
**ANALYSIS OF TOURISM POLICIES, PLANS AND PROGRAMMES – A CRITICAL
REVIEW**

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ABSTRACT:

Addressing the major and multi-faceted challenges faced by the tourism industry demands an integrated approach to policy development across many government departments. Coherence and consistency are essential in the design and application of policies between all levels of government to ensure that tourism policies are effective. This understanding has led to an increased emphasis on a “whole of government” commitment as outlined in the Riva del Garda Action Statement for Enhancing Competitiveness and Sustainability in Tourism. It has been shown that the development of a tourism strategy can play a key role in engaging government, industry, destination communities and other stakeholders to identify a vision and direction for tourism development and in setting priorities for implementing a long-term and sustainable vision for the tourism sector. Tourism strategies are increasingly emphasising public-private sector co-operation. This chapter offers a range of pointers to those areas in which public policy interventions can be most effective.

Key words: tourism industry, government

INTRODUCTION:

The concept of globalisation relates both to the process by which economic markets, technologies and communications become progressively more international over time, and also to a wide variety of social and other issues. For example, the deeper liberalisation of international trade regimes and the reduction in the barriers to all forms of international exchange permitted the very rapid spread of the current global crisis among the world’s financial institutions, triggering the worst global recession for 60 years. These same freedoms also facilitate the rapid spread of threats to global health, such as SARS and H1N1 flu, promote the empowerment of the consumer via access to global knowledge through the Internet, and ensure that changes in international commodity prices through rapidly rising demand from emerging markets now take place almost instantly. Tourism has to operate in this new global economy. It has to confront the challenges to competitive advantage that this rapid spread of information and the economic impact of globalisation bring. Tourism is, of course, both a significant player in the globalisation process (through the rapid expansion of new destinations, new demand, and new markets) and is strongly influenced by globalisation. For tourists, it has brought easier access across borders with reduced barriers to trade and travel from the liberalisation of transport. The impact of strong economic growth in many developing countries, liberal economic policies, dramatic changes in the efficiency and cost of transport, and a growing global middle class (now estimated at more than 2 billion people) with rising living standards, have created a new dynamic in international tourism flows. Underpinning the growth of tourism has been the growth of international trade and investment that has exceeded world GDP growth throughout most of the past decade. Economic growth in the OECD area in recent years has benefited considerably from the dynamism of large non-member economies, especially in Asia. If the pace of globalisation continues, non-member economies are projected to account for 60% of world real output (in Purchasing Power Parities terms), one-half of nominal world trade (at current market rates) and one-third of nominal cross-border asset and liability holdings by 2025.

Globalisation is the new economic and social reality within which tourism has to operate. The tourism industry by its very nature is both vulnerable to the changing market realities that globalisation brings, but can also be a major beneficiary of globalisation given the right adaptation strategies. In parallel to these global trends, tourism markets have also been changing and will continue to change. The explosive growth in outbound tourism from new markets, especially China, the Russian Federation and India, is bringing changing patterns of travel flows and demand. These require new marketing and servicing skills and appropriate product development. Simultaneously, in developed countries, changing social values, lifestyles and demographics are leading to profound social changes which are increasingly reflected in changes in tourism demand. The effects of these changes can be seen in the growing fragmentation of tourism markets, and in the emergence of new niche markets (e.g. retired travellers in developed countries; health tourism in developing countries). In OECD economies, for example, holidays for singles, retired people and money-rich/time-poor short-break travellers are developing into major market segments in addition to the traditional annual family holiday. Other emerging niches include trends for adventure, active and higher involvement experiences, indulgent and luxury travel, a search for unique experiences and demand for authenticity. Customers are increasingly experimental, willing to try new products, foods and attractions, and are unwilling to give a second chance to destinations providing poor products or services. Globalisation is likely to continue to encourage the growth of business travel with the increasing mobility of business and growth of global enterprises with growing expatriate workforces. Meetings, incentives, convention and exhibition travel will continue to be a high growth segment. Time-poor business travellers will seek to combine business and leisure trips. Tourism policy development needs to be aware of such changes.

ECONOMY-WIDE IMPACT OF TOURISM:

Tourism contributes to activity in virtually every industry across the economy. The process by which the consumer (visitor) comes to the product (the destination), consumes identifiable tourism products and also incurs normal day-to-day living expenses in that destination is unique among traded goods and service markets. The wide ranging nature of the products and services consumed by tourists presents particular issues which are not common to other product markets. In addition, tourism has social effects in areas as diverse as crime, health, congestion, land and other prices, and urban amenities. Research has shown that tourism creates vital forward and backward linkages with other sectors of the economy (see Tourism in OECD Countries 2008, Section 2B). This illustrates the extent to which tourism has a multiplicity of stakeholders and shows that governments have to address both horizontal issues (across agencies responsible for transport, infrastructure, regional development, immigration and customs, education and training and so on) and vertical issues (from the national level through, to the provincial, regional and local levels of government) in the design and execution of tourism-related policies and programmes.

Tourism Satellite Accounts identify many industries as “Tourism Characteristic” or “Tourism Connected”. Spending by visitors goes directly to a wide range of enterprises located in the tourism destination which often do not identify themselves with the tourism industry at all, and may have little understanding of the extent to which their sales are generated from tourism demand. Furthermore, the structure of the industry is heavily weighted towards SMEs operating in highly competitive markets. Such firms typically have little capacity for longer-term planning, research or strategic development. They generally produce and sell only one component of the tourism product. The complex web of stakeholders in the tourism industry creates a fragmented structure that governments can find hard to serve through general policy measures.

Comprehensive tourism policy highlighting the importance of tourism and the objectives of tourism development for the country was promulgated by the Government in 1982. The policy envisaged developing many attractions in India for tourism through well-planned, well-defined and fully-

integrated national programmes. It specified the responsibility for Pilgrimage tourism development as a common endeavor of all agencies vitally concerned with tourism at central and state levels, including public and private sector enterprises; airlines, railways and road transport systems; municipal and local bodies as well as cultural and educational institutions. It further provided an action plan based on a "travel circuit" concept to maximize the benefits of tourism. The plan proposed to achieve intensive development of selected circuits, dispel the tendency of concentration in a few urban centers, encourage the diversification of tourist attractions and open economically- backward areas which have many tourist attractions.

Tourism was recognized as an industry by 1986 and became eligible for incentives and facilities, including tax incentives, subsidies, priorities in the sanctioning of loans by state financial institutions and preferences in providing electricity, water and sewerage connections. A National Action Plan for Tourism was drawn up in 1992 and it envisaged an increase in the percentages here of tourist arrivals in India from 0.4 to 1 per cent of world arrivals within a period of five years. Employment in the Pilgrimage tourism sector was also expected to double by the turn of the century. The basic strategy for increasing the tourist flow includes improvement of infrastructure facilities in identified circuits and destinations, development of special tourism areas, diversification of tourism products, development of pilgrim tourism and a package of incentives for attracting private investment to the tourism sector. It is now being proposed to increase tourist arrivals to 5 million by the turn of the century. This would mean substantial expansion of tourism infrastructure facilities like hotels, restaurants, tourist coaches, cars, air taxis, entertainment facilities and so forth. The strategy for achieving the national objective is to establish all inclusive "Special Tourism Areas" and undertake intensive infrastructure development for identified circuits and destinations. The National Council of Applied Economic Research (NCAER) had undertaken in 2001 a feasibility study for the Ministry of Tourism and Culture, Government of India, on developing India's TSA. Subsequently, the Ministry of Tourism again reposed their trust in NCAER, requesting a national survey of domestic tourism with a view to both help move forward the process of TSA development, as well as to generate a better understanding of domestic tourism in India.

SCHEME FOR INFRASTRUCTURE AND DESTINATION DEVELOPMENT:

The focus under this scheme is on improving the existing products and developing new tourism products to world class standards. For infrastructure and product development, the Ministry of Tourism has been providing Central Financial Assistance to the State Governments during the 9th Five Year Plan which resulted in strengthening of the infrastructure and product development in the country. The scheme has been restructured during the 10th Five Year Plan to meet the present day infrastructure requirements. The past experience had been that a large number of small projects had been funded under the Scheme, spreading the resources very thinly, which at times had not created the desired impact. The focus in the Tenth Plan has been to fund large projects of infrastructure or product development in an integrated manner. Under the revised scheme, the destinations are carefully selected based on the tourism potential. Master planning of these destinations is undertaken so as to develop them in an integrated holistic manner. The master plan is supposed to tie up all backward and forward linkages, including environmental considerations. Realizing the importance of destination development, the total outlay for this sector has been increased substantially. Important tourist destinations in each State, in consultation with the State Governments, are taken up for development. This includes activities ranging from preparation of master plans to implementation of the master plans. The destinations are selected in consultation with the State/UT Governments.

Scheme for Integrated Development of Pilgrimage Tourist Circuits Under this Central Financial Assistance scheme the Ministry of Tourism Government of India has been extending assistance to States for development of tourism infrastructure. Experience has shown that in the past funds under the

CFA have been used to fund a large number of small isolated projects, spread throughout the length and breadth of the country resulting in the resources being spread very thinly. Therefore, in order to provide quick and substantial impact, during the 10th Five Year Plan, these new schemes of Integrated Development of Tourist Circuits have been taken up. The objective of the scheme is to identify tourist circuits in the country on an annual basis, and develop them to international standards. The aim is to provide all infrastructure facilities required by the tourists within these circuits. The Ministry of Tourism aim at convergence of resources and expertise through coordinated action with States/UTs and private sector.

Scheme of Assistance for Large Revenue Generating Projects It is recognized that the development of tourism infrastructure projects requires very large investment that may not be possible out of the budgetary resources of the Government of India alone. In order to remove these shortcomings and to bring in private sector, corporate and institutional resources as well as techno-managerial efficiencies, it is proposed to promote large revenue generating projects for development of tourism infrastructure in public private partnerships and in partnerships with other Government / Semi-Government agencies. Large revenue generating project, which can be admissible for assistance under this scheme, should be a project, which is also a tourist attraction, or used by tourists and generates revenue through a levy of fee or user charges on the visitors. Projects like Tourist trains, Cruise vessels, Cruise Terminals, Convention Centers and Golf Courses etc. would qualify for assistance. However, this is only an illustrative list. Hotel & Restaurant component will not be eligible for assistance under the scheme either on a stand-alone basis or as an integral part of some other project. Besides hotel & restaurants, procurement of vehicles and sports facilities like stadiums will also not be eligible for assistance under the scheme.

Scheme for Support to Public Private Partnerships in Infrastructure Development of infrastructure require large investments that cannot be undertaken out of public financing alone. Thus, in order to attract private capital as well as techno-managerial efficiencies associated with it, the government is committed to promoting Public-Private Partnerships (PPPs) in infrastructure development. This scheme has been put into effect for providing financial support to bridge the viability gap of infrastructure projects undertaken through Public Private Partnerships. Scheme for Market Development Assistance (MDA)The Marketing Development Assistance Scheme (MDA), administered by the Ministry of Tourism, Government of India, provides financial support to approved tourism service providers (i.e. hoteliers, travel agents, tour operators, tourist transport operators etc.,

NEW TOURISM POLICY OF U.P.:

The detailed report of the UP government on the work of the UP tourism department for year 2008-09 states that of every four international travellers coming to India, one visits UP, the same way that out of every four domestic Indian travellers, one visits UP. This in itself is an opportunity to be explored for state the size of UP With numerous religious and historical destinations, the state is waiting to be explored. According to the tourism department; the aim is to have an overall pilgrimage development of the various tourism destinations and circuits in the state. A special effort has been put in discovering new destinations keeping in view that after the separation of Uttarakhand in 2003; UP lost a major chunk of its developed destinations. The Uttar Pradesh Tourism Policy was enforced in December 1998. While the current policy does promote mid-segment business opportunities for tourism entrepreneurs, it cannot be denied that a more contemporary policy will soon be required. And the matter is under study. The most captivating bit about the central plains of the state is that it is as rich and vibrant with its history, architecture, religion, culture and traditions. This provides the smallest district of the state an opportunity to share the tourism limelight. Half of UP's current popularity is dependent on the Taj Mahal; but with the various environmental hazards and controversy surrounding the same, UP is in dire needs of promoting its other destinations. The tourism department introduced a progressive tourism plan promoting circuit tourism. UP also has a tourism police force active in the

cities of Varanasi, Agra, and Lucknow. The increase in their purview and powers is under speculation.

TOURISM ADMINISTRATION DEVELOPMENT IN U.P.:

In order to prepare schemes relating to the development of Pilgrimage & religious tourism and to execute them, the Directorate of Tourism was established in the year 1972 of which the Director General is an I.A.S. officer. In 1974 the Uttar Pradesh State Tourism Development Corporation was established to look after the commercial activities which are a part of development of tourism. Its Managing Director is also an I.A.S. Officer. In addition the Food Craft Institute, Aligarh, this was under the control of Government of India, and later transferred to the Department of Tourism on 1-7-1985, providing training of subjects relating to tourism.

The Tourism Development Policy has been framed in Uttar Pradesh under which Tourist circuits are being developed in the following manner:-

1. Buddhist Circuit
2. Bundelkhand Circuit
3. Braj (Agra-Mathura) Circuit
4. Awadh Circuit
5. Vindhya- Varanasi Circuit
6. Water Cruise
7. Wild Life -Eco Adventure Circuit

BUNDELKHAND CIRCUIT AND GOVT. POLICIES & PROGRAMMES:

The Uttar Pradesh tourism department has decided to take up integrated projects to promote Bundelkhand as a tourist destination and explore the region's potential for luring domestic and international tourists. The department has invited Expression of Interest from consultants to develop a plan for promoting Bundelkhand circuit under the Integrated Tourism Development Plan (ITDP). Giving details, Secretary (Tourism) and Managing Director Uttar Pradesh State Tourism Development Corporation Avanih Awasthi said, "Bundelkhand region has immense potential for not just the domestic tourists, but also the foreign tourists". With historical places like Jhansi, Mahoba and Chitrakoot, the circuit certainly has all what it needs to woo tourists. And we are now planning to market it in a big way. By inviting consultants, our aim is to weave in professionals who can offer us best plans as to what all should be done for the development of the circuit and how we can sell it. After getting these plans, we will work towards improving the circuit." The Bundelkhand region boasts of sites like Jhansi fort and several monuments in the vicinity, including temples, the Kalinjar fort in Banda treasuring the best from ancient and medieval architecture, the Charkhari fort and Sun Temple in Kalpi in Mahoba, the Deogarh fort in Lalitpur district with temples dating back to the Gupta period and also Jain temples, and the forts and temples in Chitrakoot. According to experts, the region is not only connected to the Gupta period, but also the country's struggle for independence. Said an official of the department, "We have our properties in all these locations for accommodation and their proximity with places like Khajuraho and Orchha makes them even more attractive. We just need a plan that can fit things into place." Tourism in drought-stricken Bundelkhand will get a boost, with the Union Ministry of Tourism granting Rs 5 crore for the tourist circuit development. According to officials of the Uttar Pradesh tourism department, the money has already been released and the department will use it to develop Jhansi and Lalitpur districts. The Union ministry has appointed a consultant, who will develop a plan for the region according to which the money will be utilized in these two districts. The state government had sent the proposal for development of the Bundelkhand circuit some three years ago. An official in the tourism department said, "Bundelkhand has been a significant region in terms of connecting with the glorious history of the country. We have beautiful forts like Jhansi, Kalinjar and Deogarh, which have immense potential. Developing the region will not only attract tourists but also open up employment avenues for local people. We had sent a proposal in 2007-08 for developing the Bundelkhand circuit, and had demanded Rs 8 crore under the Circuit

Development Scheme of the Government of India. We have finally got the clearance and the money now.” Under the project, UP tourism, through the Rajkiya Nirman Nigam, will develop Jhansi and Lalitpur districts. Out of the Rs 5.56 crore, Rs 2.36 crore will be used for developing a tourist facility centre at the state museum in Jhansi. Rs 1.5 crore on the Barua Sagar lake and Rs 27 lakh on renovation of Talbehat area in Lalitpur, which is known for ancient temples. Rs 60 lakh will be spent on renovation of Deogarh fort in Lalitpur.

Table.1 Different level of programmes

S. No	Name of the programme	District	Budget (lacks Rs.)	Starting Year	Remarks
Central Govt Programmes					
1	Sound & Light Show	Jhansi	32.00	2007	Project finished
2	Tourist Complex at Simoni	Banda	447.69	2006-07	55% work completed
3	Tourist development of Chitrakoot	Chitrakoot	440.70	2007	85% work completed
4	Development of Bundelkhand Circuit	Jhansi/ Lalitpur	559.25	2010-11	22% work completed
State Govt Programmes					
5	\Construction of Information Centre	Chitrakoot	44.25	2005-6	70% work completed
6	Construction of Rahi Guest House	Chitrakoot	293.82	2006-7	64% work completed
7	Provision of Lights on Tourist sites	Chitrakoot	46.05	2009	95% work completed
8	Tourism Development of Kalinjar Fort	Banda	74.37	2006	Project finished
District Level Development Programmes					
9	Development of DevangnaKotitirth	Chitrakoot	10.00	2009-10	80 % work completed
10	Development of Shringh Rishi Ashram, Khrela	Mahoba	30.00	2009-10	Project finished
11	Provision of Public toilet facilities in Shringh Rishi Ashram, Khrela	Mahoba	10.00	2010-11	40 % work completed
12	Landscaping in Shringh Rishi Ashram, Khrela	Mahoba	10.00	2010-11	25 % work completed
13	Development of BodhhaVihar, Paricha	Jhansi	20.00	2010-11	Work yet to started
14	Development of Vajpayee Talab, Mauranipur	Jhansi	10.00	2010-11	95 % work completed
15	Development of Tourist point at civil lines	Lalitpur	5.03	2010-11	40 % work completed
16	Landscaping of Ramkund	Oari	13.3	2001-02	Completed
17	Redevelopment of SakhiKe human Mandir	Jhansi	5.00	2002-03	Completed
18	Redevelopment of Shiv Mandir Near MehnadiBagh	Jhansi	5.00	2002-03	Completed
19	Water & Light development in karondi Mata Mandir	Jhansi	3.37	2003-04	Completed
20	Landscaping of Sun Temple in Kalpi	Oari	10.00	2006-07	Completed

CONCLUSION:

We need more substantive progress in applying the principles of sustainable tourism development can be achieved through a combination of voluntary initiatives, more effective enforcement of relevant laws and an active role for civil society. Collaborative approaches that include the public sector, the private sector and stakeholders when planning, coordinating and implementing tourism development programmes should be encouraged at the local level in order to preserve the cultural heritage protect the environment and ensure more equitable distribution of economic benefits. Codes of ethics and conduct, such as the Global Code of Ethics on Tourism of the World Tourism Organization which applies to all stakeholders, are useful tools for promoting greater awareness and understanding about the environmental, economic and socio cultural effects of tourism on various groups of stakeholders, including poor people.

While tourism can be developed as an entry point in the poverty reduction effort, recent disasters and crises have demonstrated that there are significant risks in relying upon tourism as the sole means of reducing poverty. Consequently, there is a need for agencies and ministries outside the tourism sector to assist in more broadly based poverty reduction programmes while linking with the tourism sector. This broad approach will minimize some of the employment and income generation risks linked to the tourism sector.

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