

GUIDELINES FOR ECOTOURISM IN AND AROUND PROTECTED AREAS

2nd June 2011



DRAFT/02 June 2011

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FOREWORD

I am pleased to introduce the **draft** Guidelines on Ecotourism for implementation in and around Protected Areas and other unique wilderness landscapes around the country. These guidelines have been developed based on the deliberations of a Committee, with the representation of wildlife experts and tourism practitioners; and with wider consultations from representatives from the conservation and tourism communities.

This is perhaps the first time such detailed guidelines are being issued, and they come after much debate and consultation. These guidelines fulfill multiple objectives. They are important because as we know, most wilderness areas in India are fragile ecosystems that provide important ecosystem services, and at the same time remain important tourist attractions. Ecotourism is tourism that is compatible with these fragile landscapes, while providing enhanced livelihoods to local communities. Livelihoods to local communities are of paramount importance. Without their full participation, and without their realizing the benefits of ecotourism in tangibly visible measure, our protected areas cannot remain protected in any meaningful manner.

Recognizing the diversity of India's Protected Areas and that there can be no 'one size fits all' approach, these guidelines are necessarily broad: these are guidelines, not dictats. I do hope that all States will take these guidelines seriously, and implement these and the concepts outlined here.

These guidelines have been long overdue, and are part of the key recommendations of the Tiger Task Force Report (2005), as well as the 2006 Amendment to the Wildlife (Protection) Act (1972). These draft guidelines have been prepared after extensive stakeholder consultations and Committee meetings, are now being put up on the Ministry website until 30th June 2011 to get a final set of inputs from a wide spectrum of stakeholders, before being finalized and issued.

(Jairam Ramesh) 2nd June 2011



GUIDELINES FOR ECOTOURISM IN AND AROUND PROTECTED AREAS

PREAMBLE

Healthy natural ecosystems are critical to the ecological well-being of all living entities, and especially for the economic security of people. Ecotourism has the potential to enhance wilderness protection and wildlife conservation, while providing nature-compatible livelihoods and greater incomes for a large number of people living around natural ecosystems. This can help to contribute directly to the protection of wildlife or forest areas, while making the local community stakeholders and owners in the process.

This document lays out a detailed set of framework guidelines on the selection, planning, development, implementation and monitoring of ecotourism in India. Recognising however, that India's wildlife landscapes are diverse, these guidelines are necessarily broad, with specific State Ecotourism Strategies to be developed by the concerned State Governments, and Ecotourism Plans to be developed by the concerned Authorities. Roles and responsibilities are enumerated for different stakeholders: State Governments, Protected Area management, tourist facilities/tour operators, local communities, temple boards and general public.

1. THE NEED FOR ECOTOURISM GUIDELINES

- 1.1 Ecotourism is defined as 'responsible travel to natural areas that conserves the environment and improves the well-being of local people'¹. Such tourism is low-impact, educational, and conserves the environment while directly benefiting the economic development of local communities.
- 1.2 Most wilderness areas across India are fragile ecosystems that provide a whole host of ecosystem services to local residents and people living downstream; and continue to remain important tourist attractions. However, unplanned tourism in such landscapes can destroy the very environment that attracts such tourism in the first place. Hence, there is a need to move towards a model of tourism that is compatible with these fragile landscapes.
- 1.3 Ecotourism, when practiced correctly, is an important economic and educational activity. It has the scope to link to a wider constituency and build conservation support while raising awareness about the worth and fragility of such ecosystems in the public at large. It also promotes the non-consumptive use of wilderness areas, for the benefit of local communities living around, and dependent on these fragile landscapes.

¹ This is the International Ecotourism Society definition of Ecotourism



- 1.4 In recent years, the mushrooming of tourist facilities around protected areas has led to the exploitation, disturbance and misuse of fragile ecosystems. It has also led to misuse of the term 'ecotourism', often to the detriment of the ecosystem, and towards further alienation of local people and communities.
- 1.5 These directives and guidelines for ecotourism are applicable to any Protected Areas, whether rural or urban, including National Parks, Wildlife Sanctuaries, community reserves, conservation reserves, sacred groves, or pilgrimage spots located within protected areas and forested areas.
- 1.6 Under Section 38 O 1 (c) of the WildLife (Protection) Act, 1972, the National Tiger Conservation Authority may lay down normative standards for tourism activities and guidelines relating to tiger reserves.

1.7 **Principles of Ecotourism**

Those who implement and participate in ecotourism activities should practice the following:

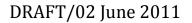
- Adopt low-impact tourism that protects ecological integrity of wilderness areas, secures wildlife values of the destination and its surrounding areas
- Highlight the heritage value of India's wilderness and protected areas
- Build environmental and cultural awareness and respect
- Facilitate the sustainability of ecotourism enterprises and activities
- Provide livelihood opportunities to local communities
- Use indigenous, locally produced and ecologically sustainable materials for tourism activities

2. GUIDELINES FOR ECOTOURISM

It is important to involve all stakeholders in implementing ecotourism guidelines. Synergy and collaboration amongst the Central Government, State Governments, hospitality sector, State Forest Departments, Protected Area managements, and local communities and civil society institutions is vital for ensuring successful implementation of the guidelines.

2.1. State Governments

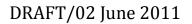
- 2.1.1. The State Government must develop a **State-level Ecotourism Strategy** a comprehensive plan to ensure, *inter alia*:
 - Wilderness conservation in ecologically sensitive landscapes
 - Local community participation and benefit-sharing
 - Sound environmental design and use of locally produced and sustainable materials
 - Conservation education and training
 - Adequate monitoring and evaluation of the impact of ecotourism activities
 - Capacity building of local communities in planning, providing and managing ecotourism facilities



- 2.1.2. The State-level Ecotourism Strategy must be in tune with the framework of guidelines provided here. Ecologically sensitive land use policies should be prescribed for the landscape surrounding protected areas. Adequate provisions must be made to ensure that ecotourism does not get relegated to purely high-end, exclusive tourism, leaving out local communities. Relevant modifications in State rules and regulations must be carried out in order to ensure adherence to these standards by tourist developers and operators. All States should notify the State-level Ecotourism Strategy by December 31, 2011, and put the same in the public domain, in the local language also.
- 2.1.3. No new tourist facilities are to be set up on forest lands. This is in compliance with the WildLife (Protection) Act, 1972, and the directives of the Honourable Supreme Court.
- 2.1.4. The State Government must develop a system by which gate receipts from Protected Areas should be collected by the Protected Area management, and not go as revenue to the State Exchequer. This will ensure that resources generated from tourism can be earmarked for protection, conservation and local livelihood development.
- 2.1.5. The State Forest Department should be the arbiter in case of any dispute regarding the ecological advisability of any tourism plans, whether Protected Area Management, private entity, temple board or community, as the welfare of wildlife and Protected Areas/ biodiversity takes precedence over tourism.
- 2.1.6. The Chief Wildlife Warden of the State must ensure that each Protected Area prepares an ecotourism plan, as part of the Management Plan/Annual Plan of Operation/ Tiger Conservation Plan. A site-specific Ecotourism Plan for each Protected Area must be prepared and approved by the State government by December 31, 2011, and put in the public domain; in the local language also.

The Chief Wildlife Warden (CWLW) of the State shall develop a monitoring mechanism, estimate carrying capacity (model mechanism to calculate carrying capacity, provided in **Annexure II**), delineate tourism zones, and decide the area open to tourism on the basis of objective, scientific criteria.

2.1.7. A **State Level Steering Committee** should be constituted under the chairmanship of the Chief Minister for quarterly review vis-à-vis the recommendations contained in the State-level Ecotourism Strategy. The Chief Wildlife Warden of the State shall be the Member Convener of the said committee. The State Government will decide its composition and rules of procedure. Each State should constitute State Level Steering Committees by December 31, 2011, and the names of its members should be put in the public domain. The Committee should have representation from local communities that live in and around Protected Areas, tribal welfare department, Panchayati Raj Institution and Civil Society Institutions.



- 2.1.8. As part of the State-level Ecotourism Strategy, the State government should levy a "local conservation cess" as a percentage of turn-over², on all privately-run tourist facilities within 5 km of the boundary of a Protected Area. The rate of cess should be determined by the State Government, and the monies thus collected should be earmarked to fund Protected Area management, conservation and local livelihood development, and not go to the State Exchequer as discussed in 2.1.4 above. Each State Government should notify the local conservation cess by December 31, 2011. The rationale for a local conservation cess should be clearly explained to the public at large, including through clear signage at local tourist facilities.
- 2.1.9. Financial assistance/ incentives should be provided for communities/individuals who own revenue lands outside protected areas, to convert such lands to forest status. The value of such lands for wildlife will be enhanced, even as it improves the income of the landowner from ecotourism.
- 2.1.10. A **Local Advisory Committee** (hereinafter referred to as LAC) must be constituted for each Protected Area by the State government. The LAC will have the following mandate:
 - To review the State Ecotourism Strategy with respect to the Protected Area and make recommendations to the State government
 - To ensure site specific restrictions on buildings and infrastructures in private areas in close proximity to core/critical tiger habitat/National Park/Sanctuary or buffer zone, keeping in mind the corridor value.
 - To advise local and state government on issues relating to development of ecological-tourism in non-forest areas of ecological-tourism zones etc.
 - Regularly monitor all tourist facilities falling within 5 km of a Protected Area vis-à-vis environmental clearance, area of coverage, ownership, type of construction, number of employees etc, for suggesting mitigation/retrofitting measures if needed.
 - Regularly monitor activities of tour operators to ensure that they do not cause disturbance to animals while taking visitors into the Protected Area.

 $^{^{2}}$ The Tiger Task Force Report in 2005 recommended that hotels within a radius of 5 km from the boundary of a reserve must contribute 30 percent of their turnover to the reserve. Further, the hotels can be allowed to claim 100 percent income tax benefit for the same, as incentive.



2.1.11. Composition of LAC:

- District Collector (Chairman)
- PA Manager (Member Secretary)
- Local Territorial DFO
- Honorary Wildlife Warden (if present)
- Official of State Tourism Department
- Block Development Officer (1)
- Members of Local Panchayats (2)
- Wildlife scientist (1)
- Local conservationists (2)
- Representative from Civil Society Institution (1)
- In case of North Eastern States, the traditional village councils should be recognized as equivalent to Panchayat Members, wherever such councils exist.
- For Tiger Reserves, the Tiger Conservation Foundation should be the overseeing authority and should include members that are not represented in the Tiger Conservation Foundation.
- The Detailed Terms of Reference of individual Local Advisory Committee will be determined at the State level.

2.2. Protected Area Management

- 2.2.1. Each Protected Area must develop its own Ecotourism Plan, as part of its Tiger Conservation Plan, Management Plan, or Annual Plan of Operation, and should be duly approved by the Chief Wildlife Warden of the State, and the National Tiger Conservation Authority (where relevant). The plan should be consistent with the State Ecotourism Strategy and must be approved by the LAC and the State Government. An ecotourism plan for each PA must be notified by December **31, 2011, and put in the public domain, in the local language also.** The plan should:
 - i) Identify (using GIS) and monitor the ecologically sensitive areas surrounding PAs, in order to ensure the ecological integrity of corridor/buffer areas, and prevent corridor pinching/destruction
 - ii) Assess carrying capacity of the Protected Area, at three levels: physical, real and effective/permissible carrying capacity of visitors and vehicles (See Annexure II)
 - iii) Set a ceiling level on number of visitors allowed to enter a Protected Area at any given time, based on the carrying capacity of the habitat.
 - iv) Indicate the area open to tourism in the reserves to be designated as 'ecotourism zone'.



- v) Develop a participatory community-based tourism strategy, in collaboration with local communities, to ensure long-term local-community benefit-sharing, and promotion of activities run by local communities
- vi) Develop codes and standards for privately-operated tourist facilities located in the vicinity of core/critical wildlife habitats, eco-sensitive zones or buffer areas, with a view to, *inter alia*, ensure benefit and income to local communities.
- vii) Develop monitoring mechanisms to assess impact of tourism activities
- viii)Develop generic guidelines for environmentally acceptable and culturally appropriate practices, and for all new constructions
- ix) Do's and Don'ts for visitors (see Annexure I)
- 2.2.2. In the case of human animal conflicts, compensation should be paid within a period of 15 days apart from immediate payment of ex gratia. In case of North Eastern States, the traditional village councils should be recognized and made responsible for this purpose, wherever such councils exist.
- 2.2.3. All ecotourism activities should take place only in delineated 'ecotourism zones' delineated in the ecotourism plan.
- 2.2.4. Given that traditional tourism has been happening in national parks/sanctuaries; many of which now form part of core/critical tiger habitat or critical wildlife habitat, and also taking note of the need to implement the provisions of the Wildlife (Protection) Act, 1972, the following norms maybe be adhered to in the context of ecological-tourism activities, and included in the ecotourism plan of the Protected Area. For critical wildlife habitats of national parks/sanctuaries and for core/critical tiger habitats of tiger reserves;
 - a) Larger than 500 sq.km, 20% of such areas may be permitted for regulated ecotourism access, subject to the condition that 30% of the surrounding buffer/fringe area should be restored as a wildlife habitat in 5 years.
 - b) Smaller than 500 sq.km, 15% of such areas may be permitted for regulated ecotourism access, subject to the condition that 20% of the surrounding buffer/fringe area should be restored as a wildlife habitat in 5 years.
- 2.2.5. Any core area in a Tiger Reserve from which relocation has been carried out, will not be used for tourism activities. Forest dwellers who have been relocated will be given priority in terms of livelihood generation activities related to ecotourism in the Protected Area from which they have been relocated. Protected Area Management will make a special effort in this regard.
- 2.2.6. Tourism infrastructure must conform to environment-friendly, low-impact architecture, including solar energy, waste recycling, rainwater harvesting, natural cross-ventilation, reduced used of asbestos, controlled sewage disposal, and merging with the surrounding habitat



- 2.2.7. In a phased manner (within five years), permanent residential facilities located inside of core-critical tiger habitat/critical wildlife habitat, which are being used for wildlife tourism should be moved to revenue lands outside.
- 2.2.8. Protected Area authorities must ensure that all facilities within a 5 km radius of core/critical wildlife habitats/PAs/reserves must adhere to all environmental clearances, noise pollution norms, and are non-polluting, blending in with surroundings. Severe penalties must be imposed for non-compliance.
- 2.2.9. There shall be a complete ban on burying, burning or otherwise disposing nonbiodegradable or toxic waste in the tourism area.
- 2.2.10. In the case of number of visitors/vehicles exceeding carrying capacity, establish an advance booking system to control tourist and vehicle numbers. Rules of booking must be transparent, and vehicles must strictly maintain a distance of 15 m from one another when stationary. Violators must be penalized, since congestion and overcrowding in this manner causes undue disturbance to wild animals that are being observed.
- 2.2.11. Protected Area authorities must delineate a minimum area for the visitor facility, which should be in a site-specific manner.
- 2.2.12. Residential tourist facilities (number of beds) should be in conformity with the carrying capacity of the PA.
- 2.2.13. In the case of Tiger Reserves, ecotourism should be under the oversight of the respective Tiger Conservation Foundations for each tiger reserve, to enable Eco Development Committees/ Village Forest Committees/ forest cooperatives to strengthen the institutional framework through a Memorandum of Understanding.

2.3. Tourist facilities/ Tour operators

- 2.3.1. Tourism infrastructure must conform to environment-friendly, low-impact architecture; renewables including solar energy, waste recycling, rainwater harvesting, natural cross-ventilation, no use of asbestos, controlled sewage disposal, and merging with the surrounding landscape.
- 2.3.2. All tourist facilities falling within 5 km of a protected area must be reviewed regularly by the Local Advisory Committee vis-à-vis environmental clearance, area of coverage, ownership, type of construction, number of employees, etc, for suggesting mitigation/retrofitting measures if needed.



- 2.3.3. All tourism facilities located within five kms. of a Protected Area must adhere to noise pollution rules under "The Noise Pollution (Regulation and Control) Rules', 2000, and "The Noise Pollution (Regulation and Control) (Amendment) Rules', 2010 issued by the Ministry of Environment and Forests.
- 2.3.4. All tourist facilities, old and new must aim to generate at least 50% of their total energy and fuel requirements from alternate energy sources that may include wind, solar and biogas.
- 2.3.5. There shall be a complete ban on burning or disposing non-biodegradable waste within the Protected Area or in surrounding eco-sensitive zone or buffer area.
- 2.3.6. The use of wood as fuel shall be prohibited, except for campfires for which wood must be procured from State Forest Department/Forest Development Corporation depots.
- 2.3.7. In order to allow free passage to wildlife, development should be sensitive to the conservation of flora and fauna, and the corridor value of the area.
- 2.3.8. Tourist facilities/tour operators must not cause disturbance to animals while taking visitors on nature trails.

2.4. Temple/Pilgrimage Boards

- 2.4.1. Pilgrim sites located inside Protected Areas must be designated as sacred groves, with strict building and expansion controls, in accordance with the Forest Conservation Act, 1980 and the Environment Protection Act, 1986.
- 2.4.2. All transit camps and places of stay for such pilgrimage must be restricted to nominated days in a year.
- 2.4.3. All rules that apply to tourism facilities including noise, building design, use of alternate energy and free passage to wildlife will apply to such pilgrim facilities.
- 2.4.4. Temple boards must negotiate terms of revenue sharing with local communities, and channel a minimum of five percent of gross revenue collected into development of local communities through the Panchayat and Gram Sabha.



2.5. Local Communities

- 2.5.1. The first benefit from ecotourism must go to the local people, and in the long-run, capacity-building should be carried out to forge a sustainable partnership between the forest department, tourism professionals and local communities
- 2.5.2. Soft loans may be provided for Community Credit Programme/Special Trust Funds/ Special Central Assistance/ Developmental Schemes of Tribal Department/Districtlevel Integrated Developmental Programme/ Tiger Conservation Foundation, to pre-identified local-community/beneficiaries for promoting ecotourism.

2.6. Public / Visitors

2.6.1. Public / Visitors must abide by the code of conduct, and 'Do's and Don'ts, as developed by the Protected Area Management. Model "Do's and Don'ts" are detailed in Annexure I.



ANNEXURE I

Model Do's and Don'ts for Visitors

- Appreciate the colours and sounds of nature
- Treat the Protected Area/wilderness area with respect
- Dress in colours that blend with the natural environment
- Take pictures, but without disturbing wildlife
- Observe the sanctity of holy sites, respect local customs
- Keep a reasonable distance from wild animals, and do not provoke them
- Dispose waste responsibly: carry back all non-biodegradable litter, and leave campsites litter-free before departing
- When in a vehicle, remember wild animals have right of way
- Keep to the speed limit, don't use the horn, and do not startle animals
- Do not talk loudly or play loud music
- Do not get out of the vehicle or approach wild animals
- Do not approach animals closer than 15 m or disturb them while they are resting
- Do not take away flora and fauna in the form of cuttings, seeds or roots.
- Do not feed wild animals
- Do not light fires, or smoke inside protected areas. Accidental forest fires cause irreparable damage
- Carrying of guns, fire arms, inflammable materials are strictly prohibited, as per the provisions of the WildLife (Protection) Act, 1972, and is punishable by law

ANNEXURE II

ESTIMATION OF CARRYING CAPACITY (Model Calculation, Example: Kanha Tiger Reserve)

(a) **Physical Carrying Capacity (PCC)**: This is the "maximum number of visitors that can physically fit into a defined space, over a particular time". It is expressed as:

PCC = A X V/a X RF

Where, A = available area for public use

 $V/a = one visitor / M^2$

Rf = rotation factor (number of visits per day)

In order to measure the PCC to Kanha, the following criteria must be taken into account:

- Only vehicular movements on forest roads are permitted
- The "standing area" is not relevant, but "closeness" between vehicles is important
- There is a required distance of at least 500 m (^{1/2} km.) between 2 vehicles to avoid dust (2 vehicles / km.)
- At least 3 ¹/₂ hours are needed for a single park excursion
- The PA is open to tourists for 9 months in a year and 9 hours per day



• Linear road lengths within the tourist zone are more relevant than area, and the total lengths are:

Kanha	107.20 km.
Kisli	72.56 km.
Mukki	103 km.
Total	282.76 or 283 km.

Due to constant vehicular use, the entire road length of 283 km. is prone to erosion, out of which around 90 km. is affected more

Rotation Factor (Rf) =

Opening period

Average time of one visit

Physical Carrying Capacity (PCC) = 283 km. x 2 vehicles / km. x 2.6

= 1471.6 or 1472 visits / day

(b) **Real Carrying Capacity (RCC)**: RCC is the maximum permissible number of visits to a site, once the "reductive factors" (corrective) derived from the particular characteristics of the site have been applied to the PCC. These "reductive factors" (corrective) are based on biophysical, environmental, ecological, social and management variables.

 $RCC = PCC - Cf_1 - Cf_2 - Cf_n$

Where Cf is a corrective factor expressed as a percentage. Thus, the formula for calculating RCC is:

$$RCC = PCC \ge 100 - Cf_1 \ge 100 - Cf_2 \ge \dots \dots = 100 - Cf_n$$

Corrective Factors are "site-specific", and are expressed in percentage as below:

 $Cf = \underline{M}_{l} \ge 100$ M_{t} Where: Cf = corrective factor $M_{l} = \text{limiting magnitude of the variable}$ $M_{t} = \text{total magnitude of the variable}$

(i) **Road erosion**: Here the susceptibility of the site is taken into account.



Total road length = 283 km. (M_t) Medium erosion sink = 50 km. (weighting factor: 2) High erosion risk = 40 km. (weighting factor: 3) $M_1 = 50 \times 2 + 40 \times 3 = 100 + 120 = 220$ km. $M_t = 283$ km.

Cfe = $\frac{220}{283}$ x 100 = 77.8 or 78%

(ii) **Disturbance to Wildlife**: Here, species that are prone to disturbance owing to visitation are considered. The Central Indian barasingha, a highly endangered, endemic species found only in Kanha has a courtship period of about 1 month in winter, during which it is extremely sensitive to disturbance. Likewise, the peak courtship activity for spotted deer lasts for two months before the onset of regular monsoon. As far as tigers are concerned, newborns are seen between March and May and also during the rains; hence an average value of two months in a year can be considered as the matter phase.

Corrector Factor (Cf) = $\underline{\text{limiting months / year x 100}}$ 12 months / year

Corrective Factor for barasingha

 $Cf w_1 = \frac{1}{9} \ge 100 = 11.1\%$

Corrective Factor for spotted deer

Cf w₂ = $\frac{2}{9}$ x 100 = 22.2%

9

Corrective Factor for tiger

$$Cf w_2 = 2 x 100 = 22.2\%$$

Overall corrective factor for disturbance of wildlife in Kanha National Park = Cf w = $Cf_1 + Cf_2 + Cf_3$

$$= 11.1 + 22.2 + 22.2 = 55.5$$
 or 55%

- (iii) Temporary Closing of Roads: For maintenance or other managerial reasons, visitation to certain roads may be temporary restricted within the Protected Area. The Corrective Factor in this regard is calculated as:
 - Cf_t <u>= limiting weeks / year</u> x 100 total weeks / year



In Kanha, an average value of 2 limiting weeks per year may be considered as the "limiting weeks", and thus the corrective factor works out to:

 $Cf_{t} = \frac{2 \text{ weeks / year } x \text{ 100} = 5.5\%}{36 \text{ weeks / year}}$

Computation of RCC

 $RCC = 1472 \times \frac{100-78}{100} \times \frac{100-55}{100} \times \frac{100-5.5}{100}$ $= 1472 (0.22 \times 0.45 \times 0.95)$

= 138.4 or 138 visits / day

(c) Effective Permissible Carrying Capacity (ECC): ECC is the maximum number of visitors that a site can sustain, given the management capacity (MC) available. ECC is obtained by multiplying the real carrying capacity (RCC) with the management capacity (MC). MC is defined as the sum of conditions that PA administration requires if it is to carry out its functions at the optimum level. Limitations in management like lack of staff and infrastructure limit the RCC.

For Kanha, owing to the paucity of staff the MC is around 30%. Hence, ECC = $138 \times 0.30 = 41.4$ or 40 vehicles / day.

Thus, the Effective Permissible Carrying Capacity on any single day is only 40 vehicles, which should be allowed entry as below:

(Forenoon) = 25 vehicles (inclusive of both entry points) (Afternoon) = 15 vehicles (inclusive of both entry points)

During peak season (winter months), the staff strength may be increased (only 10%) by deploying "special duty" personnel; this would enhance the ECC to 55 vehicles per day. Further, increase in the number of vehicles would lead to deleterious effects on the habitat.
