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Multi-level Governance of Homestay Tourism for Inclusive Development: From Global Policy Frameworks to West Bengal

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Abstract: Homestay tourism which was once an unorganized sector has gradually turned into a planned development strategy of many governments. This paper empirically examines policy, institutional and governance factors of homestay tourism at the national level (India), sub-national level (West Bengal) and international level and identifies the factors affecting the sustainability of homestay tourism projects. There is hardly any comparative study evaluating homestay policies at various levels of governance. This study reveals a wide gap between policy and action, especially at the state level where homestay tourism initiatives have been characterized by failures due to inappropriate institutional arrangements, poor capacity building measures and lack of regulatory frameworks. The study situates West Bengal homestay policy within the Indian and international context of homestay tourism policies and in the process sheds light on the crucial role played by governance structures, institutional learning and community participation in enabling the sustainability of homestay tourism systems.
Keywords: Homestay tourism, Policy analysis, Community governance, Sustainable tourism, Rural livelihoods, West Bengal.

I. INTRODUCTION

Tourism is becoming an increasingly important economic factor for many countries, generating income and employment opportunities for millions of people worldwide. Tourism also improves living standards and increases foreign exchange earnings and national income, particularly in developing countries (UNWTO, 2020). On the other hand, mass production of unoriginal and inflexible products, which do not take into account the characteristics and needs of the place they are produced in, have become major concerns in terms of social exclusion, the commercialisation of culture, environmental degradation and the marginalisation of local communities in relation to tourism, which are excluded from the planning and the benefits of tourism. The tourism sector is re-examining the current model and seeking new models of sustainable tourism based on the principles of community, sustainability and justice (Scheyvens et al., 2019; Ioannides et al., 2018). One of the most popular models in contemporary literature on community-based sustainable tourism is homestay tourism. The homestay tourism model is based on local culture and society and household economies. In homestay tourism, the visitor stays with a local family in their home, takes an active part in the family's social and cultural activities, and has the opportunity to communicate and learn the local culture face-to-face. Homestay tourism requires less investment in terms of infrastructure than hotel tourism and therefore does not cause the economic losses that local communities suffer in terms of land prices and other expenses for hotel construction. Therefore, homestay tourism is based on the principles of community-based tourism, which involve keeping tourism businesses small and local and distributing the tourism income generated to the local communities and host families (Tolkach & King, 2015). Today, in addition to being an accommodation type, homestays are also used for the empowerment of women, achieving social balance, improving the livelihoods of people living in rural areas and protecting intangible cultural heritage.

Homestay tourism is picking up rapidly from the ground up. The trend in the market has changed for travellers and policy makers alike. More than ever tourists are looking for authentic travel experiences often along the lines of Ecotourism. At the same time there is a global recognition of the need to address issues such as gender disparity, rural poverty and unemployment among the youth. Interestingly enough community-based tourism projects like homestay were specifically highlighted by the United Nations World Tourism Organization (UNWTO) in 2020 as contributing towards several of the Sustainable Development Goals such as for instance eradicating poverty and improving people's living conditions for all, promoting sustainable lifestyles and achieving growth that generates Decent Work for all, reducing inequalities and promoting social inclusion within and between countries.

A. Global Policy Context

This paper attempts to investigate the role of homestay tourism in reducing rural poverty while ensuring the sustainability of international tourism in the context of globalisation. This form of tourism has been incorporated into the international sustainable tourism governance institutions that promote the balance between economic benefits, social justice and environmental protection. In Malaysia and Thailand, national registration systems and homestay standards and training were used to strengthen homestay establishments and to increase the income of rural households and diversify their tourism activities (Mbaiwa et al., 2009; Krittayarungroj et al., 2023). Similarly, in Nepal and Indonesia homestays have become a policy focus of the rural and eco-tourism initiatives implemented in the fragile environment of vulnerable ecosystems.

B. National Policy Evolution in India

Homestay tourism in India has progressed over a period of time due to the cumulative impact of national level initiatives and state level policy experiments. The National Strategy for the Promotion of Rural Homestays (2022) which focuses on promotion of homestays as an entrepreneurship opportunity for rural people, skill development, digital connectivity and clustering has built upon the focus of the Incredible India Bed and Breakfast Scheme (2006) launched by the Ministry of Tourism for the formalization of informal bed and breakfast activities at the household level (Ministry of Tourism, 2022). Many Indian states have implemented context-specific homestay guidelines, such as Himachal Pradesh, Uttarakhand, Sikkim, Kerala, and West Bengal; however, due to a lack of coordination, a lack of capacity-building programs, and ongoing monitoring difficulties, implementation results are still inconsistent (NITI Aayog, 2021).

C. Homestay Tourism in West Bengal

Homestay Tourism Governance in West Bengal, India Homestay tourism has become a significant segment of the tourism sector in many parts of the world. Located at the southernmost tip of India, West Bengal is one of the most culturally and ecologically diverse states of India. In 2017, the Homestay Tourism Policy for West Bengal was introduced, revised in 2022 with updated operational standards and operational rules focusing on marketing, financial support for homestay owners, capacity building for host families, and registration through the West Bengal Tourism Development Corporation (Government of West Bengal, 2022). There is little systematic policy-based impact assessment, though homestays have mushroomed in the hill, forest, and coastal ecosystems of West Bengal.

II.   RESEARCH RATIONALE AND OBJECTIVES

There is a growing body of literature on the effects of homestay tourism at the micro level such as income and social and cultural impacts at the community level. However, there is limited number of studies on the institutional structures of governance, institutional linkages and policy making processes (Tolkach & King, 2015; Goodwin, 2019). Similarly, the researches in relation to the governance of homestay tourism at the global, national and sub-national levels are also scattered and integrated studies are the scarce. This study applies a comparative multi-scalar policy analysis approach in order to examine the governance of homestay tourism by embedding the policy framework of West Bengal in an international and national perspective.

The Study aims to:

- To analyse international policy frameworks guiding homestay tourism development;
- To examine India's national and state-level homestay policies within the rural and sustainable tourism agenda; and
- To critically examine the governance achievements, gaps and future directions in the policy of Homestay Tourism in West Bengal.

III.   LITERATURE REVIEW

A. Conceptual Foundations of Homestay Tourism

Theoretically, homestay tourism can be based on the concept of community-based tourism, which focuses on community involvement, community ownership of tourism, and the fair allocation of tourism's potential outcomes (Goodwin, 2016; Tolkach and King, 2015). As opposed to traditional hospitality organizations, homestays are integrated within household economies and daily social relations and allow the tourist to become part of the cultural practices, food production and habits of host families (Salazar, 2012). This embeddedness makes the homestays as locally-based developmental processes as opposed to them being the commercial accommodation provisions. Empirical studies draw attention to the many dimensions of effects of homestay tourism.

Homestays are also economically beneficial in terms of additional income and development of micro-entrepreneurship, which, in many cases, is advantageous to women and other members of the household (Bhandari et al., 2022). Socially, they are able to enhance community unity and intercultural awareness. Nonetheless, it is also found in the studies that without the clarity of regulation and capacity-building assistance, homestay activities tend to be informal, service quality patterns are uneven, and it is rather hard to keep homestays viable in the long run (Mbaiwa et al., 2009).

B. Global Policy Experiences

Comparative research suggests that to ensure an efficient homestay governance, established registration procedures, continuous host education, and cooperative governance, between the state and civil organizations, and individual players are all needed (UNWTO, 2020). Southeast Asia, and in particular Malaysia and Thailand, experience demonstrates the benefits of standardised quality standards, but indicates the risks of unequal engagement and reliance (Aziz et al., 2017; Ioannides et al., 2018). Homestays can be used to further pro-poor tourism interests were included in greater rural development strategies, research in Nepal and other developing nations indicates. But scholars caution that excessive control, or even commercialisation, particularly of online reservation sites, could compromise authenticity, community ownership, and equitable distribution of benefits (Salazar, 2016; Ioannides et al., 2018).

C. Homestay Policy in India and West Bengal

In India, the discussion of homestay policies has progressively moved from regulating lodging to fostering rural growth and entrepreneurship. Despite the fact that national strategies prioritise cluster-based tourism, skill development, and digital visibility, implementation issues such as insufficient interdepartmental coordination and unequal training coverage still exist (NITI Aayog, 2021).

Homestay laws in West Bengal have boosted revenue diversification associated with eco-tourism and conservation efforts, as well as increased community participation in tourism, especially in hill and forest areas (Bhattacharya, 2024; Das et al., 2025). Empirical research, however, shows that problems with registration awareness, unclear licensing, financial obstacles, and the growth of unregistered business operators persist. These results demonstrate that to maintain homestay tourism as an environmentally friendly development tool, there is a need for improved governance coordination, robust monitoring systems, and policy coherence.
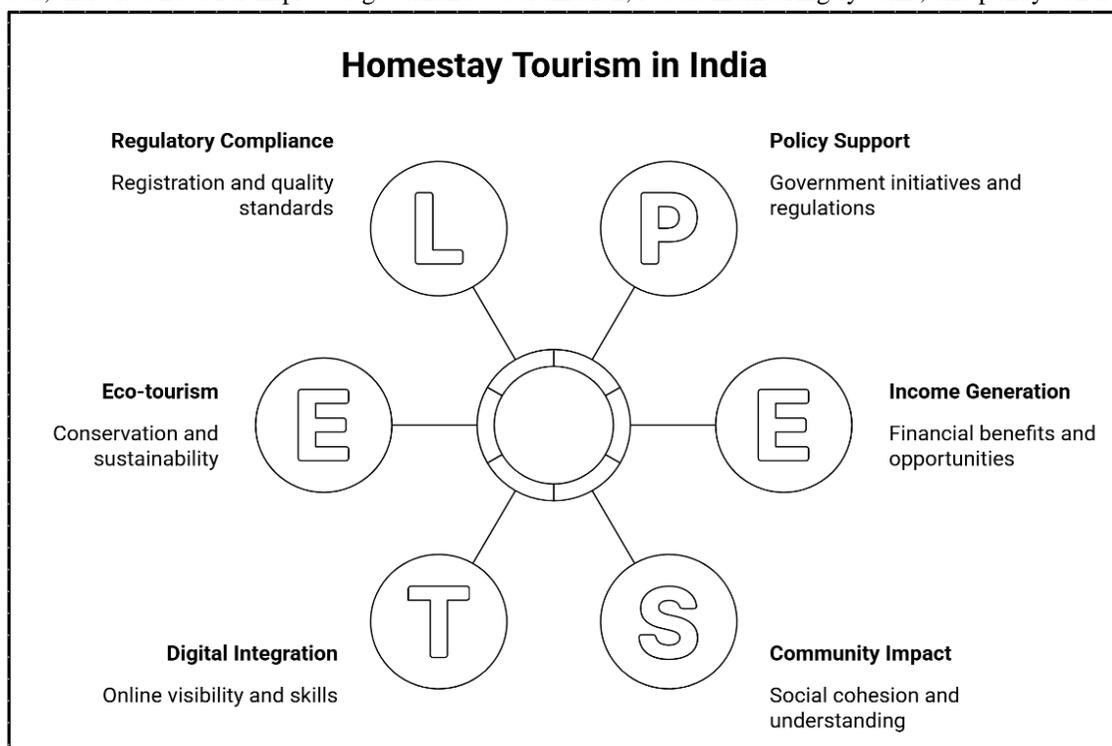

Figure 1 Integrated conceptual and policy framework of homestay tourism: synthesis of theoretical foundations, global experiences, and national-state governance dynamics.

IV. METHODOLOGY

A. Research Design

This study examines at homestay tourist governance as a tool for inclusive and sustainable development through the use of a qualitative, interpretive research design. Since the study focuses on policy purpose, institutional frameworks, and implementation dynamics across governance scales, all of which call for contextual and interpretive analysis as opposed to measurement-based evaluation, a qualitative approach is appropriate (Hall, 2011; Yanes et al., 2019).

The paper employs multi-level comparative policy analysis that examines the homestay tourism systems or structures within the national (Indian), sub-national (West Bengal), and international systems of governance. This architecture allows systematic comparison of how national policies and international standards manifest in state-level policy practice within a system of federal government.
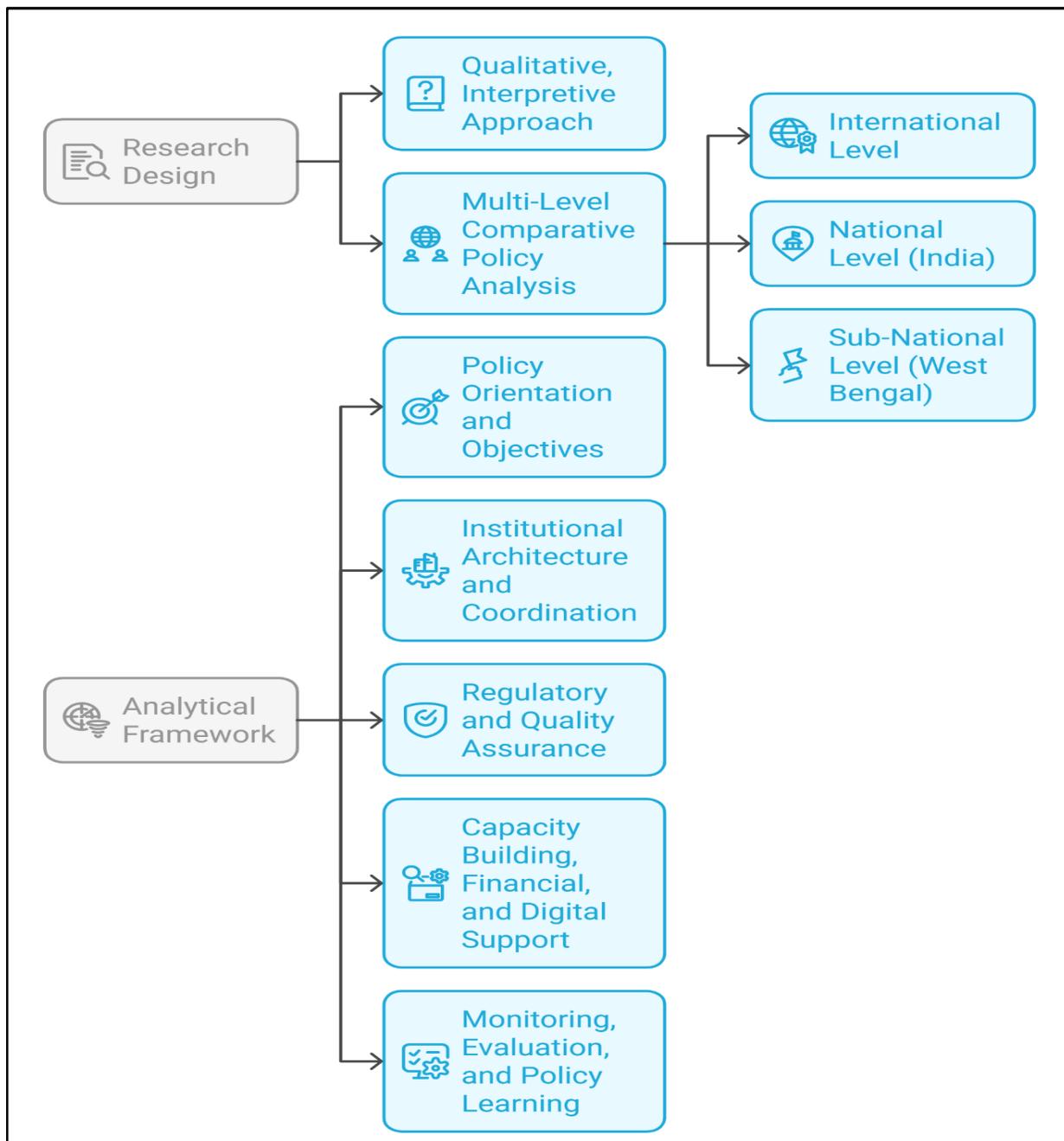

Figure 1 Research Methodology and Analytical Framework

B. Analytical Framework

The analysis is based on a governance-oriented analytical framework which is informed with literature on community-based tourism, sustainable tourism governance, and policy learning. The policies of homestay tourism were reviewed on the five main dimensions:

- policy orientation and development objectives.
- institutional architecture and coordination mechanisms.
- regulatory and quality assurance frameworks.
- capacity building, financial, and digital support systems; and monitoring, evaluation, and policy learning mechanisms.

These dimensions enabled to compare consistently across scales as well as be sensitive to contextual change in administrative potential and tourist ecologies.

V. RESULTS AND DISCUSSION

A. Cross-Scalar Synthesis of Findings

The comparative analysis of the national (India), subnational (West Bengal) and the global policy levels illustrates that there is a developmental logic of commonality in the support of management of homestay tourism. Homestays are never mentioned without being introduced as a means of community-based sustainability, cultural continuity, and diversification of the rural livelihoods on every level. However, there are strong discrepancies in institutional strength, coherence in governing and capacity to implement, even in the presence of the congruency of the stated objectives. The management of homestay tourism around the world has evolved into relatively institutionalised frameworks of standardised certification, systematic capacity building, and systematic oversight. The national and state-based systems in India are more fragmented but adaptable, on the other hand, based on different tourism ecologies and federal administrative systems. West Bengal is between this continuum; it has an inclusive developmental rhetoric, a solid policy objective, but it is not always implemented, there is limited institutionalization, and inadequate monitoring procedures. This cross- scalar variance suggests that the depth of governance design, the validity of the enforcement of regulations and the sustainability of the institutional support have stronger effects on the outcomes of homestay tourism compared to the policy articulation itself.

B. International Experience: Governance Maturity and Empowerment Outcomes

Experience from foreign environments communicates the fact clearly that well spelled out institutional mandate, obligatory development of capacity and quality preservation systems that are dependable are the basic principles for effective governance in homestay tourism. As one of its direct policies, the centralised registration, standard operational rules as well as its integration with general rural development approaches make *Malaysia's National Homestay Programme* a case of high degree of governance maturity (Razzaq et al., 2011). This endeavour was later further fortified by means of the provision of organized training in financial literacy, cleanness maintenance, hotel management as well as microenterprise development; consequently, early 2020s saw a good number approved homestay clusters fully involved in this action. Taking the homestay framework in Thailand as an example, it is clear that the system has been utilized to enhance governance and it is also possible to differentiate while allowing quality so as to give consumer confidence and integrate the market (Krittayaruangroj, 2023). This model gives a clear picture of how performance-based standards can at the same time improve competitive ability and fairness (Krittayaruangroj, 2023). Cooperative ownership, gender-inclusive participation, and community-based management are the most prioritised in South and Southeast Asian countries such as Nepal and Vietnam. These practices are often implemented through the partnerships with development agencies and non-governmental organizations. For instance, in Nepal, community homestay networks link women-led cooperatives to tourism value chains leading to measurable societal empowerment and economic diversification in remote areas (Bhattarai, 2025). An observation that cuts across all these contexts of the world argues the fact that institutions and governance structures play a very big role in ensuring there is the required support for development than promotions alone. When proper training programs, monitoring systems, as well as coordination mechanisms are integrated into policy frameworks, homestays become a major contributor to social inclusion, cultural sustainability, and economic resilience (Goodwin, 2016; UNWTO, 2020). Nevertheless, unguided or platform incentivized expansion may end up undermining the social objectives upon which initially homestay tourism was adopted as a development intervention primarily due to elite capture, commercialisation and loss of community control (Ioannides et al., 2018).

C. National Context: India's Incremental Policy Transition

Home stays in India began officially in 2006 through the *Incredible India Bed and Breakfast Scheme*. Basic rules plus rewards were put in place so families could host guests legally. Though first aimed at cities, it built a base for future efforts elsewhere. Later programs used that structure when shifting attention toward villages.

One year after its launch, the *National Strategy for Rural Homestay* Growth began shifting how small village stays were seen, not just as lodging, but as tiny businesses helping meet global sustainability targets. Backed by government data from 2022, it pushed support through easier access to funds, online exposure, skill workshops, and linking owners to wider enterprise networks such as Startup India and PMEGP.

Outcomes still vary widely across states, even after updated guidelines took effect. Registration numbers remain low because digital systems do not connect well, duties are spread thin across agencies, and coordination lags - these problems persist (NITI Aayog, 2021; Bhattacharya, 2016). Still, places like Himachal Pradesh, Sikkim, and Kerala show a different path: tying homestays to broader rural strategies helps. When local control strengthens, communities engage deeply, tourism follows ethical lines, and sustainability becomes more likely (Gijsbers et al., 2019).

D. West Bengal Homestay Policy: Achievements and Structural Limitations

Homestay Tourism in West Bengal began in 2017, then got updated by 2022 - meant to bring structure to village stays. It fits within Experience Bengal, aiming to highlight real travel moments. Locals run most of these homes, keeping culture alive while opening new ways to earn. Places like the Darjeeling, Kalimpong highlands see more attention, just as much as the Dooars stretch does. Jhargram benefits too, along with parts of the Sundarbans delta.

One way or another, the count of licensed homestays climbed sharply from 2017 into 2025 especially across North Bengal regions (West Bengal Tourism Department, 2023). Since real-world numbers came in, these stays have become a steady source of extra income, especially among women and marginalised families. Because of that shift, more locals got involved in tourism networks while gaining better off-season pay (Das et al., 2025). Over time, place-based stories deepened as offerings blended with themed travel options such as nature walks, tea estate visits, and heritage routes (Pradhan, 2024).

Still, big changes seem out of reach because deep-rooted issues hold things back. Without clear info on how to sign up, many countryside households stay left out - on top of spotty internet access and tangled paperwork (Sindakis et al., 2024). Depending on where you look, some places offer solid training, others don't; funding meant for specific goals often falls short anyway. Even top-performing regions in India struggle to promote services online or to link systems for bookings. A temporary slowdown hit during COVID-19 but pandemic spike in domestic travel has also highlighted institutional and capacity deficiencies. (West Bengal Tourism Department, 2023).

E. Comparative Interpretation

Cross-scalar comparison reveals distinct contrasts in governance depth and operational capacity. While global systems run on tight organisational blueprints, required learning paths, ranked credentials, and tied-in promotion strategies, India's countrywide setup feels looser, shaped by divided authority, spotty access to instruction, and digital tools still taking shape. Take West Bengal, it leans local, built around neighbourhood groups working in clusters, yet stumbles where oversight matters, falling short in consistency checks and follow-up after sign-ups

West Bengal appears caught between informal efforts and official oversight when it comes to tourism. Instead of full coordination, local initiatives still shape much of the experience. What stands out is how shifting toward structured management could alter outcomes. Feedback loops within institutions seem to play a big role in shaping performance. Adjustments over time help fine-tune what works. Policy learning, as described by Hall (2011), finds some support here. When rules evolve based on real input, results tend to improve. Looking elsewhere offers hints - cluster models have helped similar regions. Shared promotion channels allow smaller providers to gain visibility without high costs. Layered certification may also bring clarity where standards were once unclear. Together, such tools might strengthen how decisions take form on the ground.

Table 1Comparative Overview of Homestay Tourism Policy Frameworks: Global, National (India) West Bengal.

Policy Dimension	Global Policy Frameworks	National Frameworks (India)	West Bengal State Frameworks
Policy Orientation	Emphasizes sustainability, community participation, and	Focuses on inclusive growth, rural	Targets local livelihood diversification, and

	equitable benefit-sharing within tourism governance.	entrepreneurship, and decentralization of tourism benefits.	regional tourism development.
Institutional Leadership	International Organization (UNWTO, development agencies) and national governments.	Ministry of Tourism, Government of India	West Bengal Tourism, Department and WBTDC
Primary Objectives	Poverty alleviation, cultural preservation, environmental stewardship, and social inclusion.	Supplementary rural income generation, cultural showcasing and micro enterprise development.	Strengthening rural and hill economies through regulated homestay expansion.
Regulatory Approach	Broad normative guidelines and best practice frameworks.	Central guidelines with flexibility for state level adaption.	State-specific registration, classifications.
Community Involvement	Strong emphasizes on local ownership and participation governance.	Encouragement through rural tourism clusture and self-employment models.	Promoted through host registration and local-level engagement through uneven In practice.
Quality and Standards	Voluntary or semi-formal standards focusing on authenticity, safety and sustainability	Basic safety, hygiene, and service standards under national scheme.	Registration based standards with limited monitoring capacity.
Capacity Building	Training supported through international development programs.	Skill development, digital literacy, and entrepreneurship support initiatives.	Training provision exists but coverage remains geographically uneven.
Market Integration	Increasing linkage with global tourism markets and digital platforms.	National branding, digital portals, and private-sector collaboration.	Relies on state tourism promotion and limited digital visibility
Monitoring and Enforcement	Varies-widely; often constrained by national implementation capacity.	Moderate oversight through tourism department.	Weak enforcement and limited post-registration monitoring.
Key Challenges	Informality, platform-based commercialization and regulatory ambiguity.	Inter-state policy variation, coordination gaps and market access constraints.	Digital exclusion, marketing limitation, and inconsistent institutional support.

F. Policy Implications

The analysis yields several actionable policy implications:

- Institutional consolidation: To better support local hosts, the West Bengal Tourism Development Cooperation should establish a dedicated support team focused on helping families navigate registration and providing them with the digital tools they need to welcome the world into their homes.

- Capacity enhancement: By partnering with local school, college and community groups we can offer hosts professional certification in the areas the matter most. These programmes want to teach digital skills and hospitality and it will provide practical knowledge and financial confidence our hosts need to run thriving business.

- Community clustering: Encourage building local homestay owner networks and stretching of district-level homestay associations so that members can work together to ensure fair distribution of benefits, develop a shared brand identity, and enhance their collective bargaining power with tour operators, online platforms and government agencies.

- Monitoring and evaluation: Established a structured monitoring and evaluation system by regularly assessing homestay performance through measurable socio-economics, environmental and governance indicator, ensuring transparency, accountability, and continuous improvement.

G. Integrative Synthesis

West Bengal Homestay Tourism Policy is balanced approach that blend local innovation with national development goals.Although the frameworks hold strong potential for promoting sustainable tourism. Its long term success depends on local community participation and policy commitment supportive by effective quality assurance system. The finding suggest that homestay tourism outcomes are shaped more by host empowerment sound government structure and adaptive policy learning than by promotional visibility alone.

VI.   CONCLUSION AND POLICY DIRECTIONS

This research sees homestay tourism not merely as another place to stay but as a means to shape fairer, locally driven growth in countryside areas. When looking at patterns worldwide, across India, and within West Bengal, one thing becomes clear: goals around better jobs, local participation, stronger roles for women, and lasting culture often match up - yet how well rules are applied and managed varies widely.

Lessons from places like Malaysia, Thailand, and Nepal suggest lasting success in homestay tourism depends on clear rules, training programs, yet regular oversight too. Yet when platforms grow unchecked, despite weak supervision, local people often lose influence fairness tends to fade along the way.

Homestays in India now tie into digital tools, training, skills, alongside new business chances in villages - thanks to the *National Strategy for the Promotion of Rural Homestays* (2022). Still, progress drags where states fail to align efforts or apply rules the same way (NITI Aayog, 2021). Take West Bengal: growth is happening fast there; people earn more locally because of these stays. Yet confusion remains around who leads what, how hosts learn their role, what rules they follow, even whether oversight works well (Bhattacharya, 2024; Das et al., 2025).

VII.   KEY POLICY DIRECTIONS

To strengthen existing progress and address governance gaps, the study proposes the following priority actions.

A. Institutional Consolidation

A state Homestay observation board should be set up under the West Bengal Tourism Development Corporation to improve coordination, strengthen collaboration and ensure effective monitoring.

B. Standardized Capacity Building

Introduce multi-lingual training certification programme, birdwatching training programme for homestay owners focusing on cultural sensitivity, environmental responsibility and gold standard of service quality.

C. Targeted Financial Support

Linked with the Self-Help Group for financing and introducing a homestay-focused credit guarantee scheme to encourage maximum participation of women and support first-generation entrepreneurs.

D. Verified Digital Visibility

Create a more centralised platform like "Experience Bengal" and reduce dependence on unregulated intermediaries.

E. Community-Centred Clustering

Encourage the development of homestay clusters with ecotourism and cultural circuits supported by strong local value-chain linkages and clear guidelines for preserving cultural heritage.

A twist in the tale comes from West Bengal better governance beats rapid growth when running homestay programs. When locals help shape the rules, these stays grow steadily while lifting entire communities. This path could work just as well in other parts of India or overlooked corners worldwide.

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