviour and preferences will be developed, and additional sources such as social media engagement, newsletter statistics, booking data, media and marketing reports, etc will be used.

Strategy iv: Capacity building: Despite wider and growing attraction to eco-tourism, the challenges emanating from the field such as geographically fragmented and small nature of sites, small business structure and high seasonality and the consequent visitor number fluctuation, are significant. On the other hand, it offers significant entrepreneurial and labour market opportunity for the local communities. With increased numbers of eco-tourism sites the eco-tourism sector may become a supplier of low return exchangeable standard products making private investment in eco-tourism less attractive. The capacity of field functionaries of different stakeholders, especially the eco-tourism site managers and the local communities, will be steadily built to innovate and meet the present and future challenges of the sector, and international best practices as suited to local conditions will be internalised. Industrial Training Institutes (ITIs) and other such institutes will be encouraged to develop specific programmes for local communities and small operators engaged in eco-tourism.

Strategy v: Benefit sharing: Community-based tourism will be promoted as a preferred form of eco-tourism. While eco-tourism will create new wage employment and private entrepreneurial income for the respective stakeholders, fair and equitable benefit sharing of common eco-tourism revenues with the local community is key to sustainability. Given the diversity of stakeholders, scale of operations and geographically fragmented nature of eco-tourism sites, appropriate mechanisms for sharing of benefits with the local eco-development committees / forest protection committees will be developed by the respective State Government for different types of eco-tourism sites falling on government lands. Such benefit sharing mechanisms shall recognise that the local community has the highest stake in eco-tourism and the revenue generated has to be also ploughed back for development and maintenance of the eco-tourism sites. Transparent mechanism for revenue collection from common eco-tourism activities user charges, entry fees, concessions, fines and penalties, etc. through a Foundation established at the appropriate local level, and sharing of revenue with stakeholders, particularly local communities, has served as best practise in many parts of the world and the same duly incorporated by the respective State governments. Considering that

eco-tourism is mostly a seasonal activity, the Eco-Tourism Plans should include measures to reduce financial overdependence of the local community on eco-tourism, and the same should be supported by the district level plan approval committees. Such measures may include capacity building of the communities with respect to processing and marketing of bio-cultural products to ensure that communities remain attached to preservation of local ecology. The Central government will support development of such mechanisms through sharing of international experiences and coordination with participating states and national entities in case the stated eco-tourism enterprise covers sites across States and/ or national entities are involved.

Strategy vi: Education and outreach: For effective use of the eco-tourism potential of the area, effective communication plan covering all eco-tourism sites of a State will be drawn by the State Governments with the help of expert organisations. The Plan, among other relevant information, will include information to the tourists on the eco-system services and intangible benefits provided by the area. The communication plan will include measures to promote partnerships between the eco-tourism project and socially responsible companies. Use of modern technologies such as electronic visual tools and well equipped modern interpretation centre at the eco-tourism site will be encouraged through this Plan to encourage self-learning by visitors. The Plan will also lay emphasis on appropriate signages for generating awareness among the visitors regarding the safety and risk factors in the eco-tourism zone and safety protocol and information material on the area for the visitors. The Central government will support the outreach of States' eco-tourism potential for international tourists in a programmatic manner.

Strategy vii: Monitoring: Each eco-tourism plan will invariably include a dynamic monitoring mechanism, covering multiple biological parameters to monitor stress on wildlife vis-a-vis number and patterns of tourist visitation and their level of satisfaction, involvement of local people, scope for improvement in flow of eco-system services, etc. The monitoring will also include mechanisms to ensure that rigorous practices are in place to prevent biological invasion, disease transmission, and air, water, noise or light pollution. The States Governments/UT Administrations shall endeavour to maintain service level quality standards through appropriate certification/rating protocols.

The States shall endeavour to initiate a ranking system for the respective ecotourism sites.

There shall be regular monitoring by the State Governments and Union Territories on the implementation of the guidelines spelt out in the Guidelines for Sustainable Ecotourism in forest and wildlife areas-2021.

District, State and National level monitoring committees comprising of representatives of relevant stakeholder departments, the local communities, civil societies, and the corporate organisations will be constituted to oversee the implementation of this Guidelines including mobilisation of the required technical, financial and human resource support for eco-tourism plans.

Strategy viii: Review: The National level eco-tourism monitoring committee will review the Eco-Tourism Guidelines every three years and make recommendation to the Central Government.

^[1]Wherever 'local community' has been used in this Guidelines, it will mean to include Schedule Tribe and other traditional forest dwellers as per Scheduled Tribe and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act 2006, which is referred hereinafter as FRA 2006 in short.

Potential Sites in India for Ecotourism (Illustrative)

S.No.	State/ UT Administration	Name of Protected Area
	Andaman & Nicobar Islands	
1		Mahatama Gandhi Marine (Wandoor) NP
2		Mount Harriett NP
3		Ross Island WLS
	Andhra Pradesh	
4		Coringa WLS
5		Pulicat Lake WLS
	Arunachal Pradesh	
6		Itanagar WLS
	Assam	
7		Orang NP
8		DeeporBeel WLS
9		Hollongapar Gibbon WLS
10		Pabitora WLS
	Bihar	
11		Vikramshila Gangetic Dolphin Sanctuary
	Chandigarh	
12		City Bird WLS
13		Sukhna Lake WLS
	Chhattisgarh	
14		Kanger Valley NP
15		Pamed Wild Buffalo WLS
	Goa	
16		BhagwanMahavir WLS
17		Dr. Salim Ali Bird (Chorao) WLS
	Gujarat	
18		Gir National Park & WLS & Gir Landscape
19		Marine (Gulf of Kachchh) NP
20		Barda WLS
21		Girnar WLS

22		Jessore Sloth Bear WLS
23		Kachchh Desert WLS
24		NalSarovar Bird WLS
25		Thol Lake WLS
26		Wild Ass WLS
	Haryana	
27		Sultanpur NP
28		Morni Hills (Khol-Hi-Raitan) WLS
29		Nahar WLS
	Himachal Pradesh	
20		Great Himalayan NP
31		Dhauladhar WLS
32		Kalatop-Khajjiar WLS
33		Kibber WLS
34		Manali WLS
35		Pong Dam Lake WLS
36		Renuka WLS
	Jammu & Kashmir	
37		Dachigam NP
38		Gulmarg WLS
	Laddakh	
39		Hemis NP
40		Changthang WLS
	Jharkhand	
41		Dalma WLS
	Karnataka	
42		Bannerghatta NP
43		Kudremukh NP
44		Cauvery WLS
45		Daroji Bear WLS
46		Pushpagiri WLS
	Kerala	
47		Eravikulam NP
48		Silent Valley NP
49		Thattekad Bird WLS
	Lakshadweep	
50		Pitti Island Bird Sanvtuary
	Madhya Pradesh	
51		Madhav NP
52		National Chambal WLS

53		Pachmarhi WLS
	Maharashtra	
54		Sanjay Gandhi (Borivilli) NP
55		Lonar WLS
56		Thane Creek Flamingo WLS
	Manipur	
57		Keibul-Lamjao NP
	Meghalaya	
58		Balphakram NP
59		Nokrek Ridge NP
	Mizoram	
60		Phawngpui Blue Mountain National Park
	Nagaland	
61		Intanki NP
	Punjab	
62		Harike Lake WLS
63		Beas Conservation Reserve
	Odisha	
64		Bhitarkanika WLS & NP
65		Chilika (Nalaban) WLS
66		Gahirmatha (Marine) WLS
67		Nandankanan WLS
	Rajasthan	
68		Keoladeo Ghana NP
69		Desert National Park Sanctuary
70		Mount Abu WLS
71		National Chambal WLS
	Sikkim	
72		Khangchendzonga NP
73		Maenam WLS
	Tamil Nadu	
74		Gulf of Mannar Marine NP
75		Vedanthangal WLS
76		Point Calimere WLS
	Telangana	
77		KasuBrahmananda Reddy NP

	Tripura	
78		Clouded Leopard NP
79		Trishna WLS
	Uttar Pradesh	
80		Katerniaghat WLS
81		National Chambal WLS
82		Kachua WLS
	Uttarakhand	
83		Gangotri NP
84		Nanda Devi NP
85		Valley of Flowers NP
86		Kedarnath WLS
	West Bengal	
87		Gorumara NP
88		Jaldapara NP
89		Neora Valley NP
90		Singalila NP
