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TOURISM IN INDIA  
History and Development







# TOURISM IN INDIA

## History and Development

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**TOURISM IN INDIA**  
*History and Development*

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## Preface

"If we were to look over the whole world to find out the country most richly endowed with all the wealth, power and beauty that nature can bestow—in some parts a very paradise on earth—I should point to India. If I were asked under what sky the human mind has most fully developed some of its choicest gifts, has deeply pondered over the greatest problems of life, and has found solution of some of them which well deserve the attention even of those who have studied Plato and Kant—I should point to India."

MAX MUELLER

India is a vast and diverse country which has something to offer to everyone. The rich beauty of its ancient monuments, the beat and rhythm of its folk and classical dances that have come down the ages almost unchanged, its colourful crowded bazaars contrasting with the peace and grandeur of the snow-capped mountain tops, the quiet backwaters of Kerala and their beautiful beaches, and above all its well-meaning, charming people—these are a few of the countless facets of India which are timeless in their appeal. All these go to make India a land of tourists' paradise.

However, due to historical reasons, India started taking interest in the modern concept of tourism rather late in the day. The economic and social advantages of tourism which were being fully exploited by many countries, especially in the West, came to be recognised in India only in the 'sixties. Although considerable time and attention were devoted to the development of tourist traffic immediately after independence, it was only about fifteen odd years later that tourism received the priority it richly deserved.

This book is a modest effort to describe the history and development of tourism in India. An attempt has been made, for example, to describe in brief the rich ancient and historical heritage of India, and the impact it had on the early travellers who visited India for a variety of reasons. An attempt has also been made to piece together facts relevant to the early history and development of tourism in the country. Tourism Organisation as it emerged after independence and the different measures

taken to strengthen the same, especially the need for planning, have also been discussed in detail. The study also discusses the International Organisations dealing with tourism, and their role in promoting global travel.

The important role that tourism has come to play in the different sectors of regional and national development of the country has earned for it the status of an industry. It has now been fully appreciated that tourism has all the potential to make sizeable contribution to national prosperity.

Later in the book, the new approach to tourism, and the fresh guidelines given by the present government have also been examined in detail.

In short, with a fairly broad base the book covers almost all the different aspects of tourism development in India.

A glossary of tourist and travel terms, some common abbreviations, a bibliography and a list of important tourist trade journals and periodicals have also been provided.

It is the author's hope that the book would be immensely useful for college and university courses in tourism. Even those who may have a layman's interest in the subject will find the information contained in this book as much interesting and valuable.

New Delhi

A.K. BHATIA

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## Abbreviations

A.I.	: Air India
A.P.	: American Plan
A.S.I.	: Archaeological Survey of India
A.S.T.A.	: American Society of Travel Agents
B.I.T.	: Bulk Inclusive Tour
D.G.C.A.	: Directorate General of Civil Aviation
D.I.T.	: Domestic Individual Tour
D.O.T.	: Department of Tourism
E.C.A.F.E.	: Economic Commission for Asia and Far East
E.C.S.O.C.	: Economic and Social Council of the United Nations
E.P.	: European Plan
F.H.R.A.I.	: Federation of Hotel and Restaurant Associations of India
F.I.T.	: Foreign Individual Tour
F.T.T.	: Foreign Travel Tax
G.I.T.	: Group Inclusive Tour
I.A.	: Indian Airlines
I.A.A.I.	: International Airport Authority of India
I.A.T.A.	: International Air Transport Authority
I.C.A.O.	: International Civil Aviation Organisation
I.H.A.	: International Hotel Association
I.L.O.	: International Labour Organisation
I.T.D.C.	: India Tourism Development Corporation
I.U.O.T.O.	: International Union of Official Tourists Organisations
I.U.N.T.P.O.	: International Union of National Tourist Propaganda Organisations
I.T.	: Inclusive Tour
I.T.C.	: Inclusive Tour Charter
I.Y.H.F.	: International Youth Hostel Federation
M.A.P.	: Modified American Plan
N.C.A.E.R.	: National Council of Applied Economic Research
N.D.C.	: National Development Council
N.T.B.	: National Tourism Board
N.T.O.	: National Tourism Organisation

O.E.C.D.	: Organisation for Economic Cooperation and Development
O.E.E.C.	: Organisation for European Economic Cooperation
P.A.T.A.	: Pacific Area Travel Association
R.T.A.C.	: Regional Tourist Advisory Committee
R.T.O.	: Regional Tourist Office
S.A.R.T.C.	: South Asia Regional Tourist Council
S.A.T.W.	: Society of American Travel Writers
S.S.T.	: Supersonic Transport
S.T.D.C.	: State Tourism Development Corporation
T.A.	: Travel Agent
T.A.A.I.	: Travel Agents Association of India
T.B.R.E.	: Tourist Baggage Re-Export
T.D.C.	: Tourism Development Corporation
T.W.A.	: Trans World Airlines
U.F.T.A.A.	: Universal Federation of Travel Agents Association
U.N.	: United Nations
U.N.D.P.	: United Nations Development Programme
U.N.C.T.A.D.	: United Nations Conference on Trade and Development
U.N.E.S.C.O.	: United Nations Educational, Scientific and Cultural Organisations
W.A.T.A.	: World Association of Travel Agents
W.H.O.	: World Health Organisation
W.T.O.	: World Tourism Organisation
Y.H.A.I.	: Youth Hostel Association of India

**TOURISM IN INDIA**  
**History and Development**



## Introduction

"The world should no longer regard tourism merely as a business, but as a means by which man may know and understand one another; human understanding being so essential in the world at this time."

*Gustavo Dias Ordaz*

Practically every country in the world is now looking to tourism as an important factor in the growth of national prosperity. Rapid development in the means of transport and communication has made the whole world practically one neighbourhood. Millions of people who less than a century ago would have considered a few hundred miles a very long journey now seem to enjoy the prospect of moving from one continent to another in a matter of hours. Prosperity, leisure, coupled with the quest for pleasure and recreation, are the motivating factors which sustain development of tourism, and which have given rise to annual movement of a large number of people from one country to another. This movement, to begin with, was very rapid in the West. Affluent Europeans started moving in great numbers to various places in search of knowledge and also recreation. Earlier, Romans visited temples, shrines, festivals and health resorts for health and amusement.

Education was at first the strongest motive for travel. It remained not the least important of motives of tourists in the 19th and the 20th century when travel came to be regarded as a means of self improvement, and education in its broadest sense. The great number of tourists who currently move about Europe, the Far East, Asia and South America visiting monuments, museums and places of historic interest are in the same tradition. Unlike in the past when travel abroad was only the prerogative of the wealthy, and was, in many a case, fraught with discomfort and danger, travel today is easy and comfortable. The introduction of railways and other modes of transport like motor car and the aeroplane have vastly increased the opportunities for escape and adventure. Frontier restrictions, customs



examinations and heavy toll at frequent intervals which had made travel in the past rather restrictive have now been liberalised making it easy for travellers to move.

By the early 19th century all the main characteristics of modern tourism were evident in embryo in the West. Changes in mental attitudes towards pleasure seeking, an increase in the material wealth improvement in transport facilities, the growing acceptance of the value of travel for education, social prestige and pleasure, the recuperative qualities of resorts for health and relaxation, and the increasing need to find relief from working routine as much as from the tensions of fast moving societies—all these factors combined to produce fertile pastures for the development of pleasure traffic on a large scale and are indeed factors upon which the maintenance and growth of the tourism industry wholly depend.

By the beginning of the 20th century, started a large movement of travellers. With the large movement of travellers to various tourist spots around the world came a big boost to tourism. Before the Second World War, world travel reached its peak and was already showing an encouraging upward trend when the war interrupted the flow. However, since the early 1950s international tourism had again started growing rapidly, particularly after the liberalisation of foreign exchange and travel restrictions which were introduced in the years following World War II. Gradually tourism reached new proportions not only in the traditional tourist countries like Italy, Spain and Switzerland—but also in many countries outside Europe. Thus we find that the volume of foreign travel depends not only on income levels, or levels of education but also on peace and stability.

During the decades following the Second World War, there has been a spectacular increase in tourism—both within countries and also internationally. This clearly reflects the improved economic status of major population groups in all countries, coupled with an increased span of leisure available for being gainfully utilised. Travel received further fillip from the expansion of air transport at lower rates with a concurrent saving in time from improved highway systems permitting convenient use of motor vehicles and accessories, and from the increased availability of cheaper and more comfortable accommodation. Many countries, recognising the economic benefits that will accrue from tourism, have, as a result, established programmes to

promote international travel and have assisted in the provision of better physical facilities for the accommodation of tourists. In over 25 countries, tourism has now become one of the top three "export" items in their national economy.

Many countries have come to realise that international tourism has become one of the fastest growing industries in the world. In some countries it has become the main sector of the economy while in others it serves to provide a major source of finance for development purposes. In either case it is a major source of earning foreign exchange for all tourist markets. No country has ever admitted that its reserves of gold and foreign exchange are more than adequate, and few have escaped balance of payment crisis in the past few decades. The foreign exchange earned by tourism is earned more conveniently than by manufactured goods. There is no problem of packaging the product at the factory, transporting it to the docks, shipping it overseas and patiently waiting for payments. In the tourist market the customer brings himself to the point of sale at his own expense and takes immediate delivery of the needed services.

Tourism is also being recognised as a source of employment. It is a highly labour-intensive industry offering employment to both the semi-skilled and the unskilled. Being a service industry, it creates employment opportunities for the local population. This becomes more important in a developing country where the level of unemployment and underemployment tends to be high. Tourism creates a large number of direct jobs in various establishments. Direct employment is also generated for certain category of workers. Those directly employed in the tourist industry create indirect employment in certain other sectors through their demand for goods and services. Besides, providing employment to a large number of people, tourism can be the instrument of a regional policy aimed at achieving an equitable balance between major industrial areas and the rest of the country. Many areas are simply not suited to industrial development. Tourism enables the wealth earned in one part of the country to be transferred in part to another. Practically every country in the world is now looking to tourism as an important means to the end of national prosperity.

In addition to the strictly economic benefits to be realised by way of earning foreign exchange and generating employment, tourism makes a tremendous contribution to the improvement

of social and political understanding. Travel between the countries fosters a better rapport between populations. Political, ideological and cultural misconceptions are minimised. Communications are established such as can be related in many instances to better political understanding. Personal international contacts have always been an important way of spreading ideas about other cultures. Tourism is thus an important means of promoting cultural exchanges and international cooperation. Conversely, the highlights of the cultural scene within a country itself can be viewed as a means of enhancing resources to the extent they provide an element of attraction for the tourists. The entire context in which the country presents itself to tourists can be considered in the broader sense of its cultural wealth. Many aspects of a nation's way of life can in varying degrees appeal to travellers and visitors. The experiences gained through travel have a profound effect upon the life of the individual as well as upon society as a whole. As one thinks back over the years of one's life, one's travel experiences are among one's most outstanding memories. Travel exercises a very healthy influence on international understanding, and appreciation of other peoples' styles of life.

Thus we find that the impact of tourism on national economies, social and cultural life, and on international understanding is today becoming increasingly crucial because of the growing size of the tourist market. Millions of visitors from large number of countries are spending a fortune abroad. With the development of science and technology resulting in fast and efficient transport and communication systems, the world has shrunk to a matter of a few hours of travel.

The benefits of tourism are especially important for developing countries like India. Both from the economic and the social point of view, tourism has benefited the country a lot. Rapidly growing awareness of the economic, financial and social advantages of tourism as a potential industry, coupled with the recognition that such advantages can best be achieved through systematic efforts for its expansion, has led the country in recent years to extend, and enlarge its direct interest and role in tourism. A cursory glance at the traffic figures would reveal that over the years there has been a significant growth in the tourist arrivals as well as in foreign exchange receipts. Tourist arrivals have increased almost five-fold from a mere 1,23,095 in the year

1960 to 6,40,422 in the year 1977. There has been a constant increase in the number of tourist arrivals since 1965. On the whole, India has been achieving a compound growth rate of 15 per cent every year. During 1977, a growth rate of nearly 20 per cent was recorded. There has been a marked increase in foreign exchange receipts over the years. India's foreign exchange receipts from tourism are estimated on the basis of average per capita expenditure of tourists arriving from different countries as verified from surveys conducted from time to time. India's receipts have increased almost eleven-fold from Rs. 25.2 crores in the year 1967 to Rs. 270 crores in the year 1977. Tourism now ranks sixth in the 'export' industries of India. Although, as compared to international traffic figures and foreign exchange receipts, India's share is very low, yet considering at the same time that India has only recently realised the value of tourism, the figures are quite impressive. Travel conveniences notwithstanding certain factors, like India's distance from the affluent tourist markets of the world such as USA, Canada, Japan and Australia do tend to stand in the way of India's not receiving larger number of tourists from these countries.

The development of tourism in India is a fascinating subject. What makes it so fascinating is the history of the country itself. Tourism thrives on the history of the country. In fact, tourism cannot be isolated from history much less in a country like India whose cultural heritage has a wealth of attractions. Throughout the ages, many races and people, who came either temporarily into contact with India or settled permanently within its borders contributed to its richness. In the long panorama of India's history, wrote Jawaharlal Nehru, "there were men who seemed to know life and understand it, and out of their wisdom they built a structure which gave India a cultural stability which lasted for thousands of years." India's glorious traditions and rich cultural heritage are linked with the development of tourism. Its magnificent monuments attract large numbers of visitors from all over the world. Besides, its cultural heritage, India also occupies a unique geographical position. India has an exceptionally varied climate ranging from the extreme cold in high altitudes to the hot summers in the plains. The wealth of cultural traditions extending over thousands of years, the natural surroundings, the architectural masterpieces,

the music, dance, paintings, customs and languages—all these go to make India a tourist paradise. Few countries in the world provide such varied interests to a visitor.

In the words of Nehru, India is "a land of contrasts", where rural tranquillity rubs shoulders with metropolitan bustle, austerity with pomp and show, and pageantry with simplicity. History has been equally generous in bequeathing a treasure of monuments. There is the immortal Taj, the Dravidian temples of the South, especially those of Madurai, and the world famous frescoes of Ajanta and Ellora. There is, also, no dearth of cities that create an impression on the tourist. In the words of Mark Twain, India is, "the one country under the sun that is endowed with an imperishable interest for alien prince and alien peasant, for lettered and ignorant, wise and fool, rich and poor, bonded and free and on land that all men desire to have seen and having seen once by even a glimpse would not give that glimpse for the shows of all the globe combined." This sums up the relationship of history with tourism and how these two put together contribute towards the development of the country's economy.

The book has been divided into twelve chapters. The first four chapters of the book deal with the background of Indian history and the early development of tourism. Chapter one of the book recapitulates briefly the highlights of India's civilization and cultural heritage. Starting from the Indus Valley Civilization which flourished more than four thousand years ago it traces the history up to the period when the British established the East India Company. In chapter two an attempt has been made to describe the various contacts which the early travellers made with India resulting in the opening of the various trade routes. With the opening up of the various land and sea routes, the early travellers came to India from distant lands in search of knowledge, adventure, trade and commerce. Travel facilities as obtaining in ancient India have been described. Travel to India by people from all over the world has been due to a variety of reasons the most important among them being trade and commerce. Travellers have been visiting India mostly in search of fortune. This is more true in the case of Europeans. Various travellers who came to India from time to time wrote interesting accounts of their experiences. These have also been described.

India is a land of contrasts—from tropics to snows. It is second most populous and the seventh largest country in the world with a variety of scenery, intensive and equally varied agriculture, extremely diversified industry, big cities and thickly populated areas—all of these make India a wonderful place, not easy to describe in a few pages or paragraphs. In the third chapter, therefore, a modest attempt has been made to describe in a nutshell the various facets of India. To describe India in detail is not possible within the pages of this book. But what was tourism like on the eve of Independence and how did India receive a visitor who came to see the astounding beauty and variety of the country? What were the early efforts to promote tourism in India and what were the various facilities and infrastructure available? An attempt has been made in this chapter to answer these questions.

The next five chapters review the administrative and political considerations in the field of tourism. Chapter five gives a detailed analysis of the place of tourism *vis-à-vis* the constitution, and the division of responsibilities under the constitution. The role of various Parliamentary Committees and the Financial Committees *vis-a-vis* tourism has been discussed. The two financial committees namely; (i) The Estimates Committee and (ii) The Public Accounts Committees are the two agencies which review the national economy, organisation and policies of the government in relation to the efficiency of administration. These committees also examine the manner of expenditure of monies provided by the Parliament. An attempt has been made to examine the various aspects of tourism dealt with by these committees. Chapter six deals with the planning machinery in India with special reference to planned tourism. The idea of coordinated effort for the promotion of rapid development of the economy was an integral part of the thinking in India long before independence. However, it was in the year 1938, that a National Planning Committee was formed. Soon after independence the Planning Commission was set-up in the year 1950.

The Planning Commission and the National Development Council together constitute two powerful organs which work to plan the coordinated advance in the whole area of national development through the means of successive Five Year Plans. An attempt has been made to trace the growth of the tourism sector during the five-year plans. It will be interesting to note



in this context that tourism has come up a long way from the nil allocation in the First Plan to Rs. 63.0 crores in the Central Sector during the Sixth Plan period. It goes to show that the commission has recognised the role that tourism can play in the overall national development, its share in the economy of the country being quite handsome.

For any discipline to develop, an organisation is very essential as it plays a vital role in its planning, development and growth. The organisation of tourism is complex and it involves hundreds of other organisations and units. A study of the tourist organisation would logically begin with the official tourist organisation called the National Tourist Organisation (NTO). The National Tourist Organisation is the body responsible for the formulation and implementation of national tourist policy. It is the agency as well as the instrument for the execution of the government's responsibilities for the control, direction and promotion of tourism. Tourism as a separate organisation emerged rather late in India. An attempt has been made in chapter seven to trace the history and development of the tourist organisation in India and the factors responsible for its growth. The formation and functions of the organisation have been discussed in detail. From a small beginning in the year 1949, the tourist organisation as it stands today has passed through various phases. The recognition given to tourism as an industry paved the way for its status as an independent discipline.

To appreciate the growth of tourism over the years, and its importance in the overall development of the national economy, it is essential to know the role the various official as well as non-official bodies have played. Chapter eight discusses the constitution of these bodies and how their recommendations have helped strengthen the tourist organisation through the years. Besides official and non-official organisations at the national level, international organisations also play an important role. No organisation can really grow without associating itself with world bodies dealing with the same subject. These world bodies or international organisations provide a platform for official exchange of ideas and discussion of problems of mutual interest resulting in larger promotion of the product. The role of international tourist organisations in strengthening national tourist bodies therefore, is of vital importance. India has regularly

participated actively in the deliberations of international tourist bodies and organisations. International tourist organisations help the member countries to determine the general travel trends for proper channelisation of promotional activities. The constitution and functions of these bodies and India's association with them have been discussed in detail.

Chapters ten and eleven attempt to analyse tourism as an industry and its role in national, regional, social and cultural development. Tourism today is the world's largest and fastest growing industry in terms of revenue and the number of people involved. Many countries in the world live by tourism. Even the countries of Eastern Europe that were only a few years ago virtually closed societies have thrown open their doors to international tourism in a bid to win a fair share of its bounty. The lure of foreign exchange has even made a country like China open its doors to a large number of tourists. Besides earning foreign exchange for the country, tourism is a source of employment. It is a highly labour intensive industry which offers employment to both the semi-skilled and the unskilled. In countries where there is a higher rate of unemployment, tourism provides a relief.

Even though important, the earning of foreign exchange as a result of increased inflow of tourists is however, not the only aim of developing tourism. In calculating returns from investments in tourism, the national tourism policy cannot restrict itself to the limited consideration of immediate financial economic profitability. The national tourism policy has also to consider the beneficial effects of tourism on general national development where considerations of non-economic character may be equally or even more important than purely economic returns, viz. cultural considerations, regional development considerations, political considerations, etc. Tourism is a many-sided activity which permeates nearly all the sectors of society. It has therefore to be considered not sectorally but globally bearing in mind all its social, economic, and cultural elements. All these elements have also been discussed in chapter eleven.

An effective tourism sector is obliged to provide infrastructural services of a fairly high standard. Various countries have developed different techniques for the planning and marketing of tourism. Many developing countries are resorting to the creation of autonomous corporations responsible for creation

of tourist infrastructure. In India, planning and marketing of the product is handled at three different levels. Elsewhere the role and functions of various bodies designed to strengthen the tourist product has been described in detail. The role and functions of an autonomous organisation have been discussed in these chapters. The vital role played by travel agents in the growth and development of tourism in the country has also been covered.

The last chapter aims to evolve a strategy for the growth of tourism in India. India as a tourist destination is getting popular every year. A great number of tourists from all over the world are spending large number of days visiting various tourist spots. Several factors combined to make India potentially one of the world's most exciting and charming tourist destinations. India is a great attraction not only to a foreign visitor but also to its own people who constitute the domestic tourists. With a view to attract more tourists, a new approach to tourism is being thought of. This approach is not directed only towards attracting foreign tourists and cashing in on the sudden boom in international tourism as has been done in the past. A broader view of development as a whole is contemplated. Although the major objective of earning more foreign exchange remains, greater emphasis at the same time is being given to the development of domestic tourism and its growth.

The new government at the Centre organised a conference with a view to accelerating the development of tourist facilities in places of tourist interest for both domestic and foreign tourists. The object of calling the conference was to discuss the various programmes and policies for fuller realisation of the tourist potential of the country, to develop a national policy on tourism in consultation with State Governments, and to demarcate the spheres of responsibilities. The various areas covered related to wide ranging subjects of tourism. These included preparation of master plans of tourism development by various State Governments on the basis of tourism potential surveys, construction of accommodation for middle and low income group tourists, need for exercising environmental control at tourist centres proposed for development, inter-state movement of tourist vehicles and publicity for tourism promotion. Other areas included were opening of more tourist information centres and coordination between various agencies both at

central and state levels.

The wide ranging subjects if implemented properly will go a long way in developing and strengthening tourism. The subjects covered were, however, not new as many of these have been discussed in the past also. These were taken up earlier and were also implemented. However, all these were never before discussed jointly nor recommendations made in a high level conference like the one held recently. In chapter twelve the various subjects and the recommendations thereupon have been discussed in detail.

This volume is a modest attempt to cover the subject as comprehensively as possible. Effort has been made to refer to whatever material was available on the subject from different sources. However, there may be some areas which might have been left out due to non-availability of authentic source material. It is the earnest wish of the author that in future a more detailed study on the subject may be made.



# 1

## India—An Ancient Civilization

India's civilization and cultural heritage is not only one of the most ancient, but also one of the most extensive and varied. Throughout the ages, many races and people, who have either temporarily come into contact with India or have permanently settled within her borders have contributed to this richness. In the long panorama of India's history, wrote Jawaharlal Nehru "there were men who seemed to know life and understand it, and out of their wisdom they built a structure which gave India a cultural stability which lasted for thousands of years." The present chapter gives a very brief account of India's glorious civilization and cultural heritage.

### *The Indus Valley Civilization*

The Indus Valley Civilization, which flourished more than four thousand years ago, affords the earliest picture that we have of India's remote past. The invasion of India by the Aryan tribes from the north-west inaugurates the historical period. The oldest literary document of India was composed in the period immediately following this event. The original home of Aryans appears to have been Central Asia from where they spread out in several directions. Sometime in the middle of the third millennium B.C. they started on a great migration which covered portions of Europe and Asia. A section of this migration movement reached the frontiers of India by about 2000 B.C., when large groups of them entered the subcontinent in search of new pastures. When they reached the Indus, they met with well organised urban communities living in fortified towns. It has been pointed out that when the Aryans entered India, they found there people whose material civilization was in many respects superior to their own. The Aryans were a pastoral and agricultural people living mainly in villages.

Archaeological investigations have shown that great cities flourished along the course of the river Indus as long ago as 3000 B.C. The epoch-making discoveries at the city-sites of Harappa in the Montgomery District of Punjab and the Mohanjodaro in the Larkana District of Sind, now both in Pakistan have revealed that in the third millennium B.C. a full-fledged civilization flourished on the Indian soil based upon a highly developed urban economy and discipline. The dwellings in Mohanjodaro were built of brick and stone with due regard to convenience of accommodation and sanitary amenities. Quite a number of houses had their own wells, which in many cases were accessible to neighbours also. The thoroughfares in the town were more than half a mile and fourteen to thirty feet wide. There was also an underground drainage system.

The inhabitants lead a comfortable economic and social life. The household utensils were made of pottery, stone, copper, bronze, silver and ivory. Toilet and cosmetic objects included handled copper mirrors, ivory combs with handle, animal headed stoppers, toilet sets of copper consisting of pierces, ear-scoop and tweezers. For their daily needs the Indus valley people depended on a variety of tools, implements and weapons mostly of copper or bronze. The inhabitants besides cultivation of wheat and barley, also cultivated peas. They also depended a great deal on animal food and on river fish. Fine cotton textiles were in use long before they came into vogue in Egypt. The inhabitants were well versed in the arts of writing and sculpture. The Aryans took from the local inhabitants many of their religious beliefs and adopted their urban and village organisations. Their own dominant and enduring contributions were the language of Sanskrit, a literary tradition and adventurous spirit. Mainly urban, the civilisation of Indus Valley was deeply rooted in the Indian soil and largely influenced the later civilization of the Indo-Aryans.

The Indus Valley Civilization apparently collapsed before the invasion of the Aryans who came down from south Russia and Turkistan about 2000 B.C. The destruction of the Harappa Civilization was brought about by these invaders, whose date of entry into India has been roughly assigned to 1500 B.C. Gradually tribes of these immigrants moved eastward into the Gangetic valley where they settled down and developed a culture of their own. Many of the newcomers

intermingled with the original inhabitants they had conquered. From the Gangetic valley where the synthesis broadly called Hinduism was evolved the new social organisation gradually spread to the whole of North India. With the spread of Aryan groups over the whole of North India, organised states like those of the Bharatas began to make their appearance. The new people soon began to penetrate into the South and the Dravidian States of south India were accepted within the structure of Hindu life. The political evolution of the Indo-Gangetic valley during the earlier half of the first millennium B.C. was marked by the emergence of a number of States. Though the kingdoms were organised under different dynasties and many communities were republican in character, the social and religious organisations of North India followed a common pattern.

### *The Origin of the Indo-Aryans*

The sacred book of the Hindus the *Rig Veda*, perhaps the first piece of literature that humanity gave to itself, gives us a clear picture of the social life of the Indo-Aryans. It is by far the most important source of information. The Indo-Aryan society consisted of families which lived in villages on the river banks of the Punjab. They were surrounded by their flocks and herds of animals which were their main possession. Their culture was rich. The father was the head of the well-knit patriarchal family and commanded obedience from all the members in the family. The Rig Vedic civilization was based on humility and spirituality and the motto of the Vedic seers was simple living and high thinking. The *Rig Veda* mentions a number of deities, the chief among them being *Varuna*, the benevolent sky-god. Other principal gods are *Indra*, the god of thunder and *Mitra*, the sun god; *Agni* the fire god; *Aditi*, the goddess of eternity; *Prithvi*, the earth goddess; and *Usha*, the beautiful goddess of dawn. Brahma, Vishnu and Rudra, though comparatively later conceptions, also find mention in the *Rig Veda*. The Indo-Aryans of the Vedic period (4000-1100 B.C.) had no temples nor did they build images of their gods.

The early Vedic period may be deemed to have ended around 1100 B.C. During the later Vedic period 1000-600 B.C. there appeared many sages who probed deeply into the problems of life and its meaning. The ultimate goal of this intense



mystical speculation as embodied in the various *Upanishads* was nothing less than realisation of the Infinite. In the words of the celebrated German philosopher Schopenhauer "There is no study more beneficial and elevating to mankind than the study of the *Upanishads* (Vedanta). It has been the solace of my life, and it will be the solace of my death." Towards the close of the sixth century B.C. the Vedic period reaches its end in the face of the rise of new religions and ideologies which transformed the cultural and intellectual climate in the country. Many religious leaders emerged proclaiming different doctrines and disciplines.

### *Emergence of Buddhism and Jainism*

Gautam Buddha and Mahavira stand out among many such religious leaders and founders of new religious movements. Gautam was born in 566 B.C. in Lumbini on the borders of India within the present Kingdom of Nepal. He was the son of the local chief of the *Sakya* clan, Suddhodana. Early in his life he showed a contemplative turn of mind and though his father tried to interest him in wordly affairs, Gautam left his home, his wife and the new-born son, in search of truth and the secrets of human life. He sought knowledge and religious experience from different masters, but failing to obtain satisfaction from their teachings entered on a course of contemplation at the end of which he claimed to have attained supreme Enlightenment. For almost forty years, beginning from his sermons near Banaras, Buddha preached his new religion. The essential feature of this religion was that sorrow was the basic fact of life which could be eliminated only through a discipline meant to eliminate its causes. The sermons were given to all irrespective of caste or social position and were given in popular speech and not in Sanskrit. He established an order—the *Sangha*—a monastic organisation to which all ordained monks and nuns belonged. It was the establishment of this *Sangha* with its rigid discipline which enabled his new doctrine to survive as a great religion. The Buddha attained *Nirvana* in the year 480 B.C. Though born in Nepal, it was India that witnessed his Enlightenment and was the field of his subsequent activity.

Mahavira was an elder contemporary of Buddha and founder of the Jain religion. Mahavira did not claim to have founded a new religion or to discover new truths but only to explain the



teachings of the previous masters. Both Mahavira and Buddha were contemporaries and preached new doctrines. Their chief contribution was the popularisation of the principal of Ahimsa (non-injury). Both taught the doctrine of Salvation by self-effort; purity of mind, right thought, non-injury and compassion. The teachings of Buddha and Mahavira also found their way in distant lands.

### *The Mauryas*

Alexander's invasion of India is the first landmark in the authentic political history of India. On his death at Babylon, Chandragupta Maurya, led a national rising and expelled the Greek garrison from India. Assisted by Chanakya and allies from North-west India, Chandragupta Maurya established himself in Patliputra (321 B.C.). Out of the many small kingdoms thus grew up for the first time a mighty Indian empire with its capital at Patliputra (modern Patna). Once having established his hegemony, he proceeded to expand the empire in every direction. Being very ambitious, he wanted to expand his empire as much as possible. The territories of the North-west conquered by Alexandra were recaptured by him. The Mauryan empire of the fourth and the third centuries B.C. not only extended all over the central and northern India upto Afghanistan, but was also well organised and well governed. The administrative system was as good as in any of the most advanced Greek City States of the age.

The Mauryan empire lasted for over a hundred and fifty years and counted among its monarchs, Emperor Asoka, who is recognised as one of the great figures in world history. Asoka, the grandson of Chandragupta Maurya, was able to build an even greater empire. He was the most celebrated and popular ruler (274-232 B.C.) and brought about many administrative reforms. After an early period of warfare and conquest Asoka became devoted to non-violence and an earnest adherent of Buddhism. A convert to the non-violent doctrines of Buddha, he devoted the rest of his life to the moral elevation of his people, preaching to them a high code of morality and ethics in numerous proclamations which were inscribed on stone. He also embarked on a period of intense missionary activity sending scholars and monks to all parts of the then known world including Syria, Egypt and Macedonia. In the

history of Buddhism, Asoka's place can be said to be only second to that of the founder of the religion. The Mauryan age was also a period of high civilization. Some ideas of the unique artistic achievements of the period can be had from the great *stupa* (religious mound) at Sanchi near Bhopal and the numerous commemorative pillars erected by Asoka himself in various parts of the country.

After a glorious reign of over forty years, Asoka died in 232 B.C. The Mauryan empire faded and with the decay of Mauryan power and the disappearance of a strong central authority, pressures began to develop on the frontiers. There were two major developments in the political history of India. On the one hand there arose in the Deccan a new imperial power, the Andhras. Northern India on the other hand was subjected to a series of invasions from the west by Greeks and Kushans. Under a notable monarch, Kanishka, the Kushan empire included vast areas of central Asia and extended well up to Mathura. Kanishka became an ardent Buddhist. Waves of Indian culture during this period spread to Central Asia and gradually to China.

### *The Guptas and the Classical Period*

The third century may be taken as the beginning of the classical age of Indian civilization. The series of foreign invasions in the preceding period had in no way interfered with the cultural and social life of the country. During this time literature, art, science and philosophy made considerable progress. The foreign rulers were eager to adopt and also patronise the native culture and by doing so contributed materially to its advancement.

Early in the fourth century a new power arose in Magadha. This was the Gupta empire which marked the revival of the Imperial tradition. The great conqueror of the dynasty was Chandra Gupta's son Samudra Gupta. He led an expedition of conquest far into the south and re-established the imperial unity of India. The details of his career were engraved by his minister on an Asokan pillar at Allahabad. He is described as the main founder of the Gupta empire. His successors, especially Chandra Gupta II, Kumara Gupta and Skanda Gupta, were notable rulers under whom India enjoyed a period of prosperity which has led many Indian historians to look upon this period

as the golden age of Indian history. The country was well administered by an efficient body of civil servants and big public works like irrigation schemes were undertaken. Trade and commerce flourished greatly. So far as arts and literature were concerned, the age of the Gupta's is without doubt India's classic period having great achievements to its credit. Science also progressed a lot. In mathematics, astronomy and medical science, India under Gupta's was far in advance of most countries. Another very significant feature of this period was the growth of important seats of learning. The famous University of Nalanda where students from all parts of Asia came, and where the great Chinese monk *Yuan Chwang* spent many years, was founded by a later Gupta emperor.

The Gupta dynasty was brought to an end by the Huna invasions towards the close of the fifth century A.D. The empire was split up. Northern India was again divided into a large number of separate states. Southern India on the other hand witnessed great prosperity under the *Chalukyas of Badami*. Under their patronage the caves of Ajanta were embellished with beautiful and delicate frescoes. In the beginning of the sixth century the *Pallava* kings of Kanchipuram became a formidable power in the far south and their King Narasimhavarman Pallava (625-645 A.D.) defeated Chalukyan King (642 A.D.). A court scene of this event is depicted in one of the great paintings of Ajanta.

During the sixth and eleventh centuries a strong movement arose in the country for the revival of traditional Hinduism. The great rulers of the south carried the new wave of devotional Hinduism by building a number of temples. The period between the seventh century and the eleventh century is one of great development in south India. The period is marked by the rivalry of two strategic areas, the valley of the Godavari and the plains watered by the Kaveri (or Cauvery). The Chalukyas, who ruled over the Godavari area were great builders. The architecture of Ellora is a testimony of their love and passion for art. The Cauvery valley at the time was under the dominion of the great Pallavas who can be called the champions of Aryan culture in the South and could also claim to be the originators of the famous group of temples at *Mahabalipuram* which constitute one of the glories of Indian architecture. The Pallava power continued till the close of the ninth century, when it was

replaced by a new empire of the *Cholas*.

In the far south, the *Cholas* of Tanjore (907-1053 A.D.) ruled over a vast and powerful empire. The *Cholas* besides being great administrators were also a great sea power. Their naval power was able to organise expeditions across the seas. Their empire began to show signs of decay by the end of the twelfth century and vanished from history in the century that followed. At the end of the tenth century, northern India was ruled by a number of kings who wasted their energies in continuous warfare. Among them were the *Chandellas* of *Bundelkhand*, who immortalised themselves by building the magnificent temples at *Khajuraho*.

### *The Muslim Period*

The next chapter of Indian history opens with Muslim invasions which began at the close of the tenth century. The Arab conquest of *Sind* in 712 A.D. was merely an episode in the history of Arab expansion. *Sind* was conquered by the Arabs by a naval expedition under *Muhammad-Bin-Kasim*. But they could not advance farther east owing to the strong resistance encountered by them. It was not until Islam had been firmly established in the area corresponding to modern *Afghanistan* that the Muslim conquest of India became possible. A new Islamic State arose in the uplands of *Afghanistan* with its capital in *Ghazni*. At the beginning of the eleventh century, *Mahmud* of *Ghazni* carried out a number of raids on northern India. Towards the end of the twelfth century *Mohammed Ghori* succeeded to the throne of *Ghazni* and invaded India. He undertook an expedition, which may be considered the beginning of the attempt on the part of Muslims to conquer India. The resistance of the Hindu monarchs of the *Gangetic* valley was easily overcome by *Mohammed's* General, *Kutb ud-din*, the first Sultan of *Delhi*, and within a short period of twenty years, about the beginning of the thirteenth century, the whole of the *Indo-Gangetic* valley, from *Lahore* to the *Bay of Bengal* fell to the power of Islam. Apart from the *Sultanate* of *Delhi* confined to the areas of the *Gangetic* valley, the power of Islam in north India was represented by local *Sultanates* like *Jaunpur*, *Malwa*, *Gujarat* and *Bengal* and in the *Deccan* by the *Bahmani* State. The Muslims introduced higher standards in such matters as food, clothing and architecture. Great cities like

Delhi, Mandu, Ahmedabad, Bijapur and Golconda with their magnificent forts, mosques, pleasure gardens, etc., based on the Islamic traditions of Central Asia arose in different parts of India.

### *The Moghul Empire*

The founder of the Moghul empire or the Moghul dynasty, Babur, was a descendant of Timur and Chenghiz Khan. Ousted from his ancestral dominions in central Asia, he was eventually forced to take refuge in the mountains of Kabul, which served as the base for his attack on India. In April 1526, after a series of preliminary raids he routed the forces of Ibrahim Lodi on the historic field of Panipat, where the fate of India has so often been decided. At the time of his death in 1530, he controlled the greater part of northern India. His son Humayun, succeeded him. Humayun, an opium addict lacked the energy necessary for the completion of Babur's task. After years of warfare he was defeated by an able Afghan rebel named Sher Shah and was forced to seek asylum in Persia in the year 1544. He ruled for five years. But Humayun came and tried to recapture his lost dominions. He succeeded in recapturing Delhi and Agra in 1555 but died the following year.

The Mughal Empire in the real sense, started with Akbar, Humayun's son—Akbar who reigned from 1556-1605 was undoubtedly the greatest of Moghul emperors. He annexed the whole of northern India, Ajmer and Gwalior. Between 1586 and 1601 he extended his rule over Kashmir, Baluchistan, Kandhar and parts of Ahmednagar and Orissa. At his death in 1605 his empire comprised 15 provinces. He was an able administrator and enlisted Hindu's in his armies. It was only when his successors departed from the main principles of his rule that the empire began to decline.

His son Jahangir (1605-1627) neglected the administration and was subservient to a selfish *Junta* controlled by his favourite wife, Nur-Jahan. He was succeeded by his son Shah Jahan (1628-1666), under whose rule the Moghul empire reached the zenith of its glory. Shah Jahan had an almost insatiable passion for buildings. Not content with erecting a new capital city at Shahjahanabad, he enriched the world's store of architectural beauties by many other buildings, outstanding among them being the Taj Mahal and Moti Masjid at Agra. His reign was also a period of great activity in the field of arts and literature.

The splendour of the Moghul court as it reached its zenith under Shah Jahan also set in motion influences which finally led to the decline of the empire. In the year 1657 Shah Jahan fell ill and in the civil war that ensued between his sons, Aurangzeb defeated Dara in 1658 after which he assumed the imperial title and imprisoned his father in the fort at Agra until his death in 1666. The political and religious intolerance of Aurangzeb (1658-1707) was the chief cause of the decline of the empire.

From the middle of the 17th century there had been a marked deterioration in the character of the Moghul aristocracy. After the death of Aurangzeb, a struggle ensued between his three sons, the eldest of whom being eventually successful. He proclaimed himself emperor with the title of *Bahadur Shah*. Between the death of Bahadur Shah in 1712 and the accession of Mohammed Shah in 1719 five more persons were successively installed on the throne of Delhi. The Moghul empire ceased to exist as an effective political force by 1738.

#### *The Marathas*

By then the Marathas had come into power in their own right. In Shivaji they had a formidable leader. In 1737 they defeated an imperial army outside the walls of Delhi. In the thirty years that followed, their influence extended upto Lahore in Punjab, to Orissa and the borders of Bengal in the East and to the Gangetic valley in the north. In fact they had the virtual control of the empire of India. Their expansionist policy, however, was checked at the battle of Panipat when they were defeated by the Afghan King Ahmed Shah Durrani in 1761. However, they were able to stabilise their occupation of Malwa and Central India and exercised effective control over Delhi until the beginning of the nineteenth century when the British, after defeating them, took over north India and became the successor to the Moghuls.

There were many achievements in various fields during the Moghul period of Indian history, especially during the period ending with Aurangzeb's reign. There was great activity in the field of art, literature, architecture and economics. Many have proclaimed this period as one of the great creative periods of Indian literature. Architecture found its supreme realisation in great works like the Taj Mahal, the Pearl Mosque, the Red Fort in Delhi, the city of Fatehpur Sikri and the beautiful palaces of the Rajput rulers. All these continue to be the great attractions to the people from all over the world.

# 2

## Travel Through the Ages

### *Early Contacts*

India can rightly boast of being one of the earliest civilizations of the world. Throughout her history, India has always had a special fascination for the rest of the world. Not only did she attract a series of invaders starting with Alexander, but also great thinkers, scholars and administrators like Buddha, Asoka and Chandra Gupta. Unlike today, great many people in the past travelled to India primarily in search of knowledge, and spiritual solace. Of course travellers also came exclusively for trade and commerce purposes. One among this class of travellers ultimately became the rulers of the land.

Travel in India in the distant past was not a thing of pleasure as it is the case now. The traveller of the past was a merchant, a pilgrim, a scholar in search of ancient texts, and even a curious wayfarer looking forward to new experiences in a land of many splendours. It was, however, the opening of new trade routes which gave a big boost to travel with or without purpose. Travellers from distant lands started coming to India in large numbers. Travel became easier and more regulated. As a result of the opening of the trade routes, early travellers made contacts with India. Trade relations matured into cultural relations and better understanding of each other's way of life.

### *Travel Facilities in Ancient India*

( Unlike modern travel, travel in ancient India was a simple affair. The cumbersome procedures as involved in travel today were not to be found in the days of old. No travel formalities existed, for example, in the reign of Chandra Gupta II, and the famous Chinese pilgrim Fa-Hsien who travelled between 401 and 410 A.D. without a passport. However, as early as the third century B.C. a passport or '*mudra*' was essential, according to



Kautilya's *Arthashastra*, for all travellers, and those not possessing the same were fined 12 *panas*. Each passport had the stamp of a high government official or *Mudradhaksha* and *mudras* were checked at various points on the way by local officers.

The 'guide' as we know today, also existed during the reign of Chandra Gupta II. During those days one great threat to tourists came from bandits who used to waylay caravans and loot the travellers. In order to avoid such mishaps, caravans usually hired the services of a brave and experienced 'guide' who was thoroughly familiar with dangerous tracts and the ways to avoid them. Senior officials known as '*antapala*' were duty bound to protect travellers from bandits and other undesirable elements. The expenditure thus incurred by the state on the safety of tourists was realised by way of toll tax. To ward off dangers lurking *en route*, the ancient traveller religiously practised certain superstitions such as setting off his right-foot first, or wearing a boat-shaped amulet round his neck if travelling by river or sea. Each caravan had a *sarthavaha* or leader on whom depended the successful completion of the journey. Generally they travelled by daylight and rested at night when carts were parked and campfires lit to cook a meal and at the same time to keep away wild animals. The *sarthavaha* commanded obedience from fellow travellers who were all supposed to move together as a group.

The forerunners of modern day hotels, the roadside inns known as *serais* and *dharamshalas*, were the ideal place for a night's halt for the tourists of early days. Accommodation in these places was provided either free of cost or at a very nominal rate. In the *serais* and *dharamshalas* of yore, people from different walks of life shared their experiences. The owner of the *serai* offered information to travellers on historical sites in the region. Even today many of these places retain the suffix *serai*.

Thus we find that long before travelling for pleasure became one of the great leisure industries of the modern world, the practice of travelling for religious reasons, going on a pilgrimage, for example, was a well established custom in many parts of the world including India. Nowhere, perhaps, was a pilgrimage as much a part of a people's culture, a sacred duty as it were, to be performed in one's life time, as in ancient India. A land of many faiths as it is, pilgrimages continue to be sacred to this day in India.



Going on a journey to holy places to earn spiritual merit or an absolution of sins, goes back in India to the earliest times. The *Vedas*, the ancient religious texts of Hindus enjoined that unless a man went on pilgrimage to the four sacred *Dhams* or, holy places of the country, he would not attain 'release' and would therefore continue to suffer rebirth for his sins. These four sacred centres were scattered in the far-flung corners of India; the Temple of Lord *Jagannath* in Puri—in Eastern India; the great *Rameshwaram* Temple in the deep south; the *Dwarka* temple on the Gujarat coast in the West; and *Badrinath* in the snow-bound mountains of the Himalayas. These are still India's four great pilgrimage centres and pilgrims flock to them in hundreds and thousands year after year. The rigour of such travel in ancient times can well be imagined. Pilgrimage centres were thousands of miles apart, across the vast continental expanse of India. Roads were mere cart tracks, and even these were non-existent in many places. Forms of transport were slow and primitive. The distances to be covered were enormous, running through thick jungles and across mighty rivers. Hazards from wild animals, thieves and dacoits abounded. And for many pilgrims—specially the old and the infirm—a long arduous journey extending over many months could well turn out to be a journey of no return.

But so deep and so strong was the hold of faith that the ritual of pilgrimage flourished over the centuries. Religion was a great unifying force. Pilgrimages strengthened religious bonds. It provided the impetus for a 'stay-at-home' agrarian society to break out of its narrow geographical confines. It exposed people to new manners and customs, different kinds of food and modes of dress. It encouraged exchange of ideas and fostered trade. It served as a powerful means of forging unity and understanding between people from widely different regions. Interestingly religious journeys help to evolve what we now call a pilgrimage infrastructure—a unique and efficient system that catered to the simple basic things of all pilgrims, rich and the poor alike. *serais* and *dharamshalas* were the places where people from different walks of life on their way to various pilgrim centres met and shared experiences.

#### *Travellers in Search of Fortune*

Travel to India was undertaken by people from all over the world for a variety of reasons—the most important among

them being trade and commerce. Why trade and commerce particularly? The answer lies in the fact that India from earliest times enjoyed the reputation of being a country of many riches. It is on record that even long before the Christian era, travellers visited India in search of fortune. This trend continued and became more marked in course of time with Europeans heading towards the Indian shores for the sole purpose of trade, until finally the British outwitted all others and entrenched themselves firmly in this country.

Not only did India attract a series of invaders starting with Alexander of Macedonia, but also great travellers like Vasco-da-Gama. Many foreigners, Arabs and Europeans alike came here to establish trading posts. The great explorer, Christopher Columbus set out to find a new route to India and in the process discovered the new world. India throughout had a strange fascination for foreign travellers. Mark Twain described it as a fabulous world of "splendour and rags, the one country under the sun with an imperishable interest, the one land that all men desire to see." The following paragraphs give a brief account of how Europeans travelled to India in search of fortune and eventually settled down in the country to further their main interests.

### *Portuguese Enterprise*

It was nearly twenty-eight years before Babur founded the Moghul empire that there occurred an incident which rather changed the course of Indian history. In one of the most daring exploits in human history and adventure, the Portuguese explorer, Vasco-da-Gama, discovered the sea route to India round the Cape of Good Hope, and on May 20, 1498 landed on the harbour of Calicut on the Malabar coast. A man of great adventure and genius, Vasco-da-Gama won the confidence of the Hindu Raja of Calicut and the Portuguese established themselves as swiftly and surely as any of the earlier invaders of India. In yet another swift and bold exploit, the Portuguese hero destroyed a fleet of Muslim traders which he found off the coast of Calicut, destroying all those who fell into his hands. The expedition, organised under the direct auspices of the King of Portugal, returned to Lisbon in August 1499, where the great explorer was given a hero's welcome. But soon afterwards, in the year 1500, another Portuguese fleet came out and landed at

Calicut. In this second voyage Vasco-da-Gama came to Cochin in 1502 and established a factory. Cochin with its excellent harbour became thus the first trading headquarters of the Portuguese in India. In the year 1505, Francisco-de-Almeida arrived at Cochin as the first Portuguese Viceroy (1505-1509) and established a number of factories and fortresses. Alfonso-de-Albuquerque, who succeeded as the second Viceroy, largely extended the Portuguese possessions on the Malabar coast.

There was a marked increase in the number of travellers coming to India as a result of the discovery of the sea route by Vasco-da-Gama. This also marked the emergence of a world of new influences. Through Portugal, India first came into contact with Western science—the fruits of Western Renaissance. The immediate result of this was the end of the Arab domination of the Indian Ocean and the Red Sea, built up gradually at the cost of Indian maritime activity. Immediately the Portuguese traders got busy and sent out their ships to monopolise the sea-trade of the Asiatic coast. To protect their ships from the Arabs they sent a war-fleet under Admiral Albuquerque, who in the year 1510 wrested Goa from the Sultan of Bijapur and made it the capital of Portuguese East India. Under his Viceroyalty the Portuguese became very rich and powerful. Goa became a very popular place with the Portuguese. It was also the first European colony and the centre of Christian propaganda in the East. The Empire of Vijayanagar, with which the Portuguese did an enormous trade, was then at the height of glory and a famous place off the West Coast. Albuquerque also built a fort at Bhatkal, and before long, the Portuguese established settlements at Bombay, Diu and Daman on the Gujarat coast, at Chittagong and Hoogly in the Bay of Bengal and also in Ceylon (Sri Lanka). Thus within a short period of twenty years of their advent, the Portuguese gained control of many ports of the Indian Ocean. The Portuguese empire reached its greatest extent in the middle of the sixteenth century. "From Mozambique and Malacca, to their headquarters at Goa on the western shore of India, their power spread so that no vessel could safely sail to or from the Indian ports unless it held a Portuguese permit. The period of this eastern empire of the Portuguese, afloat, corresponds with the first century of Moghal rule, ashore", observes a historian.

The commercial intercourse between India and the West

had been going on from time immemorial and reached its height during the Roman Empire. Alexandria and Constantinople were the chief centres where Indian goods were sold and exchanged. These two centres played a great part in publicising India as many potential travellers learnt of India and its riches through the variety of Indian merchandise displayed at these ports. However, the growing power of the Arabs in the Mediterranean and the overthrow of Alexandria in the seventh century almost closed the ancient trade routes to the West. For a time, the Indian trade went on through Constantinople where the Venetians had grown rich in the middle ages by supplying Europe with Indian goods, especially spices, pepper, cloves and cinnamon—the items which they required for flavouring their diet and also for medicinal purposes. But when the Turks took Constantinople by storm in 1453, the Europeans realised that the trade route to India was no longer accessible to them. The great achievements of the Portuguese in geography, their mastery over natural forces, adventurism coupled with scientific methods filled the hearts of Europe with a new hope to re-establish the ancient contact between the East and the West for commercial and also for political gains.

The discovery of the sea route to India by the great Portuguese explorer Vasco-da-Gama and the subsequent control over many sea ports by the Portuguese discussed in earlier paragraphs were great events in Indian history. With the arrival of more powerful Dutch and English fleets in the first half of the seventeenth century, the Portuguese power rapidly declined and Portugal lost its monopoly of eastern trade. The Dutch were the real successors to the Portuguese, and it is they who next established a number of factories on the Coromandal coast, in Gujarat and in Bengal.

### *The English East India Company*

On December 31, 1600 A.D. Queen Elizabeth of England granted a Charter to the Governor of a Company of Merchants of London trading with the East Indies. In 1608, a fleet of merchant ships of East India Company, commanded by Captain William Hawkins, arrived at the Port of Surat, carrying a letter from the King of England to Jahangir requesting the Emperor for trading facilities. Hawkins was anxious to obtain a foothold for the English in India. As it happened the Emperor

granted all his requests. Thus, in the year 1612 an English trading centre was established at Surat, the first English settlement in India. By the year 1619 English trading posts were established in Agra, Ahmedabad and Broach. Surat became East India Company's headquarters. The island of Bombay formed part of the dowry of Catherine of Braganza when she married Charles II of England in the year 1661. Seven years later Charles handed it over to the Company. In the year 1687, Bombay replaced Surat as the Company's headquarters. Thus by the end of the seventeenth century the British gained quite a hold in India. The East India Company enjoyed a monopoly of Indian trade until 1813. In course of time the Crown took over the government of India from the East India Company and Lord Canning became the first Viceroy and Governor General. The British rule continued until the year 1947 when the British were forced to withdraw under the pressure of national aspirations. What went on during the British period is another matter. That chapter of the history is beyond the scope of this book.

The various travellers who came to India from time to time recorded interesting accounts of their experiences. These accounts besides being a valuable source of information make interesting reading to the extent they reflect the impressions of those who came to India from time to time. The most important of these accounts is the one by Ibn Batutah, who wrote a detailed diary of his travels. He was born at Tangier in A.D. 1304. In A.D. 1325, he left his home, and passing through various countries in Africa and West Asia, crossed the Sindhu in A.D. 1333. The travels took him as far as Indonesia and China. Out of a total of more than 17,000 miles he covered more than 14,000 miles in course of his travels through India, Maldives and Ceylon (Sri Lanka). He stayed in India for about fourteen years (A.D. 1333-1347) of which about eight years were spent in Delhi (A.D. 1334-1342) where he was appointed *Qazi* by Muhammad bin Tughlak. He was also asked to conduct a royal embassy to China.

The travelogue of Ibn Batutah contains abundant information not only on the momentous events of the period but also on the judicial, political and military institutions and social and economic conditions of India during the period of his sojourn. It also throws interesting light on a variety of topics such as

postal system and roads, traffic, agricultural products, court ceremonies, trade, shipping, arts, music, etc.

When Alexander the Great reached India, he found well-maintained roads lined with trees and provided with wells, police stations, rest houses. Along one royal highway, 1,920 kms long and about 19 metres wide man travelled in chariots, palanquins, bullock carts, on donkeys, horses, camels and elephants.

The first medieval traveller to reach the orient was probably Benjamin of Tudela, a Jewish scholar who left *Saragossa* in the year 1160. He wrote a detailed account of his thirteen year journey through Europe, Persia and India, giving information on the Jewish communities, and the geography of the various places he visited.

Young Marco Polo left Venice in the year 1271 with his father and uncle. They travelled through Persia and Afghanistan to the "roof of the world", the then unknown Pamir Plateau. After crossing the windswept Gobi desert, he reached Kublai Khan's palace and remained in China for twenty years. On his way back home, he stopped in Sumatra, Java, India, Ceylon (Sri Lanka) and returned to Italy with rich jewels sewn in the seams of his tattered clothes.

There are also accounts of some European travellers who visited India during the period described above. The Franciscan Friar, John of Monte Corrino visited India on his way to and back from China, during the last decade of the thirteenth century. Mention may also be made here of the famous Portuguese Chronicle—the commentaries of the Great Alfonso D'Albuquerque. Later in the sixteenth and seventeenth centuries many more European monks, travellers, merchants and adventurers visited India. Also in the early eighteenth century quite a few travellers left valuable accounts of their travels in this country.

Thus we find that the opening of the sea route and the land routes to India brought in many travellers. These travellers who came primarily with the intention of excursion or in search of fortune engaged themselves in trade which ultimately culminated into their forming an empire. The sea and land routes also opened up new markets for Indian raw materials and manufactured goods and for a time India became the largest supplier of a number of commodities to the whole world.



During the days of the British rule in India travelling was more organised. Palanquins, were a popular mode of *dak* travel controlled by the Postal Department under the East India Company. A person wishing to undertake a journey had to intimate about his plans and itinerary to the Post Master General about a fortnight in advance. There were *dak Bungalows*, on the road for the convenience of *dak* travellers. In summer, travellers travelled by night and the way was lit by a torch bearer who ran along the road. Besides the four bearers carrying the palanquin, there were an equal number of men to relieve the bearers at regular intervals. Because of limited speed the palanquin proved to be an expensive mode of transport. It was therefore replaced in the year 1850 by the *horse carriage dak*. This was less expensive and faster than the earlier one. About this time a number of transport companies emerged.

With the passage of time, the pattern of travelling has changed a great deal. Travel abroad was the prerogative of the very wealthy and was even fraught with discomfort and hazards. Frontier restrictions, customs and heavy toll at frequent intervals made the prospects of travelling uninviting. The introduction of railways vastly enhanced the opportunities for escape from oppressive urbanisation and in the nineteenth and twentieth centuries the railway has been not the least powerful of all tourist convenience.

By the early nineteenth century all the main characteristics of modern tourism were evident in embryo. Changes in mental attitudes towards pleasure seeking, an increase of material wealth and improvements in transport, the recognised value of travel for education, social prestige, the growing need to find relief from working routine—all these factors produced a fertile ground for the development of excursion traffic on a large scale.

Upto the beginning of the twentieth century, tourists travelled almost exclusively by rail and steamship. The traditional concept of the tourist industry had therefore to be recast by the introduction of a new mode of transport, viz. travel by private car and coach. This innovation received its first great impetus in the years which preceded the First World War. Motor transport brought new and attractive places within access, places which could not be reached by railways. It increased the

possibilities of new style of holidays and offered holiday-makers more freedom and independence.

During the period of international tourism in the 1880s in which middle classes overcrowded the tourist markets, still further developments to augment the volume of world tourists began to take place. It was in the last quarter of the nineteenth century that increasing attention was paid to the desirability of holiday with pay and at least of cheap holidays for working class people, who had still largely failed to benefit from the new opportunities offered by cheaper travel. During this period a few factories gave paid holidays to their workers—in some countries in the West.

After the First World War tourist travel quickly reached pre-war peak levels, and within three or four years, greatly exceeded them. The war itself had forced the quicker development of motor and air transport and had increased the pace of economic life. Certain commercial civil air services were inaugurated and developed during this period. The most important factor in tourist transport during the inter-war years was the growth of travel by car and bus.

The First World War brought about many changes which were destined to influence the volumes of tourism. War had, for example, broken down international barriers, and it had resulted in the fostering of an ideal, optimistic, peaceful internationalism—just the climate in which tourism was most likely to flourish.

Post-war era saw a rise in the standard of living of the working and middle classes in America and certain European countries. After the war the tourists began to appear in countries where tourism had been practically unknown a few years earlier. The early traveller has advanced from the scholar and the pilgrim of the past to the pleasure seeker of today. Transport is the one factor which is largely responsible for the spurt in modern tourism. Tourist traffic as we know it today could not have developed without relatively inexpensive modes of transportation. Industrialisation brought in sea, land and air transport within the reach of a large number of people all over the world. In the first few decades of the twentieth century the automobile came to change the pattern of society altogether, giving it greater mobility. The railways added to the opportunities of rapid and relatively cheap transportation. Travel by rail



the northern wastes. Between the great and little deserts lies a zone of absolutely sterile country consisting of rocky land cut up by limestone ridges. Due to the scanty rainfall, this region is almost absolutely sterile.

The great Peninsular plateau is marked off from the Indo-Gangetic plain by a mass of mountain and hill ranges varying from 460 to 1,220 metres in height. Prominent among these are the Aravalli, Vindhya, Satpura and Ajanta. The Peninsula is flanked on one side by the Eastern Ghats, where the average elevation is about 610 metres, and on the other by the Western Ghats, where it is generally from 915 to 1,220 metres, rising in places to over 2,440 metres. Between the Western Ghats and the Arabian Sea lies a narrow coastal strip, while between the Eastern Ghats and the Bay of Bengal there is a broader coastal area. The Southern tip of the plateau is formed by the Nilgiri Hills where the Eastern and Western Ghats meet.

### *Climate*

Climatically, the whole region enjoys a tropical monsoon climate but with extreme ranges of rainfall from under 5 inches in the deserts to the wettest stations in the whole subcontinent—indeed the world. The monsoons (South-West and North-East between June and November) provide 85 per cent of the country's rainfall, with a range of 780 mm. to 1,760 mm. a year, the extremes being 11,000 mm in Assam Hills and 290 mm a year in parts of Rajasthan.

There are four main seasons in India: (i) Winter Season (December-February); (ii) Hot Weather Summer Season, (March-May); (iii) Rainy Season, South-West monsoon period (June-September); and (iv) post monsoon period, known as north-east monsoon period in the South peninsula, (October-November). Apart from its snow-covered northern fringe, India is generally a hot country. North and Central India experience the two extremes of climate. In December and January, in spite of bright sunshine it can be extremely cold and frosty. On the other hand in Western and Eastern India, the cold season is less pronounced, while South India basks under a tropical climate all the year round.

### *The People*

India is the world's second most populous country with more than six hundred million inhabitants. The inhabitants show an

enormous variety of distinct racial and ethnic types. Nowhere else in the world do we find such a fascinating variety of peoples, languages and customs knit together. Corresponding to this complexity of the racial composition is the wealth of equally intricate cultural patterns ranging from the primitiveness of semi-nomadic forest dwellers to the highly advanced stage of civilisation represented by the inhabitants of some of the modern industrial cities such as Bombay, Delhi, Calcutta, Madras and Bangalore. There are major religions and linguistic divisions, and religion, as it were, is still the principal basis for the delineation of cultural and social divisions of the Indian population. There is something unique about the continuity of this cultural and social heritage through thousands of years of Indian history.

Few other countries in the world perhaps can boast of such a continuity of tradition and cultural life. Jawaharlal Nehru in *The Discovery of India* mentions: "There was something living and dynamic about this heritage which showed itself in ways of living and a philosophical attitude to life and its problems. Ancient India, like ancient China, was a world in itself, a culture and a civilisation which gave shape to all things. Foreign influences poured in and often influenced that culture and were absorbed. Some kind of dream of unity has occupied the mind of India since the dawn of civilization". The secret of this dynamic civilization lies in its wonderful capacity for accommodation—for absorbing different customs and ways of life that have emerged from the fusion of many races and cultures. People of modern India are a multi-coloured population constituting various religious groups, each fragment with its own peculiar characteristics, customs and ways of life. The food and dress of the people also vary a great deal. There are hundreds of styles of wearing the graceful multi-coloured saree—a dress of the majority of women in India. Menfolk wear a variety of dresses which differ from region to region. The western styles of dresses are quite popular with both men and women in cities and towns. With regard to food, India may be considered as a 'gourmet's paradise'. Food in India is as varied as the Himalayan peaks, fertile plains and palm-fringed shores that make up so much of the land. There are fifteen and more traditional cuisines in India. Food habits of people differ from one region to another. Another major characteristic of the people of India is the languages. There are many language groups in India. According to the 1971

census, there are over 800 languages and major dialects in the country. The four major language groups are (i) Indo-Aryan (ii) Dravidian (iii) Tibeto-Burman and (iv) Munda.

### *Architecture*

Indian architecture is essentially of native origin. It has also absorbed many outside influences at different times. During a period extending over many centuries the master builders of the ancient days covered the land with beautiful structures. For the visitor to India it is the numerous and varied buildings—Dravidian, Brahmanical, Buddhist, Jain, Muslim and Christian—deriving from different sources, racial, religious and social, their varying characteristics, that constitute the physical part of the legacy of India.

The oldest architectural remains are those of the cities of Mohenjodaro and Harappa, dating from the middle of the third millennium B.C. The imposing brick ramparts in the cities of the Gangetic valley such as Kausambi and Vaisali and in other cities like Ujjain belong to the pre-Mauryan period. The remains of Asoka's capital at Patliputra (Patna) have rather a special character, and reflect contemporary Persian influences. Numerous foundations of ruined buildings and excavated churches and monasteries prove the existence of advanced level of architectural skill of the times. The famous caves, shrines and monastries in Orissa, U.P., Madhya Pradesh and Maharashtra are examples not only of the pre-Christian era but also of the beginning of the Christian era. The most important groups of excavated shrines are those of Udayagiri in Madhya Pradesh and the Ellora and Ajanta in Maharashtra State. Ajanta and Ellora, India's oldest and most beautiful testimony of religious architecture and painting, are man-made caves hewn out of rocky mountains some 2000 years ago. The cave-temples at Ajanta were discovered almost 150 years ago by a British army officer who went to the forests near Aurangabad on a tiger hunt. From a vantage point across the scrap of a crescent-shaped hill, he saw the protruding whiteness of a monastery gate shrouded in thick foliage. The first ones were excavated during the second century B.C. to second century A.D. by Buddhist monks. The second phase commenced in the fifth century A.D. and completed in the eighth century A.D. At Ellora, there are 34 caves, all hewn out of the sloping side of a low hill. The most remarkable of the

carved shrines at Ellora is the Kailasa temple. This incredible edifice has been scooped out by the ancient master sculptures of India from a single rock with a gateway, pavilion, courtyard, assembly hall, sanctum and a tower. Besides these places, there are many more magnificent temples and a wealth of sculpture in which the spiritual and material history of three millenniums is visibly recorded.

Architectural skill as it developed during the Muslim period needs no introduction. The great wonders like the Taj Mahal, the Qutab Minar and Fatehpur Sikri are living testimony of India's genius in the field. The impressive buildings and churches which were constructed all over the country during the British period are another example of Indian craftsmanship.

### *Arts, Literature, Music and Dance*

Indian art can be described as traditional since it was dedicated to reveal the divine nature and enchanting dignity of places of worship. The function of art was to present or recreate the objects of worship in different forms. The ancient Indian artist was trained to produce images in different shapes and sizes which in their abstract perfection would reflect the divine nature of the original. Indian images are abstractions of the human form, the handiwork of the creator. Thus Indian art is essentially an art devoted to the exposition of the personality and deeds of deities.

By and large modern Indian literature, particularly, the literature in the regional languages of the country continue to draw their inspiration from the old ancient classics. Epics like the *Mahabharata* and the *Ramayana*, and the Krishna story as told in the *Bhagwata Purana* constitute the core of Indian heritage of ancient wisdom, philosophy and literary traditions. Indian literature had its golden period during the reign of the Guptas, as also during the Moghul rule. Even when Indian men of letters came under the influence of the West, the content of their outpourings, whether in prose, poetry, or drama remained intrinsically true to the soil.

Music has been greatly influenced by religious traditions of the country. Chanting of hymns and prayers has been in vogue since the beginning of the Aryan civilization. Some of the early musical literature is in the nature of minor scriptures. Early songs embody philosophical concepts, ethical and moral

precepts and discussions and social criticism. Music can be thus said to have developed as an adjunct of worship and that temples have always been the biggest repositories of music and dance. A great many singers in India were saints. the *raga* (mode) is the glory of Indian music and is the basis of melody. It consists of the use of certain notes and microtones at the exclusion of others. The music in India can be identified into two main divisions—the *Hindustani* or the Northern School and *Karnataka* or the Southern School. However, the spiritual basis and the fundamental features of both the schools are the same. Both the systems are governed by the same principles of *raga* and melody. The *Hindustani* music, however, contains many traces of foreign influence.

There is a large variety of musical instruments in India which reflect the varying stages of Indian life and culture beginning from the stage of primitive nature worship. Between the drums and primitive musical instruments of the remote past and the intricate and many toned mandolins of the present day, there is a large variety of musical instruments which have evolved with varying degrees of culture in India. The more famous instruments like *Sitar* and *Veena* which have been in use for hundreds of years still continue to be the most popular. The melody of these instruments has won the hearts of many not only in India but in many countries of the world.

Another type of music which is very popular in India and especially in the countryside is the folk music. This category of music flourishes in the villages and has a pronounced agricultural background. In almost all parts of the country people recite folk music during the harvesting season. Some of the folk songs are very popular in appeal and have therefore been adopted by the composers of modern music. A variety of instruments are used in folk music. These musical instruments have been devised locally, taking into consideration the tradition and culture of the area.

Like music, Indian dance form has also been predominantly influenced by religion. Together with music it formed an inseparable part of aesthetic perfection for the worship of God. The origin of all the classical systems has been the Hindu temple. It was in the temples that Indian dance styles, were conceived and nourished to attain their full stature. Essentially devotional in character, Indian classical dance is a highly

perfected art. The performing artist is expected to acquire complete control over the movements of his body. The dancer conveys abstract ideas through his dance. The dance was an integral part of Vedic rituals and the dancer worshipped the Lord in dancing before him. Many a dance has stories to tell. The stories are conveyed through different postures of the body and gestures, through the spoken word, through costumes and through facial expressions.

There are various types of dance forms. One of the famous dance forms is the *Bharat Natyam*, a highly perfected devotional dance prevalent mainly in South India. This form is an art which had royal and religious patronage for centuries. Dancers were attached to well known famous temples and participated in the offering of worship. *Bharat Natyam* dance unravels a story through a language of gestures and facial expressions set to the rhythm and melody of background music. Another major dance form is *Kathakali* which is also popular in South India. This dance evolved from earlier forms of mono-acting, a characteristic tradition of the Sanskrit stage. The dancer wears colourful and elaborate costumes and make-up. The differences in costume and make-up are according to the characters represented. The performance which often lasts until the early morning hours, opens with loud beat of drums to take the spectators to the mythical world of the Hindu gods, goddesses, and sages. The theme is usually derived from the great epic stories of Ramayana and Mahabharata. Unlike *Bharat Natyam*, the *Kathakali* dancers are all male.

Another major dance form popular in North India is *Kathak*. This dance was patronised by the Muslim rulers. Consequently, Persian influences affected this dance form to a great extent. Originally a temple dance, it became a court dance. The dance is performed skilfully and gracefully by the artist. The dancers can reproduce the exact sounds made by the drums in their footwork. The musical accompaniment consists of a singer, who not only sings but reproduces the drum syllables.

*Manipuri* is yet another famous dance form performed in Assam in Eastern India. This dance form is again purely religious in character. The dance items re-enact the love story of Radha and Krishna. A highly devotional dance form, it depicts the separation and reunion of Radha and Krishna in an



enchanting romantic style. Faces of the dancers remain immobile and the meaning is conveyed through the swaying body and the graceful movement of arms. The costumes are extremely gay and colourful. The accompanying music and chorus are typical of the region.

Like music and dance, Indian painting was also a widely practised art in ancient India. Evidence of early existence of paintings can be found in many places. Frescoes of Ajanta caves painted by the Buddhist monks between the second century B.C. and the seventh century A.D. are the examples of the rich styles of paintings as practised in ancient times. Paintings in the Ellora caves are yet another proof of the richness of Indian art. Between the eighth and the twelfth century, miniature paintings came into vogue and a great volume of palm leaf manuscripts of Buddhist scriptures were illustrated. Later, Jain scriptures were illustrated. In the Middle Ages, mural paintings in South India became very popular when temples and palaces were decorated with elaborate paintings. In the sixteenth century, Rajput miniature paintings made their appearance. During the same period under the patronage of the Moghuls, an exquisite school of Moghul miniature paintings developed. It presented a rich pageant of court scenes, war episodes, and birds and flowers combining both the Persian and Indian styles. During the eighteenth century, paintings developed in the remote states of Himalayas, such as the Kangra valley school of painting. This school has the distinction of creating some of the most charming paintings till the end of the nineteenth century. The paintings of Kangra proper exhibit finer workmanship in delicacy of line, brightness of colour and minuteness of decorative detail. All the types of paintings mentioned above are very popular today. Even modern Indian painting which has come under the influence of modern art concepts is equally distinctive.

Indian dance, music, literature, painting and architecture have all been intimately connected with Indian religion and philosophy. Even so, the finer points of Indian arts have earned worldwide fame. This is quite apparent from the reception with which India's well known performing artists of dance and music of today are greeted by large audiences in Western countries. Who in the West is unfamiliar with the names of artists like Ravi Shankar, Ali Akbar, M.S.

Subbalaxmi, Lata Mangeshkar, Bismillah Khan, Yamini, Krishnamurti, Indrani Rehman, Uma Sharma to mention only a few. In short, few countries in the world provide such a varied feast of interests to match the taste of any visitor. The beautiful countryside, the exotic panorama of bright snow-capped Himalayas, the bewildering variety of races and customs, golden beaches, vast desert lands, lush green valleys, tropical jungles, lakes and waterfalls—it's all here in addition to the pleasures of sights and sounds which the arts and crafts of this country provide.

The great German orientalist, Max Muller had this to say about India; "If we were to look over the whole world to find out the country most richly endowed with all the wealth, power and beauty that nature can bestow—in some parts a very paradise on earth—I should point to India. If I were asked under what sky the human mind has most fully developed some of its choicest gifts, has most deeply pondered over the greatest problems of life, and has found solutions of some of them which well deserve the attention even of those who have studied Plato and Kant—I should point to India".



# 4

## Tourism: Independence and After

Travel has always been and continues to be one of the important means of social intercourse between the nations of the world. Throughout the ages, men have always had the urge to see distant lands and learn about the customs and manners of people in other countries. Thus travel has been aptly called the best part of one's education. The world would have been poorer today but for the records and impressions of travels and journeys undertaken by great travellers in the past. With the modern advances in technology and development of faster and comfortable means of communication, the urge to travel and to see far-off and distant lands is now finding greater scope for satisfaction. The modern day travellers have now become tourists and tourism is regarded as one of the important industries.

What was tourism like on the eve of Independence ? How did India receive a visitor who came to see the astounding beauty and variety of the country and the glory of the ancient past ? What were the early efforts of the Government to promote tourism in India ? What were the various facilities and infrastructure available ? In the following pages an attempt has been made to describe some of the early developments in the field of tourism in India and its position on the eve of Independence. However, before the description of the early developments it is necessary to understand the term *tourist*.

The origin of the word 'tourist' dates back to the year 1292 A.D. It has come from the word 'tour', a derivation of the Latin word *tornus* meaning a tool for describing a circle or a turner's wheel. In the first half of the seventeenth century the term was first used for travelling from place to place, a journey, an excursion, a circuitous journey touching the principal parts of a country or region. The word 'tourist', in the sense of a

pleasure tour is of recent origin. In the words of Jose Ignacio De Arrillaga, "Tourism in its first period was considered as a sport or rather as a synthesis of automobiles, touring, cycling, camping, excursions and yachting". In the early nineteenth century, the term 'tourist' assumed a meaning of "one who makes a tour or tours, especially one who does this for recreation or who travels for pleasure, object of interest, scenery or the like".

The 19th century dictionary defines 'tourist' as a "person who travels for pleasure of travelling, out of curiosity, and because he has nothing better to do". The term 'tourist', the *Oxford Dictionary* tells us, was used as early as 1800. According to the *Dictionnaire Universal*, the 'tourist' is a person who makes a journey for the sake of curiosity, for the fun of travelling, or just to tell others that he has travelled.

It was, however, the League of Nations which did a pioneering work for securing uniformity in the definition of the term 'tourist'. In the year, 1937, the League of Nations with the concurrence of member countries defined the 'tourist' as one who goes to another country for pleasure or business or for reasons of health, etc. Its definition formed the basis of the present definition suggested by the International Union of Official Travel organisations. In its report, dated 22 January 1937, the Organisation recommended the following definition of the term 'tourist':

"The term 'tourist' shall in principle be interpreted to mean any person travelling for a period of 24 hours or more in a country other than in which he usually resides."

The Committee decided that the following persons were to be regarded as tourists:

- (i) Persons travelling for pleasure, for domestic reasons, for health, etc.
- (ii) Persons travelling for meetings or in a representative capacity of any kind (scientific, administrative, diplomatic, religious, athletics, etc.).
- (iii) Persons travelling for business purposes.
- (iv) Persons arriving in the course of a sea cruise, even when they stay for less than 24 hours. The latter should be reckoned as a separate group, disregarding, if necessary, the person's usual place of residence.

The following categories were not to be regarded as tourists:

- (i) Persons arriving with or without a contract to take up an occupation or engage in any business activity in the country.
- (ii) Students and young persons in boarding establishments of schools.
- (iii) Residents in a frontier zone and persons domiciled in one country and working in an adjoining country.
- (iv) Travellers passing through a country without stopping even if the journey takes more than 24 hours.

The above definition was confirmed by the United Nations in the year 1945 and it was stated that the 'tourist' was a person who stayed in a foreign country for more than 24 hours and less than 6 months for any non-immigrant purpose.

The following definition of 'foreign tourist' had been adopted and followed by the Department of Tourism in its tourist statistics up to the year ending 31 December 1970:

"A foreign tourist is a person visiting India on a foreign passport for a period of not less than 24 hours and not exceeding 6 months, for non-immigrant, non-employment tourist purposes such as business, pleasure, etc."

To clarify the definitions:

- (a) The following are regarded as 'foreign tourists' if they stay for not less than 24 hours and not more than 6 months.
  - (i) Persons travelling for pleasure (sightseeing, recreation, sport, hunting, cultural interest, religious pilgrimage, etc.
  - (ii) Persons travelling for business purposes (official or commercial) or to attend meetings in a representative capacity of any kind (scientific, administrative, religious, athletics, etc.).
  - (iii) Persons coming for studies or health reasons.
  - (iv) Persons stopping in transit, and sea cruise passengers.
  - (v) Persons travelling for domestic reasons such as a visit to relations, etc.
- (b) The following are not regarded as, foreign tourists, (irrespective of their length of stay):
  - (i) Persons arriving with or without a contract to take up an occupation and engage in activities remunerated from within the country.
  - (ii) Persons coming to establish residence in the country.
  - (iii) Transport crew.

(c) The statistics in this publication do not include tourists from the following countries:

(i) All foreigners entering India from Nepal through land routes.

(ii) All foreigners entering India from Bhutan by land.

In 1971 the definition of 'foreign tourist' underwent changes and the Department of Tourism adopted the following definition, as per the recommendations of the United Nations Conference on International Travel and Tourism, held at Rome in 1963:

(a) A foreign tourist is a person visiting India on a foreign passport, staying atleast twenty-four hours in India and the purpose of whose journey can be classified under one of the following headings:

(i) Leisure (recreation, holiday, health, study, religion and sport).

(ii) Business, family, mission, meeting.

(b) The following categories are not regarded as 'foreign tourists':

(i) Persons arriving, with or without a contract, to take up an occupation or engage in activities remunerated from within the country.

(ii) Persons coming to establish residence in the country.

(iii) 'Excursionists', i.e., temporary visitors staying less than twenty-four hours in the country visited (including travellers on cruises).

Thus we find that 'tourist' as has been defined by the various bodies, is a person who travels out of his homeland to visit other countries for a variety of reasons. This travel has been and continues to be one of the important means of social intercourse between the nations of the world.

#### *Sargent Committee*

In India, the importance of tourism had been recognised even before the Second World War. The intervention of war, however, put a stop to the tourist promotion activities of the Government. The first conscious and organised efforts to promote tourism in India was made in the year 1945, when a Committee was set up by the Government of India under the Chairmanship of Sir John Sargent, the then Educational Adviser to the Government of India. The main objective of the

Committee was to survey the potentialities of developing tourist traffic in the country. Following were the terms of reference of the Committee:

- (i) After reviewing the nature and extent of tourist (and pilgrim) traffic in India both from within the country and from overseas which existed before the war, to examine what scope there is for increasing such traffic or for developing other like traffic during the post-war period.
- (ii) To suggest ways and means of creating, both in India and overseas, the desire for touring including visits to holiday resorts, good climate stations, scenic places, places of pilgrimage, of historical, and of archaeological interest in India.
- (iii) To suggest what facilities should be provided at places to be developed and advertised [see (ii) above] for (a) Indian visitors; and (b) foreign visitors. The facilities to be considered should include means of travel from nearest railway station, residential accommodation, supply of literature and guide books, provision of authorised guides, etc.
- (iv) To recommend what action should be taken for providing the necessary facilities by (a) Indian States and/or local government; (b) various departments of the Central Government.
- (v) To deal with other aspects of tourist traffic not covered by the above terms of reference.

The Sargent Committee which submitted their interim report in October 1946 were unanimously of the opinion that it would be in the interest of India to encourage and develop tourist traffic both internal and external by all possible means. The Committee was of the opinion that successful steps in the promotion of tourism would result in a substantial addition, both direct and indirect, to India's revenue and that, if properly organised, every aspect of business could benefit greatly by an influx of tourists. One of the major recommendations of the Committee related to the setting up of a separate representative organisation of semi-officials. The Committee recommended that the question of promoting and developing tourist traffic was a matter of great national importance and therefore, it deserves the whole time attention of a separate organisation which should take initiative in such matters as:

- (i) Publicity both in India and abroad.
- (ii) Production of suitable literature such as guide books, folders, posters, etc.
- (iii) Provision for training of guides.
- (iv) Liaison with other government departments responsible for providing facilities required by tourists including information in regard to industries and commercial matters.
- (v) Liaison with the travel agencies which would necessarily remain responsible for the detailed arrangements of tourists.
- (vi) Liaison with hotels and catering establishments.
- (vii) Collection of tourist statistics.

Some of the other major recommendations of the Committee were:

- (a) Coordination with air and train services with a view to facilitate both air and train journey and to make it comfortable in India.
- (b) Provision of chain of first class hotels of international standard for the convenience and comfort of foreign tourists.
- (c) Starting of publicity bureaux in London and New York and in the capitals of other countries from where substantial number of tourists might be forthcoming.

On careful examination of the terms of reference of the Committee it is evident that all the major aspects of tourism as we see them now have been covered. The major areas like provision of infrastructure, publicity both overseas as well as domestic, facilitation, coordination of agencies dealing with tourism at all levels were covered. The recommendations of the Committee had far-reaching effects on tourism as it developed during the subsequent years specially after India attained Independence. The recommendations were the guidelines for the establishment of tourist organisation in the country soon after Independence.

On the eve of Independence, India had a fairly large infrastructure available for tourism. There was a large network of all types of hotels catering to the needs of both foreigners as well as Indian. There was an adequate transport and communication system operating in the country. Almost all the

major tourist spots were easily accessible by rail or by road, some even by air. The country's many airports were in a position to receive international carriers. However, in the absence of a central tourist organisation there was no coordination between the various services. Tourism in India developed properly only after a central tourist organisation was set up as a result of the recommendation of the Sargent Committee. It was only after the creation of a separate Tourist Traffic Branch in the year 1949 that whole-time attention was paid to the development of tourist traffic in India.

# 5

## Tourism and the Indian Constitution

India became an independent Dominion of the Commonwealth on August 15, 1947 and declared herself a sovereign Republic on January 26, 1950, giving herself a written constitution with a parliamentary democracy and fundamental rights to her citizens and the Rule of Law to the economic and social sectors. The most important part of the Constitution, viz., Part IV is the one on Directive Principles of State Policy which spells out some of the salient features of the country's democratic and socialistic society which the founding fathers of the Constitution wanted to see established in India. Though the provisions contained in this part are not justiciable, Article 37 of the Constitution clearly states, "the principles therein laid down are nevertheless fundamental in the governance of the country and it shall be the duty of the State to apply these principles in making laws." Articles 38 to 51 give specific formulations to these principles.

According to the Directive Principles of State Policy, Articles 49 and 51, the State shall, in particular direct its policy towards securing protection of every monument or place or object of artistic or historical interest (declared by or under law made by Parliament) to be of national importance, from spoliation, disfigurement, destruction, removal, disposal of export, as the case may be (49).

The State shall endeavour to

- (a) promote international peace and security;
- (b) maintain just and honourable relations between nations;
- (c) foster respect for international law;
- (d) encourage settlement of international disputes by arbitration (51).

The above Directive Principles tend to imply that protection of monuments of historical importance and international peace



and security and the maintenance of good relations between the nations are of great importance to the promotion of tourism.

*Division of Responsibilities under the Constitution*

The constitutional provisions following the new status of the country provided an occasion for reviewing the broad divisions of functions in the field of tourism between the Centre and the State Governments which have been in existence under the Government of India Acts of 1919 and 1935.

The Government of India Act of 1935 introduced for the first time the three lists, viz., the Federal List, the Provincial List and the Concurrent List. The framers of the present Constitution retained the principle of three lists. Although some changes were incorporated, the general pattern of distribution of functions under the lists have remained largely the same.

The three lists are enumerated in the VII Schedule of the Indian Constitution as List I (Union List), List II (State List) and List III (Concurrent List). The Parliament alone has the right to legislate in respect of subjects in List I, the State Legislatures have the exclusive right, except under certain conditions, to make laws regarding matters in List II, and with regard to List III, Parliament and Legislatures of States both may make laws, the functions of the States being restricted within the framework of functions assumed by the Centre. Further all the residuary powers of legislatures are vested in Parliament, that is, Parliament has the exclusive power to legislate on any matter not enumerated in the Concurrent List or State List including the power of making laws and imposing a tax not mentioned in either of the two lists.

Parliamentary legislation on a subject in the State List is permissible under three different sets of conditions :

- (a) Under Article 249, if the Council of States declares by a two-third majority vote that it is necessary or expedient in the national interest that Parliament should make laws in respect of matters enumerated in the State List, Parliament can legislate on the matter, subject to the limitations that the law so made remains in operation during the period when the resolution of the Council of State remains in force; this period cannot exceed one year on each occasion, although it is permissible to extend its operation year by year by successive resolutions. After a lapse of six months from the

termination of operation of such a resolution the Law so passed by Parliament will cease to be in force.

- (b) Under Article 250 of the Constitution, Parliament can legislate on any subject in the State List for the whole or any part of India.
- (c) A third type of parliamentary legislation on subjects included in the State List is under Article 252, if the Legislatures of two or more States pass a resolution suggesting parliamentary legislation on any matter included in the State List, then it is lawful for Parliament to make laws regulating that matter and such laws can be extended to any other State as and when the Legislature of that State passes a resolution to the same effect; an amendment or repeal of such law can be made only by Parliament. The initiative for promoting legislation of this kind for its amendment or repeal has, however, been left in the hands of the States, the intention being that when the conditions necessitating such a law cease to exist or become modified, it should be possible for the States to ask for appropriate action and for Parliament to carry out the necessary legislative changes.

It is not easy to determine whether the functions implied under specific items in each list have a direct or indirect bearing on tourism. The items having direct or indirect relationship with tourism under the three lists are listed below. The items are numbered according to VII Schedule of the Indian Constitution.

### UNION LIST

#### *Direct*

19. Admission into, and emigration from India; passports and visas.
20. Pilgrimages to places outside India.
28. Port quarantine
29. Airways; (aircraft and air navigation); provision of aerodromes, regulation and organisation of air traffic and of aerodromes
36. Currency, coinage and

#### *Indirect*

11. Diplomatic, Consular and trade representation.
13. Participation in international conferences, associations and other bodies, and implementing of decisions made thereat.
22. Railways.
23. Highways declared by or under law made by Parliament to be national highways.

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| legal tender; foreign exchange.  | 24. Shipping and navigation on inland waterways.                                     |
| 67. Ancient and historical monuments and records, archaeological sites and remains to be of national importance. | 25. Maritime shipping and navigation.  |
| 81. Inter-state migration.   | 30. Carriage of passengers and goods by railways, sea or air, by national waterways. |
|  | 60. Sanctioning of cinematograph films for exhibition.                               |

### STATE LIST

- |   |   |
|---|---|
| 7. Pilgrimages other than pilgrimages to places outside India.  | 6. Public health and sanitation.        |
| 12. Museums and other similar institutions controlled and financed by the State; ancient and historical monuments to be of national importance. | 19. Forests.                            |
| 20. Protection of wild animals and birds.   | 21. Fisheries.                          |
|   | 31. Inns and innkeepers.                |
|   | 33. Theatres and dramatic performances. |

### CONCURRENT LIST

- |   |  |
|---|--|
| 40. Archaeological sites and remains other than those (declared by or under law made by Parliament) to be of national importance. | 17. Prevention of cruelty to animals.            |
|   | 18. Adulteration of foodstuffs and other goods.  |
|   | 31. Shipping and navigation on inland waterways. |

Thus we find that a number of subjects have been covered under all the three lists which have direct as well as indirect relationship with tourism.

### *Functions of the Union Tourism Ministry*

Though this was the constitutional allocation of legislative functions, it has long been recognised that the Central Government had much wider responsibilities in regard to tourism and its development. In general terms, the Union Government's functions in regard to matters which are primarily a State responsibility, can be stated to be coordination, the supply of

information and competent advice and such other assistance as is required for the promotion of tourism in the country. The Ministry of Tourism, Central or State, is the ultimate authority responsible for the development and the promotion of tourism and tourist services operating within its jurisdiction and has powers to lay down and enforce minimum standards of tourist services.

#### *Formation of Ministry of Tourism*

In pursuance of the Presidential Order dated January 25, 1966, Ministry of Civil Aviation was abolished and subjects dealt with in that Ministry were transferred to the Ministry of Transport which was redesignated as the Ministry of Transport and Civil Aviation, with two constituent departments; (i) Department of Aviation and (ii) Department of Transport, Shipping and Tourism. On September 18, 1966, by another Presidential Order, Tourism was added to the Department of Aviation and the name of the department was changed to that of Department of Aviation and Tourism.

By Presidential Order dated March 14, 1967, the Department of Aviation and Tourism was formed into a separate Ministry designated as the Ministry of Tourism and Civil Aviation.

The functions of the Union Ministry of Tourism and Civil Aviation in terms of specific responsibilities are:

- (1) Organisation of Meteorological Services.
- (2) Provision of aerodromes, regulation and organisation of air traffic, aerodromes, aircraft, and air navigation.
- (3) Provision for the safety of aircrafts.
- (4) Carriage of passengers and goods by air.
- (5) Establishment of Corporations under the Air Corporation Act, 1953.
- (6) Establishment of Railway Inspectorate.
- (7) Development and promotion of Tourism.
- (8) Establishment of Youth Hostels.
- (9) Establishment of close contact with other Ministries in respect of promotion of tourism.
- (10) Coordination of various activities through various committees of Parliament, and other associations.
- (11) Negotiations with International and bilateral agencies.
- (12) Planning and Organisation of tourist activities throughout

the country in collaboration with the State Governments and the Planning Commission.

- (13) Inquiries and statistics for the purpose of any of the matters specified in this list.
- (14) Implementation of treaties and agreements relating to any of the matters specified in this list.

In other words, the Union Ministry, gives advice on Civil Aviation and Tourism matters, coordinates Civil Aviation and Tourism programmes and policies, supplies technical information and provides financial and other assistance. Thus it mainly guides, assists and coordinates. The Ministry formulates national policies of civil aviation and tourism with the assistance of expert committees and the Board.

### *Tourism and the Parliamentary Committees*

The influence that the Parliament exercises over the Executive stems from the basic principle: Parliament embodies the will of the people and must, therefore, be able to lay down the foundational guidelines of public policy and to supervise the way in which policy is carried out, so as to ensure that it remains in consonance with the aspirations of the nation as a whole. The need for parliamentary surveillance of the planning process, therefore, assumes special significance.

The formulation of the Parliamentary Committees for the discussion of the draft Five-Year Plans was first mooted by the Lok Sabha in May 1956. Five such Parliamentary Plan Committees came into existence in 1960. These committees after scrutiny of the draft Five-Year Plans submit their views to the Parliament. They are not empowered to pass resolutions and take decisions on the draft plans. The Plan Committee 'B' which is concerned with Industry, Power, Minerals, Transport and Communication examines tourism.

The draft Second Five-Year Plan was reviewed in the year 1956. A very interesting point was made by the members regarding tourism. It was felt that the tourist aspect of the country was not being given sufficient attention. According to a member, there were some countries in the world which thrived and flourished simply because the natural beauty of their lands attracted people from abroad, and in the enjoyment of those sights "there is an impulse to empty out their pockets and spend the money". Switzerland and New Zealand were the two countries

according to the member where a lot of money are being earned simply because these countries attracted foreign tourists.

It was felt that the tourist aspect deserved to be examined with closer scrutiny. The subject should receive the intensive attention that it deserves. The need for developing the Himalayan belt and the Deccan Plateau as part of tourist attractions was indicated. It was also suggested that mountain scaling, mountaineering, mountain sports should be developed. These areas, it was stressed, should have all the facilities for the tourists and there should be good and efficient transport system in these areas.

The need for developing wild life as part of tourism in the South was also felt. It was observed that there was a very attractive Edappalam Game Sanctuary in the South which perhaps is the only one of its kind in India. In the Periyar lake one can see herds of elephants, bisons, etc. which attract a good number of foreign tourists. It was felt that the backwaters of Travancore-Cochin do not get the publicity they deserve. The members felt that these areas should be adequately publicised.

The Committee further indicated the need for developing foreign tourist traffic to the South. It was felt that the Madras airport lagged behind, not being in a position to take international carriers. International tourists landed mainly at Bombay, Delhi and Agra. By strengthening the Madras airport, it should be possible for the South to receive foreign tourists in large numbers. This way the country would earn a lot of foreign exchange. The Committee was also of the opinion that sufficient attention was not being given to the aspect of earning foreign exchange. According to one member, tourism offered a great potential for invisible export on which several countries in Europe were thriving.

The need for allocating more funds for the development of tourism was also stressed. It was pointed out that a small allocation of Rs 2 crores for development of tourism during the Second Five-Year Plan was not sufficient. This allocation according to the Committee was small in view of the fact that the country was earning foreign exchange. It was recommended that this allocation should be increased for developing various tourist centres and beauty spots in the country on a planned and systematic basis.

The draft Third Five-Year Plan was reviewed for

programmes of small-scale and cottage industry, rail and road transport, heavy industry, power generation, expansion of airports and tourism. Regarding tourism, very few aspects of the subject were covered. It was suggested that the Madras airport be expanded so as to receive jet planes. It was also felt that since there was lot of passenger traffic between Tinnevely and Colombo, there should be an airport at Tinnevely. The Committee drew attention to the development of new railway lines, bridges, roads, electrification of track and improvements in passenger amenities. The need for an airport at Vijayawada was also felt as it was a well known cultural centre of Andhra Pradesh. The Committee felt that Cape Comorin which was already a pilgrim centre could be developed as an All India Tourist Centre. It was maintained that in doing so the Centre would attract tourist traffic not only from the North, but from other areas also. In doing so foreign exchange could also be earned as foreigners would be visiting the place. The need for constructing an aerodrome at Cape Comorin was stressed.

The Committee drew attention towards provision of more funds for tourism. The members were of the view that the Planning Commission should provide more funds for the development of domestic as well as international tourism. The need for building airports in all the States was underlined. It was necessary that air traffic should be increased as much as possible. At the same time another feeling was that the country at that stage should not go in for luxuries. This line of thinking regarded electrification of railways as a lesser luxury than air transport. The need for adequate funds for the development of various tourist centres in Garhwal district in Uttar Pradesh was also suggested.

The Committee on the draft Fifth Five-Year Plan discussed the need for increasing capacities on the Delhi-Bombay-Calcutta and Madras trunk routes. The Committee felt that the railway system linking Delhi, Calcutta, Madras and Bombay should be modernised during the Fifth Five-Year Plan period. The need for coordination between rail and road transport was also emphasised.

#### *Tourism and Financial Committees of Parliament*

There are two financial Parliamentary Committees namely;  
(i) The Estimates Committee and (ii) The Public Accounts



Committee. These two constitute the mechanism for reviewing the economies, organisations and policies of the government with the object of assessing the degree of efficiency and effectiveness in the administration. These committees also examine the manner of expenditure of monies provided by Parliament within the framework of policies and heads of accounts to meet the expenditure of the Government of India, and such other accounts that are placed before Parliament for authorisation.

#### *Estimates Committee*

On the basis of a study of the reports of the Estimates Committee (Lok Sabha-wise), report number 34 of the First Lok Sabha, report number 52 of the Second Lok Sabha, report numbers 90, 130 of the Fourth Lok Sabha and reports number 42, 55 and 100 of the Fifth Lok Sabha have been found to be dealing with the subject of tourism.

#### *First Lok Sabha*

The Estimates Committee Report No. 34 of the First Lok Sabha considered the proposal for the creation of a Directorate General of Tourism. The Committee was also of the opinion that the number of Regional Tourist Offices should be increased taking into account the national monuments, places of historical interest and other relevant factors from the tourist's point of view. The same criteria should apply to the opening of additional information offices. With regard to tourist centres of comparatively less importance, the Committee was of the view that State governments should be encouraged to open tourist bureaux for which the Centre may grant suitable subsidy. Regarding the opening of tourist offices overseas, the Committee felt that the number of tourists that visited India during the past three years should be taken as a dependable guide for deciding whether this could be done. Other recommendations contained in this report are :

1. To encourage the staff working in tourist offices to learn foreign languages by way of offering them suitable inducements.
2. Granting of loans to registered travel agents.
3. To explore the possibility of bringing in legislation on certain aspects of tourism such as hotels, guides, and travel agents.
4. To carry out sample surveys at certain places at regular intervals with a view to taking suitable steps for developing

tourist facilities considering the needs of tourists. The surveys should be carried out in places like Calcutta, Bombay and Madras.

5. To bring about coordination between Regional Tourist Offices, Airlines, Railways, Shipping Companies, Travel Agents and State Governments. Various queries of tourists should be promptly attended to by all concerned.

### *Second Lok Sabha*

The 52nd Report of the Second Lok Sabha dealt at length on tourist literature. The Committee was of the opinion that the tourist literature published on behalf of the Tourist Division was not upto the mark. It felt that although the standard was generally high, comparison with some European countries and USA showed that there is still considerable scope for improvement. The Committee pointed out that some of the literature meant for foreign tourists included information about areas which a foreign tourist was not likely to visit. Regarding literature meant for domestic use, it was felt that the literature brought out in different languages read more as a translation from the original in English than as an original contribution in respective languages. The Committee recommended that the publications brought out by the Publication Division on various developmental schemes, projects etc. should be prominently displayed in Regional Tourist Offices and Information Offices. It also suggested that literature for the consumption of home tourists should be brought out in consultation with the respective State Governments.

The Committee considered the question of setting up of State Tourist Traffic Advisory Committee with a view to promoting home tourism. It also recommended the appointment in States of officers exclusively dealing with tourist matters. With regard to development of home tourism, it suggested that the development of home tourism should primarily be the responsibility of State Governments. The Tourist Division of the Government of India should, however, continue to act as the central coordinating agency.

The Committee also considered the proposal for the setting up of Board or Corporation to look after the tourist development and promotion work in the country. It suggested that pending creation of such a Board, a separate Tourist Department

be set-up within the Ministry of Transport and Communication to continue the work that the Tourist Division had so far been handling. Other important recommendations featuring in this report are:

1. State Governments should be approached to organise refresher courses for tourist guides as has been done by the Ministry of Transport.
2. Tourist Department should organise Guide Training Courses at places most frequented by foreign tourists and where it has opened offices with a view to ensure regular supply of trained guides. The syllabus for such courses should be uniform. At the time of selecting candidates for the training, preference should be given to those candidates having knowledge of foreign languages.
3. Hotel Classification Committee should be requested to submit their report within a specified period of six months. The hotels should have Indian decor and there should be a display of Indian menu side by side with Western menu. Indian music and dance should be introduced and the motifs and paintings should be Indian.
4. To grant loans on easy terms subject to availability of funds for the development of hotel industry.

The other important areas of review by this report are the building of hotels for low and middle income groups, opening of Tourist Bureaux in various States with Central Government meeting half the cost subject to the maximum amount of rupees five thousand for each Bureau, and subject to the examination of proposals submitted by the State Governments for the development of game sanctuaries, and initiating steps for their development.

#### *Fourth Lok Sabha*

The Estimates Committee in their report number 90th and 130th of the Fourth Lok Sabha noted that the total outlay for development of tourism during the Fourth Five-Year Plan has been considerably reduced by the Planning Commission. The Committee urged that expeditious measures should be taken to finalise tourism development schemes to be taken up during the Fourth Five-Year Plan in the light of the UNESCO experts report. The Committee recommended that the corrective measures to streamline the procedures and the working of the

Department of Tourism should be taken up so that factors which hampered the progress of schemes during the Second and Third Plan Period were eliminated. Other recommendations in these reports are:

1. Central Tourist Department should maintain closest liaison and coordination with the State Governments regarding the various schemes of tourism development.
2. Proper maintenance of the ancient monuments which are the main attraction and basis of Indian tourism.
3. Need for vigorous promotional approach abroad in order to attract overseas tourists. Use of media like press, radio and television.
4. Careful scrutiny by the Department of Tourism on the quarterly progress report on the activities of the Advertising and Public Relation Agencies received from tourist offices abroad.
5. Closer liaison with Films Division, All India Radio and Press Information Bureau. Production of travel films for exhibition in motion picture theatres.
6. Adequate arrangements for supervising, controlling and checking the printing and designing of tourist literature. Literature should be properly examined and approved by a screening committee of experts. There should be trained and competent persons for designing and printing material specially for distribution abroad.
7. Examining the feasibility of waiving visa requirements for foreign tourists for fifteen days stay in India. Devising suitable measures in order to ensure that least inconvenience is caused to tourists in getting extension and renewal of visa. Streamlining and simplifying of frontier formalities by a high level committee.
8. Posting of specially trained Tourist Reception Officers at all important airports to receive and guide the visitors.
9. Construction of Motels and Youth Hotels.
10. Effective steps to curb the activities of unscrupulous shopkeepers and establishment of special police force for protecting tourists from harassment by beggars and hawkers.

The other important areas of review by these reports were evolving a scientific method for collection, compilation and dissemination of up-to-date tourist information, appointment

of screening committee of experts consisting *inter alia* of non-officials like representatives of travel agents, publication and printing experts, artists, etc., for the evaluation of tourist literature and suggesting improvements therein.

Steps to develop Buddhist Centres and to provide amenities and facilities in such centres, internal publicity with a view to achieving the desired goal of tourist promotion, augmenting hotel accommodation in the country, evolving a centralised machinery for the grant of recognition to travel agencies, curbing black-marketing in foreign exchange and selection of the right type of persons for imparting guide training were some of the other important recommendations of the Estimates Committee.

### *Fifth Lok Sabha*

The Fifth Lok Sabha had three reports, viz. 42nd, 55th and 100th relating to tourism. The Committee in these reports mainly recommended the strengthening of tourism in the country by implementing various measures. One of the main recommendations in the 55th report was undertaking a cost benefit study on various aspects of tourism with a view to highlighting the role of tourism in the economic growth of the country. Other recommendations in this report are:

1. Need for proper development and maintenance of areas around archaeological monuments and places of historical interest.
2. Provision of basic amenities such as cafeteria, clean toilet, suitable resting spots and clean environment at places of tourist interest particularly those which are more frequented by foreign tourists.
3. Keeping the places frequented by tourists clean and free of beggars, touts and peddlars.
4. Formulating a massive programme of construction of hotels during the Fifth Five-Year Plan so that sufficient room capacity is created in the country to meet the tourist need. Construction of sufficient number of hotels in the 3 Star category and also youth hostels and tourist lodges to meet the requirements of low income group tourists.
5. Suitable measures to see that the foreign visitors who are used to hard drinks are not denied these facilities in the place where they stay.
6. Provision of excellent tourist facilities at various airports, as

airports represent the first contact that a tourist has with the country. Simplification of custom, immigration and health formalities.

7. Formulating a comprehensive scheme for the development and promotion of entertainment and recreational programmes to cater particularly to the taste of foreign tourists. Utilisation of the rich heritage of song, music, dance and other arts.
8. Popularising Indian handicrafts and souvenirs which could not only be the source of foreign exchange but also a lasting publicity medium for India.
9. Streamlining tourist publicity programmes and policies. Reduction in the number of publications to maintain quality and drawing up the programme keeping in view the needs of the tourist offices in India and abroad.
10. Preparing a scheme for setting up the National Institute of Tourism.
11. Promoting wild-life tourism. Developing tourist facilities in wild-life sanctuaries and national parks.
12. Reviewing at intervals the performance of each tourist office overseas with a view to finding out whether these were sub-serving effectively the object with which they were set-up. Evolving criteria and guideline for the setting up of new offices.

Formulation of the National Tourism Policy and laying down the basic approach to the promotion of tourism in the country was one of the major recommendations of the 100th Report. According to the Committee, the tourism policy would not only reinvigorate the tourism promotion effort but would also provide a clear framework for implementation at all levels.

The Committee felt that in order to achieve the target of one million tourists by the year 1980, the Government has to make all round concerted efforts in coordination with State Governments and other concerned agencies. A well thought out and planned publicity and promotional campaign, provision of necessary infrastructure facilities and streamlining procedures was recommended. The Committee was also of the view that promotional strategy should not only be geared to the traditionally affluent markets like USA, Canada, UK, Japan and Germany but also to the oil rich countries.

Some of the other important areas of review by this report are the recommendations regarding higher allocations for the tourism sector. The Committee is of the opinion that a perspective plan for tourism integrating all the projects for a coordinated development of tourism in the country should be prepared by the Government and the actual implementation of the programme may be taken in hand as and when resources become available. This perspective plan would serve as a blueprint for the future development of tourist spots and infrastructure facilities in the country. The other important areas which attracted the concern of the Committee were the slow progress in the development of Beach Resorts, development of Buddhist Centres, preparation of master plans for development of tourism, and measures to increase hotel room capacity in the country to meet the increasing tourist traffic.

#### *Public Accounts Committee*

Public Accounts Committee in its Twenty-fifth report during the fourth Lok Sabha commented on the construction and utilisation of the Canteen-cum-Rest House at Ajanta for the visiting tourists. According to the Committee, the Department should visualise before hand the difficulties and problems in order to avoid delay in the completion and utilisation of the buildings. The Committee was also of the opinion that before undertaking construction of a Rest House/Tourist Home at a place of national and international tourist interest like Ajanta, a careful study should be made about the requirements of the tourists both international and domestic who would be making use of it. The facilities in these places should be in accordance with such requirements, keeping sufficient margin at the same time for future expansion. The style of architecture should harmonise with the monument and its surrounding areas. Special care should be taken regarding sanitation, drinking water facilities, and catering arrangements.

The Public Accounts Committee in its Seventieth report during the fourth Lok Sabha also dealt with the construction of Rest Houses/Tourist Homes for the tourists. The Committee was of the view that in order to avoid delay in construction and utilisation of facilities in these places, the department in future should undertake more detailed surveys of places of tourist importance. Suitable guidelines in the light of the experience



gained earlier should be evolved by the department. Regarding catering arrangements in these places, the Committee felt that the necessary assistance of the India Tourism Development Corporation should be taken. It was recommended that the management of tourist bungalows/canteens constructed by the Tourist Department should be transferred to India Tourism Development Corporation Limited.

From the observations of the above two financial committees of the Parliament, it can be seen that the sector of tourism received the attention it deserved as a growing industry, having the potential to make handsome contributions to the economic growth of the country.

# 6

## Tourism and Planning

### *The Planning Machinery in India*

The idea of a coordinated or planned effort for promoting rapid development of the economy was an integral part of the nationalist thinking in India long before Independence. Ever since 1876 when Dadabhai Naoroji published his paper on 'Poverty of India', Indian leaders were highly critical of the economic policy followed by the then ruling power in India which they considered as one of the main causes of the economic decadence of the country. They strongly urged that only co-ordinated action for economic development, undertaken by a popular government primarily in the interest of the people of the country could save the economy and lead the people out of grinding poverty. As the struggle for national independence progressed, its social and economic aims became more definite. A comprehensive economic programme was adopted in the year 1931. In 1938, soon after the formation of popular governments in the different provinces with powers to exercise a certain measure of autonomy, the Indian Nationalists got for the first time the opportunity of putting their ideas into practice, and decided to set up a National Planning Committee with Shri Jawaharlal Nehru as its Chairman. The work of this committee was, however, interrupted because of the Second World War. But it had already submitted many reports which prepared the ground for the social and economic policies and programmes which were later adopted by the country after it achieved Independence in 1947. Even before the final transfer of power, the Interim Government that was formed in 1946 decided to appoint an Advisory Planning Board soon after it came into office. An important recommendation of the Board was the appointment of a Planning Commission to devote continuous attention to the whole field of economic and social development.

The first three years of Independence were, however, taken up in straightening a number of urgent administrative problems, integrating the five hundred and odd princely states with the rest of the Indian Union, the rehabilitation of the refugees from Pakistan, reorganising the administrative and technical services, and what was most important, in giving the country a constitution.

### *Directives of the Constitution*

The basic and social policies of the country were set forth in the Constitution, which came into force on January 26, 1950, and in which the Directive Principles of State Policy are indicated in the following terms:

"The state shall try to produce the welfare of the people by securing and protecting as effectively as it may a social order in which justice, social, economic and political, shall inform all the institutions of the national life".

Further, that:

"The State shall in particular direct its policy towards securing

- (a) that the citizens, men and women equally have the right to an adequate means of livelihood;
- (b) that the ownership and control of the material resources of the community are so distributed as best to subserve the common goods; and
- (c) that the operation of the economic system does not result in the concentration of wealth and means of production to the common detriment".

### *Appointment of the Planning Commission*

The intention of the government to set up a Planning Commission was announced in the President's address to the Parliament at the end of January 1950. In the resolution dated March 15, 1950, the Government of India referring to the Constitution of India and specifically to certain Directive Principles of State Policy, stated that in view of these and the declared objectives of the government to promote a rapid rise in the standards of living of the people, a Planning Commission has been set up.

The functions of the Commission were defined as follows:

1. Make an assessment of the material, capital and human resources of the country, including technical personnel, and

- investigate the possibilities of augmenting such of these resources as are found to be deficient in relation to the nation's requirements;
2. formulate a plan for the most effective and balanced utilisation of the country's resources;
  3. on a determination of priorities, define the stages in which the plan should be carried out and propose the allocation of resources for the due completion of each stage;
  4. indicate the factors which are tending to retard economic development, and determine the conditions which, in view of the current, social and political situation, should be established for the successful execution of the plan;
  5. determine the nature of the machinery which will be necessary for securing the successful implementation of each stage of the plan in all its aspects;
  6. appraise from time to time the progress achieved in the execution of each stage of the plan and to recommend the adjustments of policy and measures that such appraisal may show to be necessary; and
  7. make such interim or ancillary recommendations as appear to it to be appropriate either for facilitating the discharge of the duties assigned to it; or, on a consideration of the prevailing economic conditions, current policies, measures and development programmes; or on an examination of such specific problems as may be referred to it for advice by Central or State Government.

#### *Setting Up of National Development Council (NDC)*

One of the problems of planning in a federal set-up is that of building up a plan for the entire country and obtaining the consent and cooperation of both the federal and State Governments. The legal basis for coordinated planning for the country as a whole is provided in the Constitution of India which, includes 'economic and social planning' in the Concurrent List. Parliament could have passed legislation on this basis to ensure that the national plan was accepted and implemented by the State Governments. This approach, however, was not favoured. It was probably, and perhaps rightly, felt that legislative action of this kind would be less useful than the creation of an institution which would provide a common basis for discussion and establish a convention of cooperative endeavour and carrying out of commonly agreed plans and programmes.

Official discussion on planning machinery in the Government of India had even in 1949 envisaged the creation of some kind of National Economic Council to act as an organ of inter-governmental cooperation. The Planning Commission while giving finishing touches to the draft outline of the First Plan, too, felt the necessity for the creation of such a body. It, therefore, recommended as follows: "In a country of the size of India where the States have under the Constitution full autonomy within their own sphere of duties, it is necessary to have a forum such as National Development Council at which, from time to time the Prime Minister of India and the Chief Ministers of States can review the working of the plan and its various aspects." On this recommendation the Government of India set up the National Development Council in August 1952. The Council is an "advisory and reviewing body set up to strengthen and mobilise the efforts and resources of the nation in support of the plan to promote common economic policies in all vital spheres and to ensure the balanced and rapid development of all parts of the country".

The Planning Commission and the National Development Council, of which the Central Ministers and Chief Ministers of the States are members, together constitute two powerful organs to promote a coordinated advance in the country over the whole area of national planning and development through successive Five-Year Plans. The large sums of money distributed by the Centre through the Planning Commission to assist the States in the execution of the Five-Year Plans must also facilitate a greater coordination of effort by the Centre and the States and the growth of fuller cooperation in the progressive approach that is being made towards a welfare State.

#### *National Development Council and Tourism*

The National Development Council since its inception in 1952, has so far met about thirty times. The Council has not made any direct reference to the subject of tourism in any of its meetings. Only indirect references to subjects connected with tourism have been made in some of the meetings. These references relate to augmenting of transport services, provision of safe drinking water, and enactment of laws relating to food adulteration.

The establishment of the Planning Commission in the year 1950 and the introduction of planned methods for the develop-

ment of the country was an event of great significance. Although there was no provision for tourism during the First Five-Year Plan of 1951-1956, the Second Five-Year Plan of 1956-1961 provided an outlay of Rs 336.38 lakhs. The total outlay on tourism during the Third Plan Period (1961-1966) was Rs 800 lakhs. The allocation during the interregnum of 1966-1969 was Rs 329.96 lakhs. Upto this period the total outlays included both central as well as state sectors. However, the Tourism Plan formulated by the Department of Tourism for implementation during the subsequent Fourth and Fifth Plans included schemes that were taken up in the central sector only. The provision for tourist schemes in the state sector were to be made separately in each State Plan. Due to stringency of resources the original outlay of Rs 40.35 crores during the Fourth Five-Year Plan (1969-1974) was cut down to Rs 25 crores. The outlay for the Fifth Five-Year Plan (1974-1979) was Rs 23.62 crores.

#### *The First Plan (1951-1956)*

The First Five-Year Plan did not include any allocation for the development of tourism. The reasons for this are not difficult to understand. As tourism had not established itself as a separate entity, no need was felt to provide any outlay during the Plan. During this period the subject of tourism was looked after by the Ministry of Transport. The allocation made for transport included also the allocations for tourism. The Tourist Division which was formed in the year 1949 and placed under the Ministry of Transport had some provisions for expenditure on ways and means of attracting tourists from abroad. The measures adopted during the First Plan Period to attract foreign tourists included bringing out a large variety of tourist publicity material, participation in exhibitions, screening of films, opening of tourist offices both in the country and overseas and involving travel agencies to organise tourist promotional activities.

#### *The Second Plan (1956-1961)*

It was in this plan that separate funds were set aside for the development of tourism. Provision was made for the development of tourism both in Central and State sectors. The main objectives of development of tourism during the Second Five-Year Plan were provision of accommodation, and transport and recreational facilities at important tourist centres specially those situated in out-of-the-way places. These places were to be the

sites of great monuments which were neither easily accessible nor provided adequately, comfortable means of accommodation.

Broadly, the tourist developmental schemes in the Second Five-Year Plan were categorised into three parts, viz., Part I, Part II and Part III Schemes. Part I Schemes were intended to create facilities for foreign tourists and were financed wholly by the Central Government. These Schemes were centrally executed directly by the Centre through the agency of the Central Public Works Department. However, in certain exceptional cases the funds were placed at the disposal of the State Governments and the schemes implemented through the State Public Works Department with 100 per cent grant from the Central Government.

Schemes in Part II were intended to create facilities for home tourists at centres which were also important from the point of view of foreign tourists. These schemes were jointly financed by the Central and State Governments in the ratio of 50:50. The schemes were treated as centrally sponsored schemes, executed through the State public works departments and the Central Government subsidised the schemes to the extent of 50 per cent of the actual cost.

Part III Schemes were included in the State plans and were wholly financed and executed by the State Governments. These schemes were intended to provide facilities for home tourists at centres which were of local or regional importance such as pilgrim centres and holiday camps.

The total outlay on tourism in the Second Plan was Rs 336.38 lakhs and the expenditure actually incurred was Rs 221.29 lakhs. The allocation and expenditure for Part I, II and III Schemes was as follows:

(Rs in lakhs)

	<i>Allocations</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
Part I	83.50	—	83.50
Part II	74.44	74.44	148.88
Part III	—	104.00	104.00
	<u>157.94</u>	<u>178.44</u>	<u>336.38</u>



(Rs in lakhs)

	<i>Expenditure</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
Part I	37.46	—	37.46
Part II	49.42	49.41	98.83
Part III	—	85.00	85.00
	86.88	134.41	221.29

*The Third Plan (1961-1966)*

By the time the Third Five-Year Plan was launched in the year 1961, tourism had assumed increasing importance. The number of foreign tourists visiting India had considerably grown and so had the foreign exchange earnings. The programmes of development of tourism included in the Second Five Year Plan aimed mainly at providing accommodation, transport and recreational facilities at important tourist centres. Provision was also made for the construction of road links to these centres. Considerable time was taken in finalising the schemes in the Second Five-Year Plan. These were mostly in the nature of building projects and the progress in the implementation of these was rather slow.

The main objective of tourism development during the Third Five-Year Plan was provision of facilities for accommodation and transport. The schemes in the central sector provided for facilities at centres which were important from the point of view of foreign tourists while those in the state sector were intended mainly for home tourists. Provision was made for winter sports at Gulmarg in Jammu and Kashmir State. It was also felt that the expansion of the hotel industry had not been commensurate with the growing needs of tourism. During the Third Plan, measures were under consideration for assisting the industry with loans for construction of new hotels and for improvement or expansion of existing ones.

The total outlay on tourism in the Third Five-Year Plan was Rs 800 lakhs. Slightly less than one half of this amount was

available for schemes to be taken up by the Central Department of Tourism and for grants to the State Governments. The remaining amount was to be spent as part of state plans. Out of a total outlay of Rs 800 lakhs, the actual expenditure incurred was Rs 510.45 lakhs.

The allocation and expenditure for Part I, II and III Schemes were as follows:

(Rs. in lakhs)

	<i>Allocations</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
Part I	292.00	—	292.00
Part II	58.00	58.00	116.00
Part III	—	392.00	392.00
	<u>350.00</u>	<u>450.00</u>	<u>800.00</u>

(Rs. in lakhs)

	<i>Expenditure</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
Part I	97.41	—	97.41
Part II	47.71	47.71	95.42
Part III	—	317.62	317.62
	<u>145.12</u>	<u>365.33</u>	<u>510.45</u>

#### *The Annual Plans (1966-1969)*

After the conclusion of the Third Five-Year Plan, three Annual Plans, 1966-1967, 1967-68 and 1968-69 were launched. The allocation and expenditure during each of the three Annual Plans in respect of Part I, Part II and Part III Schemes have been as follows:

(Rs. in lakhs)

	<i>Allocation</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
<i>1966-67</i>			
Part I	28.50	—	28.50
Part II	15.00	15.00	30.00
Part III*	—	—	—
Total	43.50	15.00	58.50
<i>1967-68</i>			
Part I	27.65	—	27.65
Part II	30.00	30.00	60.00
Part III*	—	—	—
Total	57.65	30.00	87.65
<i>1968-69</i>			
Part I	111.31	—	111.31
Part II	36.25	36.25	72.50
Part III*	—	—	—
Total	147.56	36.25	183.81

\*Since Part III Schemes were financed wholly by the State Governments, the Department of Tourism has no information on these Schemes.

	<i>Expenditure</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
<i>1966-67</i>			
Part I	8.69	—	8.69
Part II	9.86	9.86	19.72
Part III	—	—	—
Total	18.55	9.86	28.41

	<i>Allocation</i>		
	<i>Central Sector</i>	<i>State Sector</i>	<i>Total</i>
<i>1967-68</i>			
Part I	25.14	—	25.14
Part II	8.76	8.76	17.52
Part III	—	—	—
Total	33.90	8.76	42.66
<i>1968-69</i>			
Part I	35.42	—	35.42
Part II	15.82	15.82	31.64
Part III	—	—	—
Total	51.24	15.82	67.06

On careful examination it can be seen that there is a big gap between outlay and expenditure figures. There was a heavy shortfall in expenditure not only during the Second and Third Plan periods, but also during three Annual Plans—both in the Central and State sectors. Out of a total provision of Rs 336.38 lakhs and Rs 800 lakhs in both sectors during the Second and the Third Plan, the extent of shortfall was of the order of Rs 115 lakhs and Rs 289.55 lakhs respectively, i.e., about 34 per cent and 37.4 per cent during the two Plan periods. The position of utilisation of funds did not improve during the annual plan periods.

The shortfall in expenditure has been attributed to three main factors. Firstly, the inadequate organisational set-up at the Centre for the planning and implementation of tourist developmental schemes slowed down the execution of planned schemes. The second reason was the declaration of emergency twice during the Third Plan Period which resulted in tourist schemes being given very low priority both at the Centre and State levels. This caused delay in the execution of planned schemes. Some of the schemes had also to be dropped as a measure of economy. Thirdly, delays often occurred in completing various formalities which precede actual execution of schemes. These and some other factors were together responsible for the shortfall in expenditure during the Second and the Third Five-Year Plans and also the Annual Plans.

*Fourth Plan (1969-1974)*

At the time of the launching of the Fourth Five-Year Plan in the year 1969, tourism was recognised to be an important means of earning foreign exchange. The broad approach to tourism in the Fourth Five-Year Plan was to expand and improve tourist facilities in the country with a view to promoting 'destinational traffic' as distinct from 'transit traffic'. It was also proposed to take up integrated development of selected areas and encourage 'charter traffic'. Emphasis was to be laid on provision of accommodation, transport and recreational facilities. Efforts were also to be concentrated in the areas where there was an identified large flow of foreign tourist traffic.

An outlay of Rs 25 crores was provided during the Fourth Five-Year Plan for central programmes. The programmes in the central plan included Rs 14 crores for programmes of Central Department of Tourism and Rs 11 crores for the programmes of India Tourism Development Corporation. The programmes of Central Department of Tourism mainly provided for loans to the hotel industry in the private sector, loans for purchase of tourist vehicles for private operators and integrated development of selected centres. The programmes of India Tourism Development Corporation provided for the construction of hotels, motels and cottages, renovation and expansion of tourist bungalows, setting up of transport units and duty free shops at the international airports. For the States and Union Territories, an outlay of Rs 11 crores was provided for during the Plan. This provision in the State plans was made largely for creating facilities for home tourists. The programmes also provided for construction of low-income rest houses, development of important tourist centres and publicity. The actual expenditure incurred was Rs 12.79 crores.

*Fifth Plan (1974-1979)*

The fact that tourism is the world's largest and most rapidly expanding industry was recognised at the time of launching the Fifth Five-Year Plan in the year 1974. It was also realised that the importance of tourism has been increasing mainly because of the growing affluence and leisure in the developed countries, and also due to rapid development in transport facilities, and the declining trend in international airfares. The Fifth Five-Year

Plan on Tourism indicates the broad approach to planning of tourism which would generally hold good for subsequent plan periods. The investment priorities indicated in the Fifth Plan were :

- (i) provision of additional accommodation and transport to match anticipated growth in international tourism;
- (ii) the integrated development of selected new hill and beach resorts in order to accelerate the growth in tourism and also to spread traffic over different regions of the country as far as feasible; and
- (iii) tourism promotion abroad.

The Fifth Plan lays down certain criteria for selecting centres for tourism development. These criteria are (a) tourism preferences to be determined by the existing pattern of travel within the country (b) the actual or potential attraction of a place for tourists because of its historical and/or archaeological significance or scenic beauty (c) its accessibility (d) its development in relation to the existing and/or future travel patterns or circuit of tourists within the country (e) its relation to the overall promotional strategy and the developmental programme of the Department and (f) the investment that the State Government concerned would make at the place for developing the infrastructure such as roads, water and electric supply, transport facilities, etc.

Keeping in view the guidelines indicated for tourism development in the Fifth Plan, the main emphasis in the central plan was on the:

1. development of selected beach and mountain resorts such as Kovalam, Goa and Gulmarg;
2. development of selected archaeological centres of tourist importance;
3. facilities for tourists in wild life sanctuaries ;
4. loan to hotel projects and tourist transport operators in the private sector ; and
5. increased efforts on publicity and promotion abroad.

The major portion of the allocation in the programme of the Indian Tourism Development Corporation is earmarked for providing more accommodation in the form of hotels, motels and travellers' lodges. In the state sector, the emphasis has to be on the development of places of local or regional importance.

The Planning Commission had proposed an outlay of Rs. 133.24 crores for Tourism Plan in the central sector in the draft

Fifth Plan. This outlay was reduced to Rs 78 crores in the draft Fifth Plan—Rs 44 crores for the Department of Tourism and Rs. 34 crores for the India Tourism Development Corporation. However, at the mid-term review of the Fifth Plan in June 1976, the Tourism outlay was further reduced to Rs 40.74 crores, the share of the Central Department of Tourism being Rs. 23.62 crores and that of the India Tourism Development Corporation, Rs. 17.12 crores. The utilisation of funds by the Central Department of Tourism has been as follows :

(Rs. in lakhs)

<i>Year</i>	<i>Budget Estimate</i>	<i>Expenditure</i>
1974-75	448.96	405.77
1975-76	418.75	336.52
1976-77	430.14	255.99
1977-78	499.00	(n.a.)

It is clear from the Table that during the year 1976-77, the utilisation of funds by the Department was much less than in the previous years. This was, however, due to the need to exercise economy which resulted in a large surrender of funds earmarked for hotel loans. In physical terms the achievements have been a substantial increase in accommodation and transport facilities to meet the requirements of international tourists. Fifteen Youth Hostels and eleven Tourist Bungalows were constructed to cater to youth travel and middle income group tourists. Some of the other achievements included establishment of Gulmarg and Kovalam as resorts for increasing the volume of destination tourist traffic, development of facilities in five selected wild life sanctuaries, development of the concept of environmental planning through the preparation of master plans of twelve archaeological centres of tourist importance, opening of more tourist offices overseas for intensifying tourism promotion effort and production of twenty-two million units of tourist literature for promotional purposes.

#### *Draft Sixth Plan (1978-1983)*

The Draft Sixth Five-Year Plan is to emphasise on strengthening the existing tourism plan and creating new facilities for the tourists. The endeavour will be (i) to consolidate the gains



through vigorous and result-oriented marketing and (ii) to develop facilities in a more integrated and coordinated manner. Domestic tourism is to receive greater emphasis during the Sixth Plan Period as compared to the earlier plans. The broad division of responsibilities in the tourism sector between the Central and State Governments will continue to be the same as in the previous plans. The Centre will invest in the projects and programmes intended predominantly to stimulate international tourism. The State Governments will concentrate on the development of facilities meant primarily for domestic tourists. It is proposed to revive the grant-in-aid schemes in the Tourism Plan for providing facilities at tourist centres of national importance to meet the requirements of both domestic tourists and not-so-affluent international tourists. The expenditure on such schemes would be shared on a 50 : 50 basis with the State Governments on the same lines as Part II Schemes of the earlier plan period. Similarly, investment by way of grants-in-aid is also proposed for the development of social tourism. The centrally aided or grant-in-aid schemes were abolished from the Fourth Plan period. An outlay of Rs 63 crores is to be provided during the Sixth Plan for Central programmes. This will include Rs 33 crores for the Central Department of Tourism and Rs 30 crores for the India Tourism Development Corporation.

The investment priorities during the Sixth Plan Period in the Central sector will thus be :

- (i) provision of accommodation and transport to match the anticipated growth in international tourism, based on past trends ;
- (ii) the development of resorts and tours, in order to accelerate the growth in tourism, and also to spread the traffic over different regions of the country as far as feasible ;
- (iii) tourism promotion abroad ;
- (iv) the development of selected tourist centres of importance both to domestic and international tourists jointly with State Governments ; and
- (v) the development of social tourism.

The selection of places to be developed during the Sixth Plan will be made on the basis of (i) the existing tourist traffic to the places; (ii) the potential the place holds for attracting both international and domestic tourists; (iii) its accessibility; (iv) its development in relation to the existing and/or future travel

pattern or circuit of tourists within the country; (v) its relation to the overall promotional strategy and the development programme of the Department of Tourism, and (vi) the investment that the State Government concerned would make for developing the infrastructure such as roads, electric supply, and transport facilities.

With a view to encourage and develop domestic tourism, provision in the plan has been made for the development, expansion and improvements of facilities at selected centres of pilgrimage of national importance under the social tourism programme. The schemes will also be treated as centrally aided, the expenditure being shared on 50:50 basis by the Central and State Governments. The various pilgrim centres to be developed would be selected in consultation with the State Governments.

The developments of cultural tourism, wild life tourism, beach and mountain resorts would continue to be on the same lines as has been done during the last plans. Over the next five year period, it is proposed to undertake the implementation of the master plans already completed and expected to be completed during 1978-79. Completion of work on the master plans of other centres in the ten complexes would be taken up. As practically no facilities exist at these places, the development of these places will be taken up from scratch. Since most of these centres are located in rural areas, it is intended to develop these centres as models of rural reconstruction in the matter of designing, use of building material, furnishing and landscaping. Regarding wild life tourism, the strategy that is proposed to be adopted during the Sixth Plan is to concentrate efforts in certain selected National Parks and wild life sanctuaries. The criteria for selecting these areas for development will be the nearness of the sanctuary to a popular tourist centre, easy accessibility and richness of wild life.

In addition to promoting the traditional tourist attractions of the country, efforts will also be made to highlight special interest tours, trekking and other recreational activities, festivals and fairs, yoga and ayurvedic oil baths. This will present a package of diverse tourist attractions of the country. This also will help to spread the tourist traffic as evenly as possible throughout the country. In addition, festivals and fairs and indigenous forms of entertainment are also proposed to be encouraged and developed for which grant of subsidies will be

given to official agencies and organisations.

Development of beach and mountain resorts will continue to be taken up as during the previous plans. A large number of international as well as domestic tourists are taking interest in these. Tourism geared to provide rest and recreation is rather a new concept in India which has yet to be exploited fully. A beginning was made in the Fourth Plan towards developing two major resorts, one at Gulmarg in Kashmir and the other at Kovalam in Kerala. In order to cater to the needs of the increasing number of tourists, more such resorts are to be developed in addition to the existing ones. It is proposed to continue further development of Gulmarg in Kashmir as a summer and winter sports resort, Kovalam in Kerala and Goa as beach resorts, and to develop tourist movements to the Kulu-Manali areas in Himachal Pradesh. A survey is proposed to be undertaken of the new areas for resorts development.

Accommodation is the most important component of the tourism industry. During the Sixth Plan period emphasis is being laid on providing accommodation to match the anticipated growth of international as well as domestic tourism. An estimate of the hotel requirement by the end of the Sixth Five-Year Plan has been made on the basis of the past trends. However, the actual hotel requirement may be little higher than the projections. It is expected that the tempo of building activity for hotel rooms would be gradually built up over the years. The various benefits given to the entrepreneurs for setting up hotels will continue to be given during the Sixth Plan Period. The Department of Tourism encourages the private sector to set up more hotels by giving various incentives, such as fiscal reliefs, financial assistance in the form of institutional loans and 15 per cent outright subsidy for the construction of hotels in the economically backward areas.

A new concept for constructing a chain of Janata hotels is being introduced in the Sixth Plan. The primary objective of constructing such hotels is to provide clean and comfortable accommodation at as low rental as possible for the fixed budget tourists both domestic and international. The emphasis will be on basic facilities and services. The size of these hotels will vary from 150 to 1250 beds depending upon their location. To begin with, four Janata hotels, one each in four metropolitan cities will be constructed in the Central sector. These hotels are to be

managed by India Tourism Development Corporation. At other locations, the State Tourism Development Corporations will be encouraged to construct such hotels. Possibilities will also be explored of making available suitable incentives to the private parties willing to undertake such ventures. With a view to generating internal revenue, some in-built provisions can be made by the prospective entrepreneurs by providing some rooms with air-conditioning, air-cooled facilities and also having a multi-purpose hall for social and cultural programmes. Shopping arcades can also be provided for in order to cater to the shopping needs of the tourists.

Greater coordination with agencies concerned with the promotion of tourism is envisaged with a view to achieving the objectives set forth during the Sixth Plan period. Tourism plan would be closely linked with the plans of:

- (a) the Indian Airlines, Air-India, Directorate General of Civil Aviation, International Airport Authority of India;
- (b) the Ministry of Shipping & Transport with regard to roads, road transport, inland water and coastal traffic;
- (c) the Ministry of Railways with regard to rail travel on certain sectors by international tourists, particularly, in respect of group travel;
- (d) the Archaeological Survey of India in respect of archaeological centres;
- (e) the Department of Forests, as well as the State authorities for the development of wild life tourism.

Tracing the history of tourism planning in India, it may be observed that it has come a long way from the nil allocation in the First Plan to proposed Rs 63 crores in the central sector during the Sixth Plan period. The Planning Commission has recognised the role of tourism in national development and its share in the overall economy of the country. Tourism, like any other economic activity flourishes best when it fits into a context of general economic policies and programmes designed to lead to the optimum growth of the economy of a country as a whole. The industry of tourism is perhaps the only sector in the national economy of a country which earns more in terms of revenue, the more it is developed.

# 7

## Tourism Organisation

For any industry to develop, an organisation is a must as the organisation plays a vital role in the proper planning, development and growth of the industry. Organisation consists of individuals whose primary role is the achievement of the objectives for which it has been setup. Administration as a general field may be divided into two constituent areas: 'administrative organisation', which deals with the internal structure and arrangement of the personnel of the agency, and 'administrative management', which is concerned with the direction of the personnel, fiscal control and other techniques related to operation. It is the former with which this chapter will be dealing as far as organisation of tourism in India is concerned.

The aim of organisation is to deploy staff into working groups, associating those with similar functions or purposes so as to move efficiently to obtain a desired result from their combined effort. In other words, organisation means combination of a group of individuals whose main purpose is to achieve through group action the objectives for which it has been set up.

The organisation of tourism is complex and involves literally hundreds of divisions and units. A study of the subject should logically begin with the official tourist organisation called the National Tourist Organisation followed by the other private organisations which together serve the objectives of tourism. Rapidly growing awareness of the economic, financial and social advantages of tourism development, coupled with the recognition that such advantages can best be achieved through systematic efforts for the expansion of tourism, has now led most countries to extend and enlarge their direct interest and role in tourism.

The National Tourist Organisation is the body responsible for the formulation and implementation of national tourist

policy in India. It is the proper agency and instrument for the execution of the national governments' responsibilities towards the control, direction and promotion of tourism.

Almost all countries have tourist organisations. The status, powers, responsibilities and resources vary a great deal from country to country depending upon the number of conditioning factors, especially the differing political and constitutional structures, and the varying levels of economic and tourism development. Due to increasing flow of tourist traffic in recent years, the state has been playing an active role. In a very broad sense, it is true that all national tourist organisations work for the optimum growth of tourism so as to maximise its contribution to economic and social development. It will not be possible to achieve this purpose without the consistent backing of effective marketing, promotional and management policies.

Effective *liaison* with many government departments (e.g., Home, External, Finance, Planning, Health, Education, Culture, Local Administration, etc.,) is very essential for the development of tourism. The actions and policies of these departments go a long way in the construction and running of facilities required for the tourists. Through the *liaison* national tourist organisation can prevail upon these departments to adopt policies which would be conducive to the development of tourism. It is equally desirable to avoid policies which might hinder or injure tourism interest. Thus the national tourist organisation has to keep all the government departments concerned regularly informed of the methods and policies most propitious for furthering the growth of tourist service trades, and enlisting such assistance that would help the entire country to benefit from tourism development. Briefly, national tourist organisation has an extremely vital role to play in the expansion of tourism.

In most countries the central body responsible for tourism, i.e., the National Tourist Organisation, has its own branch offices established at such places within the country which are important from the tourist point of view. The functions of these offices include, among other things, supply of topical information and extension of appropriate reception to visitors, and *liaison* with local travel, trade and other tourist interests. In addition, the national tourist organisation maintains offices abroad for the promotion of tourism traffic to the country. These offices maintain close relations with the foreign tour operators, travel interests and transport companies. In short



the National Tourist Organisation has to mobilise all potential national forces and resources available for stimulating the growth of tourism. In carrying out its task it has to enlist the maximum cooperation of all public bodies, organisations, associations and undertakings directly or indirectly interested in the promotion and development of tourism.

Tourism as a separate organisation was set up rather late in India. Prior to the formation of a separate organisation, tourism was a part of the Transport Ministry. The Government, however, started devoting considerable time and attention to the development of tourist traffic immediately after independence. By that time it was recognised that tourist traffic was an important source of earning foreign exchange as well as promoting international understanding.

The first step towards the development of the tourist industry in India was initiated in the year 1945 when the Sargent Committee was appointed. This committee set up by the then Government of India under the Chairmanship of Sir John Sargent, the then Educational Advisor to the Government, submitted its report in the year 1946. The main recommendation of the Committee was that a separate tourist organisation should be set up at the Centre with regional offices in metropolitan cities of Bombay, Delhi, Calcutta and Madras. The Committee also recommended setting up of tourist publicity cells in Indian Embassies and Consulates all over the world. As a follow-up, an *ad-hoc* Tourist Traffic Committee was appointed in the year 1948. This committee was entrusted with the job of suggesting ways and means of promoting tourist traffic to India.

#### *Ad-hoc Tourist Traffic Committee*

It was in the year 1948 that the independent Government of India took the first step towards promotion of tourism in India. The Ministry of Transport constituted an *ad-hoc* Tourist Traffic Committee consisting of representatives of the concerned Ministries and of tourist, transport and hotel industries. One of the major recommendations of the Sargent Committee appointed in the year 1945 was 'that the work of development of tourist traffic in India should be undertaken on a methodical basis by a separate organisation'. As a result of this recommendation, a separate *Tourist Traffic Branch* was set up in the Ministry of Transport in the year 1949 with the main objective of development of tourist traffic in India. The subsequent years



witnessed an expansion of Tourist Traffic Branch and its activities in various directions. With the increase in its activities the Tourist Traffic Division expanded considerably and during the year 1955-56 the Headquarter establishment was increased from one branch to four branches, each having wide ranging duties. The four sections looking after various subjects were, viz., (i) Tourist Traffic Section (ii) Tourist Administration Section (iii) Tourist Publicity Section and (iv) Distribution Section.

*Tourist Traffic Section* was to look after a large number of travel trade subjects which included development of both internal and external tourist traffic, legislative matters, five year plans, travel agencies, hotels and rest houses, facilitation, tourist statistics and monthly reports and tourist traffic to Kashmir. It also dealt with international conferences on tourism and references relating to UN and its agencies, coordination with railways, establishment of tourist bureaux in States and development of tourist centres and the training of guides.

*Tourist Administration Section* was to deal with administration work relating to tourist offices both in India and abroad, budget, delegation of financial powers to tourist offices, opening of new Tourist Offices in India and abroad and periodical inspection of tourist offices. *Tourist Publicity Section* was to deal with publication of the tourist literature such as pamphlets, guidebooks and posters, issue of advertisements and participation in exhibitions and fairs. *Distribution Section* was to deal with the distribution of tourist publicity literature in India and abroad.

Within a short period of time there was manifold increase in the activities of the Tourist Traffic Branch. The four branches as they developed during the years 1955-56 performed a variety of duties covering almost all the important segments of tourism. These branches were functioning under one Deputy Secretary and two Under Secretaries. At this stage there was a proposal for the creation of a Directorate General of Tourism. One reason advanced in favour of setting up a Directorate General of Tourism was that the policy-making and executive functions were combined in the existing staff of the Tourist Division of the Secretariat and that these should be separated. However, this proposal did not get favour as it was felt that the subject of tourism had not yet developed to an extent as would justify an immediate separation of these two functions.

### *Tourist Offices in India*

Another important step during this period was the opening of a chain of tourist offices both in India and abroad. Steps were taken to establish Regional Offices at important ports of entry. Tourist offices were opened in Delhi, Bombay, Calcutta and Madras. This was followed by the establishment of a chain of information offices all over the country. By the year 1955, nine such offices were opened. The staff in the Regional Offices in India consisted of one Regional Officer, one Assistant Regional Officer, one receptionist and two clerks. The staff in Information Offices consisted of one Information Officer and one clerk.

Regional Tourist Officers and the Information Officers in India had to perform wide ranging duties. The duties of the *Regional Tourist Officers* included *liaison* with State Governments, the local tourist agencies, the railway authorities, airlines, shipping agencies and hotels with regard to travel trade of the region. Other duties were as follows : (i) making suggestions for the improvement of tourist traffic facilities in the region (ii) assisting Ministry of Transport in the preparation and distribution of publicity material (iii) selling tourist literature supplied by the Ministry of Transport and State Governments and the Publications Division (iv) issue of Kashmir permits and cards to foreign tourists holding tourist visas, issue of tourist introduction cards, distribution of embarkation and disembarkation cards to the Airlines, Travel Agents and Security Control for observance of frontier formalities (v) attending to the complaints of tourists and travel trade, regarding lack of amenities and bringing the same to the notice of the Ministry of Transport and the local authorities.

The duties of the *Information Officers* included (i) surveying tourist resources in the region and maintaining an up-to-date record of available facilities (ii) organising tourist promotional activities (iii) attending to all enquiries regarding tourist amenities and tourist attractions which may be made at the Tourist Information Office whether personally or by correspondence (iv) receiving parties of tourists at aerodromes and railway stations and rendering assistance to them, and (v) keeping close *liaison* with the travel trade and local authorities.

The details of the functions of the Tourist offices are as follows:

1. Attending to personal and postal enquiries of Indian and

foreign tourists.

2. Collecting and compiling of detailed up-to-date information for dissemination to tourists.
3. Preparation of cyclostyled handouts containing information on places of tourist interest for distribution among tourists.
4. Assistance in expeditious clearance of travel formalities of tourists arriving by air and sea.
5. Issue of Liquor Permits, Tourist Introduction Cards, Railway Concession Forms, etc.
6. Making various arrangements for departmental guests consisting of travel agents, writers, film makers, etc., including booking of accommodation, airline seats, arrangements for sightseeing, transport, entertainment, etc.
7. Rendering non-financial assistance to important tourist groups, individual tourists, travel writers, journalists, etc., who are on tour of India.
8. Publicity and tourist promotion by contributing articles to Press and travel magazines, organising film shows, talks on radio, lectures, club meetings, etc.
9. Taking up problems of various sections of the travel trade in order to ensure that tourists face no difficulty whatsoever. This involves *liaison* with various Central and State Government departments.
10. Enquiries into the complaints of tourists against shopkeepers, taxi drivers, etc., and getting them refund wherever due.
11. *Liaison* with archaeological department, State Government tourist departments and other local bodies for the maintenance and improvement of tourist facilities.
12. Arranging regular film shows at airports for a large number of tourists.
13. Distribution of tourist literature to travel agencies, hotel counters, airlines, etc., as also publicising tourist centres through display of posters at focal points, etc.
14. Alloting guides on a rotation basis everyday for tourists and travel agencies, supervision of the quality of services rendered by guides, and conducting periodical guide training courses.
15. Inspection of hotels from time to time, screening shops, *shikar* agencies, travel agencies and car operators for approval, and generally supervising the services of all branches of the travel trade.

16. Organising special programmes for tourist cruise ships such as cultural shows, fashion shows, etc. Sightseeing tours of tourists from these ships are also arranged.
17. Arranging 'Meet-the-People' programmes and Indian home visits for foreign tourists.
18. Assisting foreign journalists, T.V. and radio publicists, film producers, etc., in getting facilities so that the Department gets maximum publicity abroad through such media.
19. Publicity amongst tourists for sale of Indian stamps and coins, and introducing tourists to Indian Art, Cuisine, etc.
20. Maintaining a statistical section for compiling tourist statistics.
21. Promotion of sightseeing tours and inducing tour operators or agents to start new tours where necessary.
22. Supervision of the working of tourist bungalows/youth hostels etc., put up by the Central Department of Tourism.
23. Participation in meetings and conferences related to tourism promotion like PATA, WTO, etc.

In short, the functions of the tourist offices in India include supply of up-to-date information on places of tourist interests after they had arrived in India, keeping in touch with all the segments of travel trade, assisting the tourists in clearance of various travel formalities, distribution and display of tourist literature and periodic inspection of various facilities available for tourists. Tourist offices are also to ensure that the various amenities are developed and maintained in each region. In addition to attending to foreign tourists, the tourist offices are to cater also to the needs of domestic tourists.

#### *Tourist Offices Overseas*

With a view to attracting foreign tourists to India, the Government decided to open a chain of tourist offices overseas. The first step in this direction was the establishment of Government of India Tourist Office in New York in the United States of America in December 1952. The reason for opening an office in the United States of America was that as an affluent country, its people had enough money and leisure to afford a holiday in India. Nearer home, special staff was also provided in the Offices of the High Commissioners for India in Sri Lanka and Australia for tourist promotion work in these countries. To arouse interest among Europeans to visit India, a chain of offices were also opened in the continent. The first Office in Europe was opened

in London in July 1955. Two more offices were opened, one in Paris in February 1956 and the other in Frankfurt in September of the same year. In order to promote tourist traffic from Australia and New Zealand, a tourist office was opened in Melbourne in September 1956. Also in 1956 an office was opened in Colombo on the occasion of 2,500th anniversary of Gautam Buddha. The office in Colombo was responsible for helping and promoting a large Buddhist traffic from Sri Lanka.

The duties performed by the Tourist offices abroad were more or less similar to those performed by the Regional Offices in India, with the difference that while the Regional Offices in India mainly assisted the foreign tourists who arrived in India, the tourist offices abroad furnished preliminary information to the would-be tourists who intended visiting India. Their duties included publicity and public relations, sales promotion and reporting to the Central Department of Tourism about the trends in the tourist travel abroad.

The details of the functions of the Tourist Offices abroad are as follows:

1. To establish and maintain continuous contacts with Travel agents, airlines, shipping companies, professional clubs and international tourist promotion societies.
2. To establish and maintain continuous contact with heads of national tourist offices of the host countries, tour promoters, travel writers, film and TV producers, etc.
3. Tourist publicity and promotion by way of sponsoring articles in press, and items in television and radio programmes, by advertisement campaigns and through participation in exhibitions, etc.
4. To supply up-to-date information about tourist facilities in India through various channels to the potential visitors.
5. To supply information to central department of tourism about current trends in tourism in the area of their respective jurisdiction.
6. To organise film shows of tourist documentaries and other films of tourist interests for various groups.
7. To organise and supervise the advertisement programmes geared toward promotion of tourist traffic to India.
8. To attend to various personal and postal enquiries made by potential tourists and to assist in preparation of itineraries.
9. To prepare a monthly newsletter giving all the information

of tourist interest.

10. To distribute tourist literature to travel agents, wholesalers, and other agencies responsible for promoting tourist traffic and maintaining a mailing list for distribution of publicity material.
11. To participate in all social functions, conference and meetings with a view to acquainting the potential visitor about India and its tourist attractions.

In short, the functions of tourist offices abroad include acquainting the potential visitor about the various tourist attractions and facilities available in India through publicity, public relation and sales promotion.

#### *Criteria for Opening Overseas Offices*

The most effective way of developing tourist traffic from abroad is to establish direct link with the countries concerned by opening tourist offices there. The tourist offices set up in other countries work for the promotion of tourism traffic to their home country. Although the main criteria for opening new offices abroad is the number of tourists coming from the country concerned, there are many more factors which are taken into consideration. Following are some of the factors taken into account before opening a new office overseas.

1. The potentiality of the tourist market in the area.
2. The spending capacity and the travel consciousness of the population of the country.
3. The need to develop a particular area from the foreign exchange point of view, e.g., hard currency areas.
4. The cultural and/or historic affinity between India and the country concerned.
5. The importance of the place from the international tourism point of view. An office at such a place can persuade the transit tourists to include India in their itineraries.

#### *Setting Up of the Department of Tourism*

It was on the 1st March, 1958 that a separate Tourism Department was created in the Ministry of Transport to deal with all matters concerning tourism. Thus a long awaited need of such a department was at last met. The new Department was put under the charge of the Director General who had under him one Deputy Director General and four Directors each in charge of Administration, Publicity, Travel Relations

and Planning and Development.

### *Present Position*

By the Presidential order dated March 14, 1967, the Department of Aviation and Tourism which was under the Ministry of Transport and Civil Aviation was formed into a separate Ministry designated as the Ministry of Tourism and Civil Aviation, with two constituent departments; (i) Department of Tourism and (ii) Department of Civil Aviation. The Ministry was under the charge of a full time Minister. It was after nearly eighteen years that the subject of 'Tourism' was accorded a separate entity and became independent of Transport. With the formation of the new Ministry of Tourism and Civil Aviation, tourism got the importance due to it and thereby achieved allround expansion in its activities.

The Department of Tourism now became an attached non-participating office of the Ministry of Tourism and Civil Aviation headed by the Director General of Tourism. The Director General of Tourism carried an ex-officio status of an Additional Secretary to the Government of India. Although an attached office, the department is both a policy-making and an executive organisation and corresponds directly with the other Ministries and departments of the Central Government and the State governments. The Director General is assisted by one Additional Director General one Joint Director General a Deputy Secretary and five Deputy Director Generals.

The functions of the Department of Tourism are both promotional and organisational which are conducted by the following eight divisions:

1. Planning and Programming Division;
2. Publicity and Conference Division;
3. Travel Trade and Hospitality Division;
4. Accommodation Division;
5. Supplementary Accommodation Division;
6. Wild Life Tourism Division;
7. Market Research Division; and
8. Administration.

The activities of the Department have since increased manifold and cover wide range of subjects. The manifold activities fall under the following broad heads:

1. Collection, compilation and dissemination of tourist information in India and abroad and attending to enquiries from



international tourists, tour operators and travel industry, such as, airlines, steamship companies and hotels.

2. Cooperation with international travel and tourist organisations at government and non-government levels.
3. Development of tourist facilities of interest to international tourists.
4. Publicity at home and abroad with the object of creating an overall awareness of the importance of tourism.
5. Simplification of frontier formalities in respect of international tourists.
6. Regulation of activities of the various segments of the travel trade, such as hotels, youth hostels, travel agents, wild life out-fitters, guides, tourist car operators and shopkeepers catering to tourist needs.
7. Compilation of statistics and market research on international tourist traffic to India and their utilisation for more effective tourist promotion.

In order to establish *liaison* with various Ministries, and coordinate various activities pertaining to tourism, the Department is represented on the following Committees and Advisory bodies:

1. Standing Facilitation Committee of the DGCA.
2. Civil Aviation Development Fund Committee.
3. Advisory Committee on the Indian Airlines.
4. Export-Import Advisory Council.
5. Indian Board for Wild Life.
6. Central Advisory Board of Archaeology.
7. Aerodrome Planning Group.
8. Hotel Industry Study Groups of the Ministry of Labour.
9. Governing Body of the Institute of Hotel Management, Catering Technology and Nutrition, New Delhi, Calcutta, Bombay and Madras.
10. *Ad hoc* Committee to review statutory rules regarding the use of protected monuments and sites for holding public functions sponsored by the government and non-government organisations.
11. Central Post and Telegraph Advisory Council.
12. India Tourism Development Corporation.

The Department has a chain of eleven Tourist Information Offices established in important cities in India. Four of these offices (Regional Offices) are located at Bombay, Delhi, Calcutta and Madras which are the major ports of entry. Remaining

sub-offices are functioning, at focal points of tourist interest in Agra, Aurangabad, Cochin, Jaipur, Khajuraho, Jammu and Varanasi. There is a Government of India Tourist Centre at Jalgaon. To facilitate the promotion of Winter Sports in Gulmarg, a project has been commissioned and a Project Office opened in Srinagar. The tourist offices in India furnish information to the tourists regarding travel and tourist attractions in India and also render assistance of non-financial nature. These offices help the Department in exercising some measure of control over various segments of travel trade and try to ensure that the foreign tourists get various services at reasonable cost and are not inconvenienced in any way during their period of stay in India. All these offices work in close collaboration with State Governments, travel agencies, excursion agencies, hoteliers, carriers, shikar out-fitters, photo, safari and tourist car operators.

For overseas promotion, the Department has eighteen offices. The offices located at New York, Los Angeles, Chicago and Toronto cover USA, Latin America, Canada and Carribean Islands. Regional Director with headquarters in New York supervises the functioning of these offices. In Europe the offices are located at London, Geneva, Paris, Frankfurt, Brussels, Stockholm, Vienna and Milan. These Offices cover Continental Europe under the directions of a Regional Director stationed in Geneva. The office in Sydney under the direction of Regional Director covers Australia, New Zealand and Fiji Islands. Two more offices one each in Melbourne and Perth have also been opened. The tourist office in Tokyo under the supervision of Regional Director covers Japan, Phillippines, Hong Kong and Thailand. Recently an office has been opened in Bangkok in Thailand. The office in Singapore which also operates under the guidance of the Tokyo Office covers Singapore, Malaysia and Indonesia. West Asia is covered by a tourist office located in Kuwait. Regional Director, Kuwait, directs the functioning of this office. Recently, a one man office has been opened in Tehran. Besides these offices four Tourist Promotion Officers have been posted at Washington, Miami, Dallas and San Fransisco. These offices are one-man operations. The publicity work of overseas offices is directed in close collaboration with Air India under the schemes known as 'Operation' schemes.

The overseas tourist offices form a direct link between the Department and the Travel Trade in foreign countries. Their

functions include handling of enquiries, dissemination of accurate information, advertising, publicity, public relation with press and travel trade and supply of up-to-date information to the Department about current trends in tourism in the area of their jurisdiction.

From a small beginning in the year 1949, the Tourist Organisation as it stands now has passed through various facets. The recognition given to tourism as an industry paved the way for its standing as an independent discipline. In between the years 1949 and today there has been a tremendous amount of work which has helped in strengthening the organisation. The appointment of various expert committees, advisory committees, councils and boards from time to time has also helped the organisation grow tremendously.

The next chapter will discuss in depth how the constitution and the recommendations of these bodies have helped in strengthening the tourism organisation through the years.

# 8

## Strengthening the Tourism Product

In order to reflect on the growth of tourism over the last 25 years, it will be necessary to know the role of the various officials as well as non-official bodies constituted and attached to tourism. Over the years the Department of Tourism has constituted high level advisory bodies in the form of boards, councils and committees. The bodies both official as well as non-official have played a very vital role in the development of tourism in the country. But before we discuss in detail the constitution and working of these high level bodies, let us understand what actually these are.

*Boards* consist of an odd number of members, neither too many nor too few appointed by the executive head of the government department for overlapping terms. The Boards constituted by a resolution serve for a specific period of time. The members constituting the Board are generally experts in the specific and allied fields and represent both the government as well as private organisations. The members are appointed by the government. Boards have certain specified responsibilities and functions. The rules and procedures for the conduct of business are specified. The members of the Board are free to advise the Chairman either on his request or on their own initiative on matters relevant to the objectives of the Board. They are entitled to be kept informed and have access to all records. Their suggestions and recommendations are generally followed.

*Councils* are an assembly of experts summoned or convened for consultation, deliberation and advice. The Councils are appointed by a resolution and are represented by both official and non-official members who are experts in the field or in allied fields. The Council members who meet at regular intervals give suggestions and recommendations which are generally followed. The decisions of the Council as far as possible are unanimous

in nature. In case this is not so, the decision is reached by a simple majority of the votes cast and in the event of votes being equally divided, the Chairman has an additional or casting vote. The Chairman has all the necessary powers to supplement the rules and to give rulings for the orderly and prompt despatch of the business of the Council. The minutes or proceedings of each meeting are prepared as soon as possible by the Secretary of the Council and are authenticated by the Chairman. Copies of the minutes are furnished to all the members. The Councils are constituted for a fixed period of time after expiry of which, they are reconstituted.

*Advisory Committees* are of two general types—constituent and technical. Members of the *Constituent Advisory Committees* may be chosen for their personal qualifications or because they represent social, professional or other groups in the community. *Technical Advisory Committees*, on the other hand, are designed to assist the administrative officers in the formulation of plans and in the development and application of various techniques of value in the particular programme. The advisory committees are established on a temporary basis. The members who constitute the committee are both official as well as non-official and are experts in the given field or in allied fields. The head of the committee is a Chairman. The committees meet at regular intervals and their suggestions and recommendations are generally followed.

The Department of Tourism since its inception has had the following top level expert bodies: (i) The Tourist Traffic Advisory Committee, (ii) Regional Tourist Advisory Committees, (iii) National Tourism Board, (iv) Tourist Development Council. In the following paragraphs details of these high level expert bodies have been discussed.

#### *Tourist Traffic Advisory Committee*

In order to associate the public and the travel trade with their tourist promotional activities, the Ministry of Transport, Government of India, set up a Central Tourist Traffic Advisory Committee at New Delhi in the year 1950. The Committee was reconstituted in February 1953. The Committee which included representatives of the various Ministries concerned and of tourist trade as also public men was set up with the objective of coordinating the work at the Centre and advising the Government on tourist problems. *Regional Advisory Committees* were also

formed at Delhi, Bombay, Madras and Calcutta with a view to assist the Regional Tourist Officers. The Committees provided a common forum to the various elements of tourist trade to meet together and exchange their views with their assistance and in cooperation with the Central Ministries and State Governments concerned.

#### COMPOSITION

Following was the composition of the Central Tourist Traffic Advisory Committee.

Minister for Transport and Railways—*Chairman.*

Deputy Minister for Transport and Railways

—*Vice-Chairman*

#### Official Members

Secretary, Ministry of Transport

Chairman, Railway Board

Secretary, Ministry of Home Affairs

Secretary, Ministry of Commerce and Industry

Secretary, Ministry of Information & Broadcasting

Director General of Archaeology

Director General of Civil Aviation

Representative of the Ministry of External Affairs (External Publicity Division)

Representative of the Ministry of Finance (Revenue Division)

Deputy Secretary, Ministry of Transport—Secretary, of the Committee

Representatives of various State Governments Regional Tourist Officers.

#### Non-Official Members

Representative of Airlines

Representative of Hotel Association

Representative of Travel Agents.

Chairman or any other non-official representative of each of the Regional Tourist Advisory Committees.

The Regional Tourist Traffic Advisory Committees were represented by both official as well as non-official members. Official members included representatives of various concerned authorities like police, customs, municipal corporations, transport and railways. Non-official members included representatives of travel agents, hotel associations, airlines, shipping

companies (on the Regional Tourist Traffic Advisory Committees—Bombay, Calcutta and Madras), taxi owners, and automobile associations. The Regional Tourist Officer in each region was either Convenor or Secretary of the Committee.

In a meeting of a Central Advisory Committee held in December 1954, the representatives of the State Governments were asked to establish *State Tourist Advisory Committees* as well as *Local Committees* in the important places of tourist interest within their respective jurisdiction. It was decided that each State Government should establish a Tourist Advisory Committee to advise them in regard to the development of tourist centres in that State. The Local Committees were to send representatives to the State Advisory Committee who, in turn were to serve representatives on the Regional Advisory Committees concerned. As a result of this decision, several States formed the State Tourist Advisory Committees.

#### FUNCTIONS OF COMMITTEES

The main function of the Central Tourist Traffic Advisory Committee was to associate the public and the travel trade with the tourist promotional activities of the Government. This was ultimately to result in the growth of tourism in the country. Another important function of this Committee was to have a proper *liaison* between various Government departments concerned with tourism as it was felt that coordination was very essential for proper growth and development of tourist traffic.

The function of the Regional Advisory Committee was to advise the State Governments within their respective regions about the deficiencies at important tourist places in the region and in regard to the improvement of roads, transport, hotel accommodation etc. Looking after the infrastructure was its main concern. The Regional Committee was also to keep in touch with the State Governments, the local tourist agencies, the railway authorities, the airlines, shipping agencies and hotels and was to bring to the notice of the Ministry of Transport or the local authorities as the case may be, such complaints made by tourists as well as tourist agencies regarding lack of amenities which cannot be resolved by local officers. One of its sub-committees known as the *Cultural and Hospitality Sub-Committee* had an important function. This sub-committee was to arrange for cultural programmes for visiting tourists by way of dances or music performances by artists of repute. Opportunities were



also afforded to visiting tourists to get to know local people in the cities by arranging for visits to the homes of private local families.

The State Tourist Advisory Committees were responsible for taking care of the development and publicity of all the important places in the State concerned. They were also to make suggestions for the improvement of tourist traffic facilities in their respective States. Development of home tourism was to be the main responsibility of the State committee. The Chairman of each of the State Tourist Advisory Committees was generally the Minister in charge of Tourism in the State.

The Local Committees were intended to look after the improvement of the local tourist centres and to bring the deficiencies to the notice of the State Governments with a view to their removal. They were also expected to look into the complaints of the tourists.

A close look at the functions of various committees will show that the scope of these was very wide, covering a wide range of subjects of tourist interest. It is, however, difficult to quantify the achievements of these committees but it can be definitely said that as a result of their deliberations tourist traffic did receive a lot of encouragement. Considerable progress was made in the relaxation of various governmental regulations regarding registration and custom formalities, currency exchange, recognition of travel agents, improvements in hotels, etc. Other important matters considered by these committees were guide services, collection of tourist statistics and revival of internal tourist traffic to hill stations.

In the eleventh meeting of the Central Tourist Traffic Advisory Committee held in Simla on June 22, 1957, a recommendation was made that the existing Central Tourist Traffic Advisory Committee should be reconstituted into a Tourist Development Council so as to make it more influential and representative. This meeting was also attended by the representatives of State Governments dealing with tourism as well as heads of the tourist offices and representatives of Regional Advisory Committees. The recommendation was accepted and also implemented. Thus was born *Tourist Development Council*.

#### *Tourist Development Council*

The Tourist Development Council was set up in February 1958 under the then Department of Tourism, Ministry of

Transport and Communication. This is the principal advisory body at the national level. The Council consists of 64 members, including the State Ministers of Tourism, Central Government officials connected with tourism, archaeology and forests, representatives of railways, shipping, transport and airlines, 9 members of Parliament, representatives of the Federation of Hotel and Restaurant Association of India, Wild-Life Association of India, and 9 members of the public. The Tourist Development Council meets once a year and the deliberations generally last for two to three days. Matters relating to tourism are discussed at length and resolutions passed for implementation by the various tourism authorities at the Centre and in the States.

#### COMPOSITION :

The Council which was reconstituted in October 1971 is composed of the following members :

Minister of Tourism and Civil Aviation in the Central Government—*Chairman*

Minister of State or Deputy Minister of Tourism and Civil Aviation in the Central Government—*Vice-Chairman*

#### Members

Member (Industry), Planning Commission.

Ministers—Incharge of Tourism in each State and Union Territory.

Secretary—Ministry of Tourism and Civil Aviation.

Director General, Department of Tourism.

Director General, Department of Civil Aviation.

Director General, Archaeological Survey of India.

Inspector General of Forests, Ministry of Food and Agriculture.

Representative of Ministry of Finance, Department of Expenditure.

Representative of Ministry of Works and Housing.

Representative of Ministry of Railways.

Representative of Ministry of Transport and Shipping.

Chief Secretary of a Union Territory

(where there is no legislature).

Members of Parliament (Nine). They shall be nominated by the Government of India in the Ministry dealing with Tourism.

Other members of the Council are the representatives of following organisations (one each).

Federation of Hotel and Restaurant Association of India.

Travel Agents Association of India.

Air India.

Indian Airlines.

Shikar Outfitters Association of India.

Foreign Shipping Companies of India.

India Tourism Development Corporation.

Federation of Indian Chambers of Commerce and Industry.

Federation of Automobile Association of India.

Members of the Public (Nine) to be nominated by the Ministry of Tourism and Civil Aviation.

An Official nominated by the Central Government is to be *Secretary* of the Council.

#### FUNCTIONS OF THE COUNCIL

The main function of the Council is to recommend various measures necessary for the promotion of tourist traffic to India from other countries and from one part of the country to another. Development of both foreign as well as domestic tourism is thus its main objective. The recommendations of the Council relate to augmentation of accommodation, transport and communication facility, entertainment and recreation facility, formulation of plans and schemes, minimising of nuisance created by touts, beggars, hawkers by setting up a tourist police force and encouragement of youth travel. Construction of holiday homes, declaration of tourism as an export industry with incentives to be taken as in the case of other export industries are some of the other important recommendations. While the recommendations of the Council are generally in respect of matters concerning the country as a whole, it is not debarred from making the same in respect of measures for the development of tourist traffic to a particular place.

The recommendations of the Council are advisory in character, but in view of the high level representation on the Council, its recommendations assist in uniformity of approach at the levels of the Centre and the States.

The Council which normally meets once a year has so far held fifteen meetings—since its inception in 1958. The last meeting of the Council was held in Goa in October 1972. The Council is reconstituted every three years. The present Tourist

Development Council which was set up by a resolution of the Government in November 1971 for a tenure of three years was due for reconstitution in October 1974.

It is difficult to quantify the achievements of the Council as no review or assessment of its achievements is made and it is purely an advisory body having no executive functions. The achievements, however, can be noted in terms of the recommendations it makes and the resolutions it adopts when it meets once a year. Several important developments in the field of tourism in India have, however, been the result of the Council's recommendations.

#### *Regional Tourist Advisory Committees*

In order to ensure that the resolutions of the Tourist Development Council were implemented by the member States, four Regional Tourist Advisory Committees were constituted in February 1970. Another objective of setting up these advisory committees was to establish closer coordination among the States on a regional basis. The States represented on each Regional Committee are as follows :

#### 1. **Northern Region**

Jammu and Kashmir, Punjab, Haryana,  
Rajasthan, Uttar Pradesh, Himachal Pradesh,  
Delhi and Chandigarh.

#### 2. **Western Region**

Maharashtra, Gujarat, Madhya Pradesh and Goa.

#### 3. **Southern Region**

Tamil Nadu, Kerala, Karnataka, Andhra Pradesh and  
Pondicherry.

#### 4. **Eastern Region**

West Bengal, Assam, Bihar, Orissa, Nagaland, Tripura,  
Manipur, Andaman and Nicobar Islands.

#### COMPOSITION

The composition of the committees is as follows :

Regional Director, Government of India Tourist Office  
—CONVENOR.

Secretary Tourism, State Government.

Director of State Tourism Boards.

Concerned officers deputed by the State Governments.

Regional representatives of Customs, Indian Airlines, Travel Agents, Hotel and Restaurants.

#### FUNCTIONS

The primary function of the Regional Committees comprises coordination between Central and State Governments as well as the essential segments of the tourist industry. The committees were set up primarily for implementing the Tourist Development Councils' recommendations, ensuring regular regional consultation and better coordination between the Centre and the States.

The meetings of these committees take place in the respective State of the region by rotation. The Minister of Tourism in the State where the meeting takes place is requested to preside over the meeting. The Committees which started with initial enthusiasm have rather lost their momentum because all State Governments have now their own Tourism Advisory Committees.

#### *National Tourism Board*

The formation of the National Tourism Board was announced by the Minister of Tourism and Civil Aviation in Parliament on 11 May 1972. The Board which consists of 10 official and 6 non-official members is an apex body. The official members represent the various government departments including undertakings with which the Department of Tourism is closely connected. The non-official members belong to the travel trade and also include some prominent figures in the field of tourism. The Board was created as part of the partial implementation of the recommendations of United Nations Development Programme (UNDP), experts and the report of the Indian Institute of Public Administration. The recommendations contained in these reports related to the merger of the Department of Tourism and Indian Tourism Development Corporation in a National Tourism Authority for unified and concerted tourism promotional policy. However, this proposal was not accepted. Instead, the Government decided to set up the highest policy-making body in the sphere of tourism and gave it the name 'National Tourism Board.'

Setting up of the National Tourism Board was one of the major institutional changes brought about in an effort to make the national tourist organisation more responsive and capable of meeting the requirements of the growing industry. The objectives of the Board are to advise the Minister in the matters of

policy and to provide fresh impetus to the development of tourism in the country.

#### FUNCTIONS

The Board which has been set up as a standing body is to deal with specific programmes and plans of tourism development in the country touching all aspects of tourism industry. The Board will have the task of preparing the overall national plan for tourism covering both the public and private sectors. The Board which is expected to meet once in three months, will be serviced by the Department of Tourism and India Tourism Development Corporation for implementation of its recommendations. It was not considered necessary to delegate any executive or financial powers to the Board as implementation would be the responsibility of the Department of Tourism and the India Tourism Development Corporation. Its functions will, therefore, be distinct from those of the Tourist Development Council which is a deliberative body on matters of policy and overall programmes. The Council has also a very large membership in order to enable adequate thinking on issues of policy. The Board is, on the other hand, a smaller body with distinct functions in relation to plans and physical targets. The Board was set up to advise the Minister on the directions in which Tourism should be developed in the Fifth Five-Year Plan when a large increase in investment was expected.

#### COMPOSITION

The composition of the National Tourism Board is as follows :

Minister of Tourism and Civil Aviation—*Chairman*

Minister of State for Tourism and Civil Aviation

— *Vice-Chairman*

#### Members (Official)

Secretary, Ministry of Tourism and Civil Aviation.

Financial Adviser (Tourism),

Ministry of Finance.

Chairman-cum-Managing Director,

India Tourism Development Corporation.

Member (Traffic),

Railway Board.

Managing Director,

Air-India.

Managing Director,  
Indian Airlines.  
Director General,  
Archaeological Survey of India.  
Chairman,  
Inter-State Transport Commission.  
Director General  
Department of Tourism

*Member-  
Secretary*

#### **Members (Non-Official)**

Representative of Hotels  
Representative of Travel Trade Press  
Representative of Travel Agents.

The Official members of the Board representing various government departments are to provide the coordination necessary for the implementation of various tourism schemes. The non-official members on the other hand are expected to contribute vital new ideas and give the Department of Tourism the benefit of their expertise in the field of tourism.

With regard to achievements of the Board so far, it can be stated that some of the recommendations made by its members in various meetings held so far had some impact on the industry. In its meetings held so far, the Board has discussed the following matters and made specific recommendations:

1. Various facilitation measures at International Airports primarily to help the incoming tourists.
2. Directions for the Fifth Plan on tourism. Recommendations about development of various schemes during the Fifth Plan.
3. Undertaking a Cost Benefit Study on tourism and its impact on Indian economy. The assignment of the above study to the National Council of Applied Economic Research.
4. Restructuring of India Tourism Development Corporation.

Since September 1973, no meetings of the Board have been held. The Board has been rather ineffective since then. There has lately been some thinking on either to wind up the Board or to reconstitute it into a more compact body and make it more representative and broadbased. Yet another line of thinking is that the National Tourism Board should be merged into Tourism Development Council. This proposal, however, has found favour and steps are being taken to reconstitute the Tourist



Development Council. This is being done with a view to reduce the number of advisory committees and effect economy and also to make the deliberations of the Tourist Development Council more effective and broadbased.

These various government bodies appointed for the development of tourism have played a crucial role in making tourism an important industry. Besides these, the Government also appointed some other important expert committees to look into various facets of tourism. The following pages will give a brief account of such committees and the role they have played in strengthening tourism.

#### *Ad-hoc Committee on Tourism*

The *Ad-hoc* Committee on Tourism set up in March 1963 can be considered a landmark in the history of development of tourism in India. The Committee appointed by the Ministry of Transport and Communication was set up to enquire into the causes of the decline in the rate of growth of tourist traffic which began slowing down in 1960-62 and to suggest ways and means of expanding tourist traffic. The terms of reference of the Committee were as follows :

- (i) Examine, generally, the conditions prevailing in the country from the point of view of promoting tourist traffic and to suggest ways and means of improving those conditions with a view to achieving an expansion in the traffic by at least 20 per cent a year in the next three years, and thereafter at a progressive rate of increase.
- (ii) In particular to
  - (a) assess the requirements of tourism in respect of hotel accommodation and transport arrangements and suggest necessary measures for the speedy provision and improvement of these facilities ;
  - (b) examine the present rules and procedure regarding visa, customs, and other formalities with a view to facilitating entry and exit of tourists; and,
  - (c) recommend necessary reorganisation of publicity programmes and other steps required to bring about the desired expansion of traffic.
- (iii) Suggest measures necessary to ensure that the foreign exchange earned from tourism and resulting from its expansion is protected against leakage.

## COMPOSITION

The Committee consisted of the following :

L.K. Jha : Secretary, Department of Economic Affairs—*Chairman*.

Y.T. Shah : Joint Secretary, Department of Economic Affairs.

S. Mullick : General Manager, Indian Airlines Corporation.

Fateh Singh : Joint Secretary, Ministry of Home Affairs.

M.G. Abrol : Officer on Special Duty, Central Board of Revenue.

S.N. Chib : Director General and ex-officio Joint Secretary, Department of Tourism—*Member Secretary*.

The Committee which held its first meeting on March 13, 1963 subsequently met eighteen times between March 28 and August 12, 1963. The report was submitted on August 23, 1963. The Committee covered a large number of areas. A number of important recommendations were made by the Committee. The recommendation made related to areas like value of tourism, frontier formalities, provision of facilities at airports, transport facilities, hotels, publicity and promotion, development of tourist centres, shopping and entertainment, training of personnel for tourism, leakage of foreign exchange and building up of a tourism organisation.

Some of the other Committees appointed were as follows :

**1. Tourist Promotion Committee (1957)**

With a view to coordinating and increasing promotional activities, a committee called Tourist Promotion Committee consisting of the Cabinet Secretary and heads of Departments of the Government of India whose functions related to tourist promotion was set up in December 1957. The Committee was set up to consider various aspects of tourist developmental activities such as tourist publicity, provision of amenities at airports, management of rest houses, modernisation of airports, establishment of duty free shops at airports, etc.

**2. Hotel Standards and Rate Structure Committee (1957)**

The Hotel Standards and Rate Structure Committee was constituted by the Government of India on September 18, 1957. Following were its terms of reference :

(i) To frame criteria for the classification of hotels keeping in

view the criteria laid down by existing international organisations dealing with the hotel industry.

- (ii) To recommend the number and type of classifications that should be applicable, e.g. whether to introduce the Star system as is prevalent in some countries or any other suitable system of classification.
- (iii) Taking into account the price level obtaining in India, the cost of hotel keeping and other relevant factors, to recommend a rational rate structure for each category of hotels and other establishments.
- (iv) For the purpose of promoting tourist traffic, to consider any other aspect of the hotel industry including the desirability or otherwise of legislation and/or of assistance.

The Committee met in Delhi and prepared a questionnaire which was widely circulated, in the hotel industry. The questionnaire, elicited over 350 replies. The Committee also examined about 400 witnesses from Chief Ministers of States to the least paid worker in the hotel. The Committee decided that its members should visit some of the important places of tourist importance in order that a quick survey should be made of existing conditions in hotels. A fairly large and comprehensive inspection was undertaken by the Committee of the hotel facilities available in different parts of India.

The main objectives the Committee set before itself can be summarised as follows :

- (a) To lay down the criteria for the purpose of classification of the hotels in India keeping in view international standards that apply to similar establishments elsewhere;
- (b) To suggest ways and means of promoting tourist traffic to and in India;
- (c) To suggest what arrangements or improvements on existing arrangements are desirable for the purpose of promoting internal and external tourism;
- (d) Whether legislation, and if so of what type and/or assistance and if so of what kind are necessary for the purposes of the hotel industry generally; and
- (e) Keeping in view the price structure prevailing in India to suggest a suitable rate structure for the hotel industry.

The Committee visited as many centres as it was possible in the short time available to it. The result of these visits confirmed the Committee in its opinion that it had become undoubtedly a matter of great national urgency to promote the influx of

foreign tourists into India in the context of progressively expanding development plans envisaged by the Government of India. The members of the Committee were of the opinion that time had come for the rapid expansion of the hotel industry and suggested that this should be done under a proper and planned scheme of development. According to the Committee the hotel industry did not figure in the first and second Five-Year Plans. They were of the opinion that they would urge the Planning Commission and all the interests involved, including the Ministry of Transport, that no time should be lost for the purpose of planning the development of the hotel industry on a rapid but rational and scientific basis keeping in view the requirements of the country in this behalf for the next 15 years or so. The above Committee was formed under the Chairmanship of Diwan Chaman Lall, Member, Rajya Sabha. The Committee had 10 members and a Member Secretary.

### **3. Hotel Classification Committee (1962)**

Tourists in general, and the travel agents in particular, always welcome an authentic guide, indicating the categories of the various hotel establishments in a country, hotels which have been inspected and categorised by an impartial, authoritative and representative body. Almost all the tourist-minded countries in the world engaged in international tourism have some form or the other of categorisation of their hotel establishments. The need for classification is all the more urgent in countries where there is shortage of hotel accommodation, or countries which have, comparatively speaking, entered the tourist field only recently.

It is for this reason that the Hotel Standards and Rate Structure Committee headed by Diwan Chaman Lall, M.P., had strongly recommended in its report submitted to the Government of India in 1958, that the classification of hotels in the country should be undertaken as early as possible. That Committee which went into this question in great detail, recommended that the classification of hotels should be on the "Star" system which has been adopted in several important countries in Europe. According to this system, hotels are classified into five categories, i.e., from the minimum of One Star to the maximum of Five Star. One and Two Star hotels can be considered as of economy class, the Three Star ones as of medium class, and the Four and Five Star ones as hotels of luxury class. The Hotel

Standards and Rate Structure Committee had also suggested some broad criteria for classifying hotels in India and even indicated the number of marks to be allotted to each of them.

The Government of India accepted the recommendation regarding classification made by the Hotel Standards and Rate Structure Committee and appointed the Hotel Classification Committee on June 15, 1962 under the Chairmanship of G.R. Kadapa, Deputy Director General, Department of Tourism. There were two other members of the Committee. The Committee was asked to associate representatives of the four Regional Hotel Associations when they inspected the establishments in their respective regions. The State Governments were also requested to nominate their representatives to be associated with this Committee during its sojourn in the respective States. The local health authorities also assisted the Committee in many of the places visited by the Committee. Following were the terms of reference:

- (i) To invite applications from hotels which are interested in getting Government's recognition and which fulfil the minimum criteria laid down by the Hotel Standards and Rate Structure Committee for being categorised as "Starred" hotel.
- (ii) To inspect those hotels among the applicant establishments which in the opinion of the Committee *prima facie* fulfil the minimum conditions.
- (iii) To assess the relative standards of the establishments so inspected and to classify them according to the Star system recommended by the Hotel Standards & Rate Structure Committee.
- (iv) To formulate criteria for recognising restaurants which are of sufficiently high standard for purpose of catering to tourist traffic and to inspect those that fulfil such criteria and recommend for Government's consideration the recognition of those establishments which actually fulfil the stipulated criteria.

The response from hotels and restaurants for classification/recognition was wide and enthusiastic. In all, 324 hotels and 123 restaurants submitted their applications. Of the hotels/restaurants which were on the Government of India's *ad hoc* list of recognised hotels and restaurants, only a few failed to apply. The Committee was impressed by the immense improvements effected by most of the hotels prior to the Committee's

visit and to note that its visit had helped to raise the standard of the hotels and restaurants to a higher level. The Committee's inspections were quite detailed. All the areas, like public rooms, cloak rooms, private rooms and bath rooms, kitchen, pantry, store rooms, bakery, etc. were inspected by the Committee. The persons incharge of these departments and individual workers were also interviewed by the members of the committee.

#### **4. Hotel Review and Survey Committee (1967)**

One of the 29 recommendations made by the Hotel Classification Committee was that the classification of hotels should be reviewed at least once in three years. All the recommendations of this Committee were accepted by the Government including the one that the classification of hotels be reviewed once in three years. At the meeting of the Tourist Development Council in Simla in 1967, it was suggested that an assessment should be made of the economics of the rates charged by the hotels in different categories with a view to determine whether a rational basis could be evolved in standardising the rates.

The Hotel Review and Survey Committee was accordingly appointed in November 1967 under the Chairmanship of S.D. Khanna, Deputy Director General, Department of Tourism. The following were the terms of reference of the Committee :

- (i) To invite applications afresh from all such hotels as are interested in being placed on the approved list of the Department of Tourism; are desirous of being classified on the basis of criteria evolved by the Hotel Standards and Rate Structure Committee and subsequently amended by the Hotel Classification Committee, 1963 and agree to abide by the regulatory conditions laid down by the Department of Tourism from time to time.
- (ii) To survey the requirements of additional hotel bed capacity at the important tourist centres, as given below, to be provided by both public and private sectors by the end of the Fourth Plan period i.e., March 1974; and also to recommend the type of hotels suited for each place :

Agra, Ahmedabad, Ajanta-Ellora, Aurangabad, Bombay, Bangalore, Bhubaneswar, Calcutta, Cochin-Ernakulam. Darjeeling, Delhi, Gulmarg, Goa, Hyderabad, Jaipur, Jammu, Khajuraho, Kanchipuram, Konarak, Madurai, Madras, Mahabalipuram, Mysore, Puri, Srinagar, Tanjore, Trivandrum, Udaipur, Varanasi; and such other places as the

Committee may unanimously agree to add to this list.

- (iii) To review the rates charged by hotels which are classified on the star-system with the object of determining a rational basis for standardising the rates in each category.
- (iv) To inspect restaurants with the purpose of according approval to those which are of the requisite standard in catering to the needs of international tourists, on the basis of the criteria evolved by the Hotel Classification Committee in its report submitted in 1963.

Besides the Chairman who was an official of the Department of Tourism, the Committee was constituted of one representative of the hotels in the private sector, one representative of the hotels in the public sector, one representative of recognised travel agents in India, one representative of international airlines, and a representative each of the State Governments of the areas which the Committee visited.



# 9

## International Organisations and Tourism

Participation is the key word. No organisation can grow without associating itself with world bodies dealing with the same subject and having common objectives. World bodies or international organisations provide a platform where officials exchange ideas and discuss problems of mutual interest resulting in promotion of the subject. International tourism organisations also emerged with this objective in view. The role of international tourism organisations in strengthening national tourist organisations is of vital importance. As long back as in the year 1937, tourism was recognised by a world body, the League of Nations which with the concurrence of member countries defined the word 'Tourist'. This was further taken up by the United Nations in the year 1945.

World Tourism Organisations, however, emerged even much earlier. As long back as in the year 1908, three countries—France, Spain and Portugal, felt the need of pooling their resources in the interest of promoting tourism, and founded the 'Franco-Hispano-Portuguese Federation of Tourist Association'. This might be considered as the first international tourist organisation. Later on, in the year 1925, heads of tourism of a number of countries founded at The Hague the 'International Union of Official Tourist Publicity Organisations'. This organisation functioned until the eve of the last World War. In the year 1946, the representatives of the various national tourist organisations met in London and the following year, in 1947, the International Union of Official Travel Organisations (IUOTO) was founded.

Although international tourism organisations emerged as early as that, the vital encouragement was given by the United Nations conference in the year 1963. The importance of their work and role was recognised by the United Nations Conference

on International Travel and Tourism in that year, which recommended that "the United Nations should consider IUOTO as its main instrument for the promotion of tourism". India's first contact with the International tourism organisations was, however, established in the year 1950 when it joined the International Union of Official Travel Organisations.

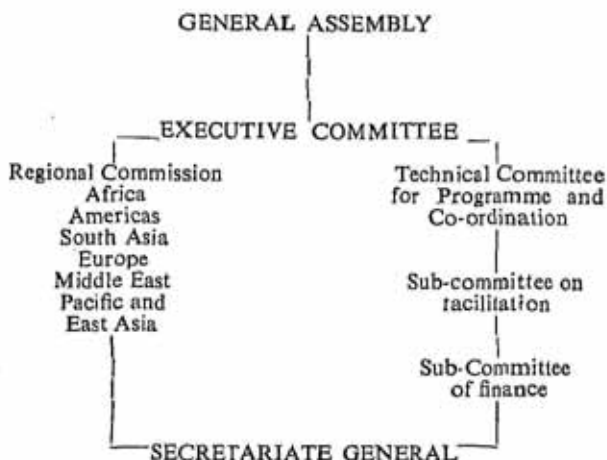
#### *International Union of Official Travel Organisations*

It was in 1925 that the International Union of Official Travel Organisation (IUOTO) had its beginning. The growth of international tourism in the 'twenties, and the consequent need for cooperation between national tourist bodies, led to the holding of an international conference in 1925 called by the National Tourist Office of Holland. Representatives of fourteen countries took part. Further conferences led to the setting up of the International Union of National Tourist Propaganda Organisations (IUNTPO) at The Hague. This body sought to promote facilitation and overcome the obstacles to free international tourist traffic; such obstacles having come about as a result of the 1914-18 World War. IUNTPO, whose aims were more streamlined than its title, established close contact with the Economic Committee of the old League of Nations.

With the advent of the Second World War, IUNTPO had to discontinue its practical activities. It was with the object of contributing to post-war reconstruction that one of its members, the Travel Association of Great Britain and Northern Ireland, decided in the spring of 1946 to call a World Conference of National Tourist Organisations to discuss the restoration and reconstruction of travel facilitation destroyed by the war. The conference took place in London in October 1946 and the following year, in 1947, the International Union of Official Travel Organisations (IUOTO) was founded. The Organisation represented over one hundred national tourism offices of various countries as full members and about 88 national and international organisations, of both public and private sector, as associate members. It was at that time the only organisation whose activities related to every aspect of tourism throughout the world. One of its major tasks was the stimulation and coordination of tourism development. The category of full members was restricted to national tourist organisations or other organisations set up to promote the development of tourism, established or recognised by the government of the countries. The

category of associate members was confined to international or national organisations, either commercial or non-commercial, representing tourist interests or interested in promotion of tourism.

The following chart shows the various IUOTO bodies responsible for drawing up and implementing its policy.



IUOTO had closer cooperation with the United Nations Economic and Social Council (ECOSOC), the World Health Organisation (WHO), the International Labour Organisation (ILO), the International Civil Aviation Organisation (ICAO) and the Inter-Governmental Maritime Consultative Organisation (IMCO). It also had permanent links with the regional commissions of the United Nations. The Organisation was set up with the following objectives:

To *promote* the economic development of countries through tourism.

To *enhance* the social and cultural role of tourism in the life of nations.

To *further* the vital contribution of tourism to international trade.

To *foster* the steady expansion of international tourist flow.

To *protect* the interests of tourists and the tourist industry.

In order to achieve its objectives the organisation undertook various activities like monitoring and identifying trends in world tourism, studies on travel demands, market trends, tourist motivation, surveys of environmental effects of travel expansion and

formulation of recommendations for the protection of natural and cultural resources. Other activities included acting as clearing house for tourist information, keeping its members informed of tourism development and its economic and social aspects, publication of material, fostering research in the field of tourism, organising vocational training programmes and promoting the implementation of international agreements.

### *World Tourism Organisation*

The World Tourism Organisation (WTO), is an inter-governmental technical body dealing with all the aspects of tourism. It came into existence on January 2, 1975 and was born of the International Union of Official Travel Organisations (IUOTO). The swift expansion of travel had created the need for a world body able to deal with tourism problems at government level, and this led to the transformation of IUOTO into WTO.

Like its predecessor (IUOTO), the WTO has a very emphatic technical character, essentially creative and dynamic, performing a well defined service for its member states. The aims of the organisation, its *raison d'être* are defined with exemplary clarity in Article 3 of the statutes which is divided into three sections:

1. The fundamental aim of the Organisation shall be the promotion and development of tourism with a view to contributing to economic development, international understanding, peace, prosperity, and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction to either race, sex, language or religion.
2. The Organisation shall take all appropriate action to attain this objective.
3. In pursuing this aim, the Organisation shall pay particular attention to the interests of the developing countries in the field of tourism.
4. In order to establish its central role in the field of tourism the Organisation shall establish and maintain effective collaboration with the appropriate organs of the United Nations and its specialised agencies. In this connection the Organisation shall seek a cooperative relationship with and participation in the activities of the United Nations Development Programme, as a participating and executing agency.

The World Tourism Organisation was originally conceived

as an *inter-governmental* organisation in a UN General Assembly resolution—Number 2529—on December 5, 1969. This resolution called for establishment of WTO to play a "central and decisive role" in the field of tourism and to maintain effective collaboration with the appropriate organs of the United Nations and its specialised agencies.

At Torremolinos, in June 1977, the Second General Assembly of WTO approved an Agreement with the United Nations for Cooperation and Relationships. On December 20, 1977 the 32nd General Assembly of the UN approved this Agreement which is now in force. In immediate implementation of this agreement, the UN General Assembly in December 1977 also approved a resolution sponsored by the Philippines with 24 co-sponsors, including India, requesting the WTO "to intensify its efforts to promote tourism, particularly in developing countries, through international cooperation and to report to the General Assembly at its 33rd session on action taken." The WTO became an executing agency of the UNDP in May 1976. A few months later, UNDP Resident Representatives throughout the world became WTO representatives for all matters concerning technical cooperation in the field of tourism. The WTO has already completed its first project in Jordan and is now processing many more requests from member states, including Asian members, for both national and regional assistance programmes and projects.

There are three categories of members: full members, associate members, affiliate members. *Full Members* are the sovereign states. *Associate Members* are the territories or groups of territories not responsible for their external relations but whose membership is approved by the state assuming responsibility for their external relations. *Affiliate Members* are international bodies, both inter-governmental and non-governmental concerned with specialised interests in tourism, as well as commercial and non-commercial bodies and associations whose activities are related to the aims of WTO. The activities of the organisation include:

- (i) clearing house for all available information on international and domestic tourism including statistical data, legislation and regulation and special events and its systematic collection, analysis and dissemination;
- (ii) making travel easier by reducing and simplifying frontier formalities and removing barriers to the free movement of

tourists;

- (iii) organising and convening international conferences, seminars, round tables and technical meetings on all aspects of tourism,
- (iv) preparation of draft international agreements on tourism and,
- (v) examining vocational training problems with a view to contributing to the establishment of suitable teaching programmes tailored to specific needs, especially in the developing countries.

The permanent activities of WTO include the collection and updating of available information on training needs. Special activities include participation in technical co-operation projects for vocational training.

There are three organs through which WTO functions:

1. *General Assembly*: This is the supreme organ and sovereign body of WTO composed of delegates representing full members, associate members and representatives of affiliate members. It meets every two years and may consider any question and make recommendations on any matter within the competence of WTO. The General Assembly has created six *Regional Commissions*. The regions covered are, Africa, the Americas, Europe, Middle East, the Pacific and East Asia, and South Asia. The Regional Commissions ensure the implementation, within their respective regions, of the decisions and recommendations of the General Assembly and the Executive Council. They function and operate within the framework of the Organisation. There are then *Regional Secretariats* which are an integral part of the WTO Secretariat and help the Regional Commissions in organising and covering their conferences and meetings.
2. *Executive Council*: It consists of full members elected by the Assembly at the ratio of one member for every five full members of WTO organisation with a view to achieving fair and equitable geographic distribution. The Executive Council, among other matters, takes all necessary measures in consultation with the Secretary General, for the the implementation of the decisions and recommendations of the Assembly, and reports thereon to the Assembly. The council meets at least twice a year.
3. *The Secretariat*: The Secretariat consists of the Secretary General and such staff as the organisation may require.

The Secretary General is responsible for carrying out the general policy and work programme of the organisation in accordance with the directions of the General Assembly and the Executive Council. The Secretary General ensures the legal representation of the organisation.

By the decision of the first General Assembly of WTO in May 1975 the headquarters were set up in Madrid in January 1976. The activities of the organisation cover all sectors of tourism on a world wide basis. WTO works in cooperation with all international organisations, the United Nations in particular, as well as with commercial and non-commercial bodies involved in tourism.

The organisation is performing extremely useful service of concrete and creative character by facilitating the exchange of technical information, the making of specialised studies, the holding of special seminars adapted to world regional requirements and advanced vocational training courses. The essentially practical nature of its work programme, tailored as it is to regional requirements, takes full cognisance of the problems peculiar to countries and regions in all stages of development, such as investments, financial questions, physical planning and area development, economic analysis, marketing and market surveys—all this not only with a sectorial approach but with a comprehensive concern from the point of view of the state.

The creation of WTO coincided with the universal recognition of tourism as an important instrument of economic and social development and its consequent ascendancy to full governmental responsibility. An inter-governmental body of tourism officials—such as the WTO is empowered to act in the name of their governments and speak in terms of the impact of tourism on the balance of payments. The creation of WTO thus is not only a proof that the states are finally fully conscious of their own responsibilities in the field of tourism, but also of the rise of tourism to its rightful ranking at international level.

India is a full member of the World Tourism Organisation.

#### *Pacific Area Travel Association*

Pacific Area Travel Association (PATA) was founded in the year 1951 with 44 founder members as a non-profit corporation to stimulate interest in the Pacific region as a vacation land, and to develop, promote and facilitate travel to and among the many Pacific destinations. The founder Louis Thurston, a leading



newspaper publisher in Honolulu had an idea to organise all travel from the occident to the Pacific area in a consistent, cohesive and systematic manner so as to ensure maximum benefit from existing opportunities and the creation of fresh opportunities through multi-media publicity. PATA's first conference was held in January 1952 in Honolulu and its headquarters established in San Francisco, USA in 1953.

PATA is a non-profit organisation set up with the objective of developing, promoting and facilitating travel to and within the Pacific area and South East Asia region including India. It primarily operates in the United States market which is the world's biggest travel market. The organisation provides the meeting point for the people involved in all aspects of the travel trade from a large number of countries. It focusses attention on travel opportunities in member countries and builds up great awareness and specific contracts among the travel trade in countries from where the tourists originate. The underlying philosophy of PATA is that the entire travel industry must work together to develop an ever increasing flow of pleasure travel from which each member will derive a fair share of the total business.

The activities of the PATA include assisting small and up-and-coming destinations to develop their infrastructure, providing expertise, planning group travel schemes, destinations, hotels, operations and discounts. It provides up-to-date information, practical and theoretical experience in the field of tourism. The annual conferences of the PATA and its workshops provide greater scope to its members to share their ideas and exchange views about promotion of tourism in their respective regions. PATA staff are outstanding experts in their respective fields of marketing and research and regularly exchange with others, information of latest techniques and practices in their respective areas. All the members benefit directly or indirectly from the continuing programmes of PATA, which include travel research, marketing, training programmes, and the development of visitor plants and services.

#### *Pata Membership*

PATA has nine categories of membership: Active Government, Associate Government, Active Carrier, Associate Carrier, Active Industry, Allied, Affiliated Allied, Associate and Sustaining. *Active Government members* consist of the primary official

organisation designated by the Government of any nation, territory, or political division, wholly or partly in the Pacific area. *Associate Government members* consist of any organisation charged with the responsibility of the domestic or overseas promotion of tourism as designated by the government of any nation, territory, or political division either situated outside the Pacific area, or situated within the Pacific area but not being the primary official organisation designated for the overseas promotion of travel, or not meeting other criteria as might be required for Active Government membership. *Active Carrier Members* consist of any government recognised, registered or certified air or steamship line operating vehicles having individual passenger capacity in excess of twelve passengers and providing regular scheduled common carriage passenger service to and within the Pacific area. *Associate Carrier members* consist of any government recognised passenger carrier operating vehicles (a) each having a passenger capacity of twelve or fewer passengers and providing regular scheduled common carriage passenger service or having a passenger capacity in excess of twelve passengers but not providing passenger service on the regular common carriage basis as prescribed for Active Carrier members. *Active Industry members* consist of hotel organisations having management authority as distinguished from mere sales, advertising or reservations direction, over one or more hotels with a total of one thousand or more guest rooms in one or more Pacific areas, tour operator organisations excluding air or ship transportation. *Allied members* consist of travel agencies, tour operators, hotel representatives and firms serving as general agents of or representing various segments of the Pacific travel industry. *Affiliated Allied members* consist of branch offices of an Allied member travel agency or tour operator. *Associate members* consist of individual operating organisations and firms such as communication media, media representatives, advertising, public relation and research agencies having definite interest in Pacific travel. *Sustaining members* consist of those organisations, firms or individuals whose commercial or cultural interests, in the judgement of the Board of Directors, will further contribute to the aims of the Association.

The control of PATA is vested in the Active government, carrier and industry members. The organisations qualifying for Active government or Active carrier membership have the right to membership. They require no sponsorship and are requested

merely to provide the Board of Directors with certain pertinent information. Membership in all other categories is at the discretion of the Board of Directors, and requires not only that the organisation comply with certain guidelines for eligibility, but also that certain categories of PATA members must sponsor the new applicant and vouch for its stability and professionalism.

### *Pata Chapters*

To assist in the fulfilment of the objectives of the Pacific Area Travel Associations, the Board of Directors is empowered to encourage the development and to authorise establishment of PATA Chapter at any place in the world. The Chapter concept implemented in the year 1960 is unique with PATA among travel organisations. The primary purpose of a Chapter is to conduct continuing education programmes to keep PATA members abreast with the changes in Pacific travel. The Chapters also do considerable promotional work, and several times each year stage social events for the members. Specific objectives of the Chapters are as follows :

1. To bring together representatives of PATA members at regular intervals to develop a closer working relationship and a better understanding of travel matters as such that relate to the Pacific area.
2. To obtain uniformity and combined action by members in pursuing national and local policies within the framework of PATA.
3. To implement specific PATA objectives and projects.
4. To pass to appropriate government and official organisations such matters approved by PATA, and to obtain action thereon as and when required.
5. To process generally and to obtain opinions of members of the Chapters on any PATA requirement or objective.
6. As appropriate, to provide a forum which will enable the individual Chapter members to conduct their various assigned responsibilities for selling travel, and providing services to visitors to the Pacific in a more effective manner.

There are two types of Chapters viz, (i) Area Chapters, and (ii) Promotional Chapters. *Area Chapters* were conceived at the 8th Annual PATA Conference (1959) by a number of Allied and Associate members, as a means of keeping PATA members and their representatives in the Pacific better informed on happenings throughout the Pacific travel industry and on Association activities. Some of these Chapter activities include

programmes involving matters of facilitation, staff training, improving visitor plants and services, and promotions aimed at developing regional tourist traffic and other marketing activities. *Promotional Chapters* were authorised by the 9th Annual PATA Conference (1960) as a means of furthering the promotion of visitors from priority market areas to Pacific destinations. Activities of these Chapters are all designed to increase the sale of travel to the Pacific area and include regular meetings of the PATA membership/travel trade with programmes on various Pacific destinations, providing up-to-date information on new developments, facilities, services, tours, educational seminars for travel trade, sales personnel and cooperation with PATA in the overall marketing programme, promotions and other PATA activities.

The Chapters are, however, not the branch offices of PATA. They are rather like local civic clubs working for the benefit of their respective communities. A Chapter is composed of the highest level of executives representing the local tourism industry who volunteer their services and their expertise to develop a constantly expanding overall business.

Presently, PATA has as many as 29 active Chapters. Two to three new Chapters are organised yearly to help more and more people keep abreast of the change in Pacific travel. It has over 1,500 members with 47 national and state governments, 54 airlines and 554 hotels amongst them. Every year a PATA Conference is held where the participation exceeds over a thousand delegates. PATA has a membership drawn from as many as 50 countries.

### *PATA India*

India was admitted as an Associate government member of Pacific Area Travel Association in the year 1957. It was at the specific request of the Government that the constitution of the PATA was amended suitably to enable India and other South Asian countries to become Associate government members. It was only in the year 1964 at Djakarta, Indonesia that India became an Active member of the Association. Basically, PATA was formed to promote traffic to Pacific countries only. However, the definition of PATA was somewhat enlarged to enable some of the countries bordering on the Pacific to join PATA. India was the first country to enter PATA from among the countries which bordered on the Pacific but were not in the

Pacific region. Subsequently, a few other countries also joined the association from this region. Among these countries were Sri Lanka, Nepal and later Pakistan and Bangladesh.

It was not long before India realised the manifold benefits which this organisation had for promotion of tourism. India realised that PATA was one of the most active travel promotional organisations and that the country's association with it would not only benefit her from getting a share of the world's increasing tourist flow but also from the point of view of exposing it to the modern techniques of tourism marketing and promotion. During the 1964 annual conference at Sydney in Australia, PATA agreed to hold its annual convention in India in the year 1966. During the 1965 conference in Korea India's invitation to host the annual Convention in 1966 was re-affirmed and accepted by the General Body of the PATA conference. The decision regarding the venue of the conference is generally made three years in advance.

PATA '66 was the 15th Annual Conference of the Association. The five days conference and the workshop which met in New Delhi was attended by over 500 delegates from a number of countries. India at that time was emerging as a new tourist destination with very little exposure in American and Pacific areas of its tourist attractions. The main objective in inviting PATA Conference to Delhi was to expose our facilities to a large segment of foreign tour operators, travel writers, airline executives, etc. The Conference was a big success as it resulted in a steady rise in tourist traffic to India during subsequent years. India enjoyed a continuous and uninterrupted growth till 1973 when the steep rise in oil prices followed by inflation in potential tourist markets led to a slight decline in the growth of tourist arrivals. However, during subsequent years the tourist arrivals increased. India after PATA '66 Conference is now a full-fledged member.

India was awarded yet another conference—PATA '78. India was unanimously chosen as the venue of the 1978 Conference at the Sydney PATA Conference in 1975. The theme of the Conference "Challenge of Change" became particularly significant in view of the fact that tourism was passing into a phase where there were no limits to its growth. The objective of hosting another PATA Conference in India after a period of twelve years was to expose tourist facilities to a large segment of tour operators, travel writers and airline executives, etc. The

Conference was attended by over 1500 delegates and was the largest PATA Conference held in the history of PATA. The large number of delegates from all over the world provided an opportunity to India to expose its tourist plant to the international travel world. The Conference will go a long way in projecting India's image not only as a great tourist destination but also as a great host country.

#### *PATA (India) Chapter*

PATA (India) Chapter was organised in the year 1969 as one of the Area Chapters. This Chapter has 98 members with representation from government (Central Department of Tourism), India Tourism Development Corporation, Indian Airlines, Air India and other international carriers, leading travel agencies in India, hotels, tour operators, advertising agencies, etc. The Chapter undertakes promotional work specifically for promoting India.

In recent years there has been a rapid and continuous development of both national and international tourism. The international tourism organisations have played and are continuing to play a key role in tourism development both national as well as international. India has regularly participated actively in the deliberations of international bodies which afford an opportunity to establish new contacts and renew old ties with persons from all over the world connected with tourism. These organisations also help the member countries to determine the general travel trends for proper channelisation of promotional activities. India's association with these bodies has definitely encouraged the flow of tourist traffic from international tourist generating markets.

# 10

## Tourism as an Industry

Tourism is today the world's largest and fastest growing industry in terms of revenue and the number of people involved. Many countries in the world live by tourism so much so that the number of tourist visitors exceed perhaps many times over their own population. Even the countries of Eastern Europe that were only a few years ago virtually closed societies have thrown open their doors to international tourism in a bid to win a fair share of its bounty. The lure of foreign exchange have even made China open its doors to large number of visitors. Hoping to fatten China's currency reserves with a large slice of the tourist trade, the new leadership plans to make travel in China more comfortable by building several new hotels, modernising airports and providing new accommodation at different tourist sites.

Before the Second World War, world travel reached a peak and was already showing an encouraging upward trend when the war intervened. Tourism is sensitive to world economic and political conditions. It can prosper only where the great number of people enjoy some measure of prosperity and security. Tourism and holiday making on a national scale is a manifestation of prosperity and peace. As a great number of people in many countries have high living standards, they can afford to set aside a portion of their budgets for holidays and recreation.

Historically, governments have been interested in tourism as an important factor in a country's balance of payments or as a means of developing regions or sites with little other economic potential. The receipts from international tourism provide a valuable source of foreign exchange for many developing countries. International tourism has been one of the fastest growing industries in the world. It is the main sector of economy in some countries providing the major source of finance for development.



Tourism is thus a great source of foreign exchange revenue. No country has ever admitted that its reserves of gold and foreign exchange are more than adequate, and few have escaped balance of payments' crisis in the past decade. Foreign exchange earned by tourism is earned more conveniently than that from manufactured goods. There is no problem of packaging the product at a factory, transporting it to the docks or airports, shipping it overseas and patiently awaiting payment as in the case of manufactured goods. The customer brings himself to the point of sale, at his own expense and in return takes immediate delivery of the services.

Besides earning foreign exchange for the country, tourism is a source of employment. It is a highly labour-intensive industry which can offer employment to the semi-skilled and unskilled. In countries or areas, where there is a higher rate of unemployment, tourism can provide moderately quick relief. Tourism as an industry can thus promote national prosperity as well as international liquidity. The following paragraphs will discuss how tourism helps the economy.

#### *An Economic Activity*

Tourism today is looked upon as economic activity of great dimensions. It is a 'smokeless industry' in the sense that it earns large sums of foreign exchange without in any way exporting any tangible product. It is estimated that in the year 1980 international tourism would involve 300 million people the world over. This concept of millions of people travelling is something which is essentially a phenomenon peculiar to the second half of the twentieth century. This great phenomenon, movement of people from one destination to another, has been made possible because of the economic and social progress due to technological and scientific advances. Higher real incomes, longer leisure time, demographic expansion and increasingly cheaper and varied tourist facilities provide the essential conditions for the growth of tourism. Yet another important factor is the spread of education which has created greater cultural awareness and stimulated the desire to travel. The progress of industrialisation and modern technology and also of urbanisation has helped to create a psychological propensity to mobility and an urgent need for relaxation and recreation.

Besides the lure of 'foreign exchange' tourism provides employment to a large number of people both directly as well as

indirectly. One of the biggest problems in the developing countries today is unemployment. Tourism, both domestic and international, has a tremendous employment potential both directly in the tourism plant—the accommodation facilities, the transport operators, airlines, travel agents, shopkeepers, guides and so on; and also the indirect employment in handicrafts and other types of industries that are ancillary to the tourism complex.

The main objective of developing countries in promoting their tourism industries has been the earning of foreign exchange. Employment generation as a result of tourism comes next. The performance of individual countries in tourism industry in terms of earning foreign exchange, balance of payment and employment effects can be judged effectively only in relation to that of other sectors of the same economy. While the importance of tourism receipts to developing countries as a whole has increased very rapidly in recent years, the growth and significance of such receipts differ very widely from one country to another.

### *Tourist Statistics*

How has India benefited from the growth in international tourism? Comparisons are, however, odious. It is not the intention here to compare tourist statistics of India to that of other countries in terms of tourist arrivals or the foreign exchange earned. The conditions differ in every country and hence are not comparable. A few tables given below will indicate the growth of Indian tourism.

Glancing at Table 1, it can be seen that the tourist arrivals have increased almost five fold from 123,095 in the year 1960 to 640,422 in 1977. From the year 1965 there has been a constant increase in the number of tourists visiting India. Promotion of tourism became a conscious and organised activity in the year 1967 with the setting up of the Ministry of Tourism and Civil Aviation with a Cabinet Minister incharge. The uninterrupted growth of tourist arrivals since that year, as can be seen from the Table is due to the result-oriented objectives which the Government set for itself. On the whole, India has been achieving a compound growth of 15 per cent every year. During 1977, a growth of 20 per cent was recorded. India expects to receive 800,000 visitors by 1978 and one million by 1980.

Half a million arrivals for a country of the size of India may

look unimpressive. But if we look at certain factors like India's distance from the affluent tourist markets of the world such as

TABLE 1  
TOURIST ARRIVALS

Year	Number of Tourists visiting India	Percentage Increase over previous year
1960	123,095	—
1961	139,804	13.6
1962	134,360	3.9
1963	140,821	4.8
1964	156,673	11.3
1965	147,900	5.6
1966	159,603	7.9
1967	179,565	12.5
1968	188,820	5.2
1969	244,724	29.6
1970	280,821	14.8
1971	300,995	7.2
1972	342,950	13.9
1973	409,895	19.5
1974	423,161	3.2
1975	465,275	10.0
1976	533,951	14.8
1977	640,422	20.0
1978 (Projected)	800,000	25.0

USA, Europe, Canada, Japan and Australia, we can conclude that it is not so. It costs a visitor from these countries quite a substantial amount to visit India for a holiday. India has developed its tourism organisation only recently as compared to other countries whose share of tourist arrivals is much higher. Moreover, advanced countries have certain geographical advantages which India does not have. Their large tourist traffic figures are mainly accounted for by intra-regional tourism. Thus Canada gets millions of tourists every year from USA and vice versa mainly because of the two countries' proximity with each other. India's neighbours are not affluent and hence our tourism from neighbouring countries is not much.

India's foreign exchange receipts from tourism are estimated on the basis of per capita average expenditure of tourists arriving from different countries as obtained from surveys conducted from time to time. The Table on page 130 represents the estimated foreign exchange earnings (at current prices) together with annual percentage changes during the last ten years.

There has been uninterrupted growth in the foreign exchange receipts since the year 1967. India's receipts have increased almost eleven fold from Rs 25.2 crores in the year 1967 to Rs 270 crores in the year 1977. Tourism ranked sixth in the 'export' industries of India.

TABLE 2  
FOREIGN EXCHANGE RECEIPTS

Year	Rupees crores	Percentage increase
1967	25.2	—
1968	26.4	4.9
1969	33.1	25.3
1970	38.0	14.8
1971	44.8	17.9
1972	57.7	28.8
1973	71.1	23.2
1974	93.2	31.1
1975	104.2	11.8
1976	225.0	115.9
1977	270.0	20.0
1978 (Projected)	300.0	11.11

### *Employment*

Being a service industry, tourism creates employment opportunities for the local population. This is an important aspect in developing countries such as India where the level of unemployment and underemployment tends to be high. Tourism creates large number of direct jobs in establishments like hotels, restaurants, tourist shops, travel agencies and also in the transport, handloom and handicraft industries. Direct employment is also generated for certain category of workers like interpreters, guides, tour operators, etc. Those directly employed in the tourism industry create indirect employment in certain other sectors through their demand for goods and services. Tourism itself creates induced jobs reflected for example by increased employment opportunities in the building construction industry, by stimulated growth in ancillary trades such as handlooms, handicrafts, arts and crafts, sanitaryware, glassware, cutlery, crockery, linen, furnishings and furniture and many others. The National Council of Applied Economic Research (NCAER) estimated in 1975 that about 9,33,000 persons were directly or indirectly employed in tourism industry.

Why does a tourist visit a particular country, or to put it differently why does a particular country attract a tourist? Crossing

over thousands of miles and spending a fortune, a tourist comes to a particular destination to relax and at the same time to see the culture of the country. For relaxation India has mountains and hills, valleys and meadows, beaches and deserts, gardens and other resorts. In addition, we are fortunate to have a very rich heritage resulting in wonders like the Taj, the Ajanta and Ellora and Khajuraho. Very few nations in the world could afford to or have the will today to create similar man-made wonders. India has everything that an average tourist wants to see. Its sights and sounds, its rich architectural and cultural heritage, its beautiful hill stations, valleys and holiday resorts and wildlife sanctuaries are all fascinating. Very few other countries have such variegated delights to offer to a visitor.

In brief, it is the sum total of a country's tourist attractions infrastructure and tourist services (tourist product) which result in satisfaction of the consumer—the tourist. This tourist product can be entirely man-made or nature's bounty improved upon, jointly with the efforts of the government and other agencies concerned with the development of tourism in the country.

#### *Strengthening Tourist Product*

A necessary tourism infrastructure is a must in order to cater to the needs of the tourists. An effective tourism sector is obliged to provide infrastructural services that are fairly efficient. Facilities to enable the tourists to come to our shores, mountain resorts, game sanctuaries and cultural monuments are to be created. A tourist needs a comfortable hotel to stay, nice and clean food that he is used to, an evening of entertainment and an efficient and comfortable transport to take him around. He also needs souvenirs to take back home as a memento of his visit. This is the product which is to be created in order to attract a tourist.

What has India done to strengthen the tourist product? Various countries have developed different techniques for planning and marketing of this product. Many developing countries are resorting to the creation of government sponsored autonomous corporations which are being made responsible for the creation of the tourist infrastructure, while the policy making is controlled by the government itself.

In India, planning and marketing of tourist product is handled at three different levels. The highest level is the Central Department of Tourism. The Central Department of Tourism

gets assistance from the Tourist Development Council which is the principal advisory body at the national level. The next level is that of India Tourism Development Corporation—an autonomous body, whose sphere of activity is somewhat limited, if not subsidiary to the role of Central Department of Tourism. Its functions relate more to commercial part of promoting tourism in the country. The third level is that of the States. Here the concentration is largely on the home tourist relating to construction of low income rest houses, development of tourist centres and publicity. Besides, these three levels there are a number of other government and non-government agencies, though not directly responsible for development of tourism in the country, yet having a very significant role in promoting the tourism industry. These include Department of Archaeology, International Airport Authority, Customs, Airlines, Railways, Transport Undertakings, Forest Departments, Handloom and Handicraft Boards, Travel Agents, Public as well as Private Sector Hotels and Travel Trade Press. It will be difficult to describe in detail the role of all these agencies.

The role and functions of the Central Department of Tourism and the Tourist Development Council in strengthening the tourist product has already been discussed in the earlier chapter. India Tourism Development Corporation has played a key role in promoting the tourist product. Following paragraphs will discuss in detail the role of the Corporation.

#### *India Tourism Development Corporation*

Following the report of the *ad hoc* Committee on Tourism also known as the Jha Committee (1963), which recommended that the public sector should assume a more active and positive role in promoting tourism, the Government of India set-up in 1965 in the Department of Tourism three separate corporations, viz., Hotel Corporation of India Ltd., India Tourism Corporation Ltd., and India Tourism Transport Undertaking Ltd. These Corporations were set up under the provision of the Companies Act, 1956. The main function of these Corporations was to construct and manage hotels in public sector, produce material for tourist publicity and to provide transport facilities to tourists.

The Government later decided to merge these undertakings into one composite undertaking for the purpose of securing coordination in the policy and efficient and economic working

of the three corporations. Accordingly, the Government set up in October 1966 a public sector undertaking, namely the India Tourism Development Corporation Ltd. in Delhi under the aegis of the Department of Tourism by amalgamating the erstwhile three separate corporations. The unified Corporation started functioning with effect from October 1, 1966. In pursuance of the recommendations of the Administrative Reforms Commission (ARC), the control of the Asoka Hotels Ltd. and the Janpath Hotels Ltd. was transferred from the then Ministry of Works, Housing and Supply to the Ministry of Tourism and Civil Aviation from July 2, 1968. These two hotels and also Lodi and Ranjit hotels were amalgamated with India Tourism Development Corporation from March 1970. The amalgamated Company known as India Tourism Development Corporation (ITDC) came into being with effect from March 28, 1970.

### *Objectives*

Broadly the objectives and functions of the unified Corporation fall under the following categories:

- (i) Construction and management of hotels, motels, restaurants, tourist bungalows, guest houses and beach resorts at various places for accommodating tourists.
- (ii) Provision of transport facilities to tourists.
- (iii) Provision of entertainment facilities to tourists by way of organising cultural shows, music concerts, sound and light shows, etc.
- (iv) Provision of shopping facilities to tourists.
- (v) Provision of publicity services to assist India's promotion overseas as a tourist destination and projecting the national importance of tourism at home.

With these objectives, ITDC has provided a wide range of services essential for promotion of tourism. Working in close coöperation with the Department of Tourism in the central Ministry of Tourism and Civil Aviation, it is primarily concerned with the establishment of a solid infrastructure for the tourist industry and the provision of commercial services essential for the growth of tourist traffic. From 129 rooms and a transport fleet of 50 cars and coaches in 1969, the ITDC today is India's largest accommodation chain with 2,100 hotel rooms and tourist transport fleet of over 200. ITDC services include accommodation and restaurants, duty free shops at International Airports, sound and light (*Son et Lumiere*) shows and the pro-



duction of quality publicity material. The ITDC has established a marketing division at its headquarters in New Delhi to assist the travel industry through the coordinated sales promotion of its range of tourist services. The India Tourism Development Corporation is headed by a Chairman-cum-Managing Director.

While discussing the role of various agencies in the government sector in promoting tourism, the contribution made by agencies in non-government sector cannot be ignored. One such agency is the Travel Agents Association of India consisting of Travel Agents.

### *Role of Travel Agencies*

In the entire process of developing and promoting tourism, the role of travel agents is a crucial one. It is the travel agent who packages and processes various tourist attractions and presents the same to the tourists. The travel agent is an organiser of travel and a key link in the promotion of tourism as a means of generating international goodwill and friendship. Thus he has a vital role to play in the growth and development of tourism.

Persons with knowledge about travel have been arranging trips for others for centuries but it was Thomas Cook who is credited with being the first *bona fide* travel agent to work as full time professional. In the year 1841, he chartered a train to carry 540 people on a round trip to a convention. He arranged the trip at a Shilling each for a round trip from Leicester to Loughborough in England, a distance of about 22 miles. Thomas did the arrangements for the trip with no profit for himself, but soon saw the potential of what could be done in arranging travel for others. In the year 1845, he became a full time excursion organiser. Besides selling day excursions, he became a tour operator and later retailer of tours. He printed a 'handbook of the trip' for the 1845 tour from Leicester to Liverpool. This handbook can be considered to be the first piece of tourist publicity literature. Soon after he produced coupons which could be used by the traveller to cover his hotel expenses. In the year 1846, he took 350 people by steamer and train on a tour of Scotland. A specially designated tour guide, the first of its kind, was made available for the trip. By the year 1851, no less than 165,000 people were using Thomas Cook's transportation plans to go to London for the first World's Exposition at the Crystal Place. Soon the activities of the company

expanded and many types of services to the travellers were being provided.

The travel agent's range of services in modern times has expanded a great deal. His range of expertise is large and is constantly growing with the fast changing travel needs of the people. A job description of a travel agent would include the following:

1. Preparation of individual pre-planned itineraries, personally escorted tours and group tours and sale of prepared package tours.
2. Making arrangements for hotels, motels, resort accommodation, meals, car rentals, sight-seeing, transfer of passengers and luggage between terminals and hotels and special features such as music festivals and theatre tickets.
3. Handling of and advising on the many details involved in modern day travel, e.g. travel and baggage insurance, language study material, travellers cheques, foreign currency exchange, documentary requirements (visas, passport and health requirements like immunisation and other inoculations).
4. Possession of professional knowledge and experience, e.g., schedules of train connections, rates of hotels, their quality, whether rooms have baths, etc all this is the information for which the traveller, but for the travel agent, will spend days or weeks of endless phone calls, letters and personal visits.
5. Arrangement of reservations for special interest activities such as religious, pilgrimages, conventions and business meetings, and sports events.

The range of services described above are very wide and comprehensive and are provided by the travel agents in highly developed markets. The role and the activities of the travel agents in any country depends on the extent of its economic development. In advanced countries of the world where people have enough money and leisure the services of the travel agents are increasingly utilized. In some of the advanced countries like USA and Canada, a very large percentage of tourists use the services of a travel agent. On the other hand services of travel agent in countries like India are limited. These include domestic air, rail and road travel, including hotel bookings, international air and sea travel, and organising tours abroad. Another important activity of a travel agent in India includes services for incoming tourists. Freight and cargo hand-

ling is yet another activity performed by a travel agent.

As long back as in the year 1954, the Government was aware of the important role which the travel agents were to play in the development of tourism. It was recognised by the Government that tourists who visit a foreign country often prefer to secure the services of travel agents who assist them in order to make best use of time and money at their disposal. The Government felt that many a time unauthorised persons offer themselves as Agents and in return fail to render satisfactory services, and even exploit the ignorance of the tourists for their personal benefit. With a view to curb this, the then Ministry of Transport which was responsible for tourist traffic evolved a system of granting recognition to travel agents. Tourist Traffic Branch in the Ministry of Transport was the only authority empowered to grant such recognition. The rules for recognition were as follows:

- (i) No firm shall be granted recognition unless it has been engaged actively in handling tourist traffic for at least one year before the date of the application.
- (ii) Firms granted recognition shall be entitled to such rights and privileges as may be granted by Government from time to time and shall abide by the several terms and conditions of recognition.
- (iii) Firms granted recognition shall undertake to maintain an office under the charge of full-time members of their staff, who should, apart from issuing rail tickets, be in a position to give up-to-date and accurate information regarding transport and accommodation facilities, currency and customs regulations and general information about travel, etc.
- (iv) The recognition may be extended for the whole of India or be limited to a particular region.
- (v) Firms granted recognition shall undertake to employ only guides approved by the Department of Tourism.
- (vi) All recognised firms shall furnish to the Ministry of Transport and the Regional Tourist officers under them, if the Government so desires, yearly statement of their activities.
- (vii) The decision of the Government of India in the matter of recognition shall be final and it reserves the right to cancel or withdraw recognition at any time.

Subsequently, the following clauses were also added: •

- (i) The recognition to be granted by the Department of Tourism shall not automatically entitle the firm to be

appointed agents for the sale of rail tickets by the Ministry of Railways (Railway Board). The Agencies thus recognised shall apply separately to the Railway Board.

- (ii) Firms seeking recognition as travel agents should have minimum paid-up capital of Rs 1 lakh.
- (iii) Applications for grant of recognition by the Department of Tourism will be considered only if the firm:
  - (a) is approved by the IATA:
  - (b) has licence to book foreign passages issued by the Reserve Bank of India:
  - (c) has the approval of the Ministry of External Affairs to handle travel documents and deal with passport offices.

The recognition is now granted by the Central Department of Tourism in the Central Ministry of Tourism and Civil Aviation. The application for grant of recognition is to be made in the prescribed form and is to be addressed to the Director General, Department of Tourism, Ministry of Tourism and Civil Aviation, New Delhi, who is the authority empowered to grant recognition.

The travel agents decided to form an association on All India basis as long back as in the year 1952, when an All India Travel Agents Association was established. From a small beginning in the year 1952, the Travel Agents Association of India (TAAI) today has 60 members who are recognised Travel Agents in India. The activities of the Association are very wide. The annual convention of the Association is attended by a large number of representatives from travel trade both government as well as non-government. Important matters related to the promotion of tourist product are discussed in these conventions.

The vital role played by the travel agents in the growth and development of tourism in the country and its promotion is recognised by all segments of the travel industry. The Government works in close collaboration with them not only in India but abroad as well, encouraging them to plan and organise package tours for various destinations in India. In suitable cases, the Department of Tourism recommends the release of foreign exchange to travel agents to enable them to open their branch offices abroad.

# 11

## Development and Tourism

Tourism is many things to many people. For the tourist it is travel, relaxation, a holiday, an exposure to other cultures and traditions. Those who 'sell' tourism naturally see things differently. To them it is an industry, a source of income, especially of foreign exchange. A large amount of hard currency seems to be there for the asking, and several countries are rushing to take advantage of this.

It is perfectly true that tourists spend the money they have earned in their own countries. Although the amount contributed in foreign currency per tourist varies greatly from one place to another, the importance of receipts from tourism in the balance of payments, and of tourist activities in the national revenue, have become considerable for certain countries. Because of this, many countries believe that attracting tourists is an excellent way to earn precious foreign exchange. These countries vie with each other in persuading foreigners to come and spend a holiday in an exotic setting.

Is India also in the race? The answer to this is, perhaps, yes. Although as has been said earlier, a mere half a million visitors or a million visitors as has been projected for the year 1980 is very small for a country of India's size. But at the same time if we look carefully, as to where these increasing number of visitors are going, we will find that they are going to the all familiar destinations. The increasing number of tourists visiting the same destinations certainly is a drain on interest. The major reason for people to visit familiar destinations is that they have all the interesting attributes which attract the visitor in the first place. The danger, therefore, is that mass exodus of tourists to the same areas might destroy some of those attributes which attracted the visitors in the first place. Travel organisers all the world over emphasise on the familiar places, and direct publicity with a view to turning these places into a marketable

commodity. The rich and the affluent tourists are always on the look out for exotic experience. At the outset, somewhere in Europe or North America or Japan a desire or aspiration emerges, an image crystallises and sets things in motion. An analysis of the tourist publicity of some of the countries will show that it focuses on the same familiar tourist spots. The mass media focuses on the same beach resorts, wild life, monuments and the like.

The familiar destinations noted for their particular characteristics are reduced to innocuous urban jungles as these have to keep pace with the increasing inflow of visitors. Many of the problems relate to congestion or overcrowding as the tourists tend to concentrate in a few highly attractive areas. The numbers trying to visit or see a particular attraction exceed the capacity of the facility to accommodate them. When this situation arises the tourist does not get the satisfaction that he seeks from the experience and feels disappointed. This growing congestion entails many more problems. New airports are built to cater to the needs of more people, transport fleet consisting of buses, the number of tourist taxis, is augmented in order to accommodate more tourists visiting the spots. Large number of shops dealing in variety of items for the tourists spring like mushrooms around these places resulting in spoliation of the beauty around the spots. Touts and other undesirable elements create difficulties for the tourists. As a result of all this, tourists face difficulties. Provision of personalised services to the tourists whose number run in thousands becomes difficult. The clean and natural surroundings are thus marred yielding place to unsanitary conditions. The charm which once delighted the visitor gives way to the objecture of earning only the foreign exchange.

Much of what has been described above is happening in some of the popular tourist spots in India. Tourist spots like the Taj, Ajanta and Ellora, Khajuraho and the Goa beach are the one's which are attracting thousands of tourists. Bombay is fast becoming a popular destination attracting a very large number of visitors year after year. The city is becoming a major port of disembarkation. The facilities to match the increasing flow of tourists at a popular place or destination does not increase at the same rate. Shortage of hotel accommodation, transport facilities, ground facilities and provision of essential services to the tourists becomes acute.

*Tourism—Its Role in National Development*

Although important, the earning of foreign exchange as a result of increased inflow of tourists is, however, not the only aim of tourism development. In calculating returns from investments in tourism, the national tourism policy cannot restrict itself to the limited consideration of immediate financial and economic profitability. The national tourism policy has to consider the beneficial effects of tourism on general national development where considerations of non-economic character may be equally or even more important than purely economic returns, viz., cultural considerations (preservation of country's heritage), social considerations (provision of recreational and welfare facilities for the local population), regional development considerations (strengthening of regional economic development), political considerations (improving international and national understanding), etc.

The development of tourism must take into consideration all the above factors and these must be integrated into the general development of the country. (Tourism is a multi-faceted activity which permeates nearly all the sectors of national life. It has therefore to be considered not sectorally but globally bearing in mind all its social, economic, cultural and educational components.) It was in recognition of the useful role played by tourism in the social, economic, cultural and educational fields, particularly "in fostering better understanding among peoples everywhere, in leading to a greater awareness of the rich heritage of various civilizations and in bringing about a better appreciation of the inherent values of different cultures, thereby contributing to the strengthening of peace of the world" that the XXI United Nations General Assembly proclaimed 1967 as International Tourist year. This event was of great significance as it acquired for tourism full maturity as an integral part of national and international development.

In a country of the size of India where there is an abundance of beautiful tourist spots, there should be no scope for the problems discussed above. Proper development of new tourist spots would certainly reduce the congestion on the traditional tourist spots so often frequented by the tourists. This would also result in the improvement in the quality of services provided. A new philosophy less obsessed by growth and mass, and more concerned about the quality of product is the right course. India is fortunate in the sense that it can learn from the experience of



other countries who are in the tourism business for a very long time. The development of tourism in India is to be on a different pattern considering its area and varied tourist attractions backed by thousands of years of rich cultural heritage. Tourism if developed properly can bring great prosperity to the country not only in terms of foreign exchange but also in terms of overall development of different regions in addition to increasing the friendship with different nations of the world. The following paragraphs will discuss the impact of tourism on various sectors of national activities and its role in fostering friendship with different countries of the world.

### *Tourism and Regional Development*

{The earnings from tourism occupy an important place in the national revenue. Without taking into account the earnings from domestic tourism, international tourism receipts alone contribute a great deal. The flow of money generated by tourist spendings multiplies as it passes through various sections of the economy through the operation of the 'multiplier' effect. Tourism spending is subject to a 'multiplier effect' in which foreign exchange spent on travel spreads throughout the economy and creates additional business. For example, when a traveller rents a room in a hotel he contributes initially to the gross earnings of the hotel owner. Part of this hotel revenue will be paid out to hotel employees in the form of wages. These wages will be subsequently spent by the wage earners, in part, at local shops. Again, in turn, a part of shop receipts goes to a wholesaler supplying the goods purchased, and part of the wholesalers' earnings go to a manufacturer who probably purchases his materials from another manufacturer, and so on and so forth. The development of the tertiary sector of services through tourism is directly beneficial to the primary and secondary sectors by reason of the increased demand stimulated by tourism for the goods and products of these sectors. }

{The money spent by the tourist at a particular tourist spot greatly helps the development of the areas around it. It brings a lot of prosperity to that region. Khajuraho in India which is now an internationally famous tourist spot is an example. To illustrate, Khajuraho, a remote and unknown village as recently as 15 years ago, is now on the world tourist map attracting thousands of tourists both domestic as well as international. Today, Indian Airlines (domestic carrier) flies a jet plane between

New Delhi and Khajuraho and seats are not easy to come by. Thousands of tourists visit the place by air, rail and road transport every month. The place has provided employment to hundreds of local people. As a result of employment, local people have additional income to spend. There is already a thriving clay model industry devoted to making replicas of the famous temple sculptures. Number of shops dealing with items of presentation, handlooms and handicrafts have created jobs for many local people. The subsequent development of areas around Khajuraho will provide additional employment opportunities resulting in general prosperity of the people.)

But for the development of tourism, Khajuraho would have remained a remote unknown village. (Many such areas of tourist interest where industrial development is out of question because of distance from markets, lack of raw materials and transportation facilities, lack of power, water, etc., can greatly benefit if developed properly. These areas if developed for tourism can provide jobs for a large number of unskilled workers. It can generate work for the construction industry and a wide range of other supporting industries. What is more, it can be a source of prosperity to the local population.)

(There is no dearth of such tourists spots in India, which could after they are developed become great assets to the country. More of such areas having rich cultural heritage need to be exploited. Besides, nature has provided India with beautiful mountains and thousands of kilometres of coast line which can be properly developed into attractive tourists spots.) The inner Himalayas could be a veritable gold mine now that it has been opened up by a fine network of border roads. There are also many monuments which if developed properly can bring in lot of prosperity in the region. And then we have beaches and wildlife sanctuaries. The list is endless. (Tourism is to be regarded not as an area of peripheral investment but as one of primary investment whose benefits will help in creating employment opportunities and in the regeneration of backward regions.)

### *Tourism and Social Development*

(Besides the vast economic implications, the social implications of tourism are even more profound. Tourism stimulates interest in the past, in architecture and in the arts as people travel to various historical places and see arts and crafts. It

adds to the aesthetic quality of life through beautiful architectural designs, landscaping of parks and preservation of the natural beauty. It has sociological implications in that as a destination area moves into tourism, the life style of the local residents changes greatly.

Travel is a great aid to education. People visiting various places are confronted with history and the life style of those who made history. The rich cultural and historical heritage of the past and the natural scenic beauties greatly broaden one's mind. Thousands of youth, and workers who travel to different parts of the country from time to time, are a great force in building friendships. Travel also helps a great number of people to learn about the culture and customs of the people in other regions. A number of countries in the world have special schemes whereby youth, workers and other groups economically not affluent are offered handsome concessions and facilities for travel. In some countries, in Soviet Union for example, workers are enabled to travel as full fledged tourists. Several European countries mandate minimum vacations for all its workers. Many private enterprises in some countries offer holiday coupons, holiday cheques and leave-of absence vouchers to their staff. Many firms offer paid excursions, study trips and entertainment to their staff. For a growing number of enterprises the cost of leisure activities has become an integral part of a wage structure based on the need to supply employees with certain minimum social benefits. Some governments have enacted special legislation on social tourism, directed mainly to :

1. holidays for certain groups of workers, especially the young;
2. holiday financing;
3. assistance in creating suitable accommodation facilities.

Many public bodies have established youth hostels, camps and holiday villages of their own.

All such benefits however depend on the state of the economy of a particular country. There is however no doubt that social tourism is a great force in educating and enlightening the people not only of the native country, but also of different countries of the world. This aspect of social tourism has a special place in India because of its past civilization.)

( In India, certain steps were taken to encourage social tourism. A modest beginning was made by the Indian Railways and some private institutions in introducing subsidised holidays among their low salary employees. Various State Governments

also set up holiday camps and tourist homes at some of the resorts under their low cost housing schemes. Also, a number of religious and endowment trusts, voluntary organisations and local municipal bodies have provided accommodation facilities for the convenience of pilgrims. In recent years, increasing emphasis has been placed on social tourism. A number of youth hostels, camping sites and tourist bungalows have been constructed with a view to provide accommodation to budget tourists. The number of organisations in public and private sectors providing facilities to its employees to travel have increased manifold. Students, both in schools and colleges get concessional railway tickets to travel to any part of the country. The Central as well as State Governments have liberalised travel concession rules. Central Government employees can now travel along with their families once in a block of four years to any part of the country with Government paying a sizeable portion of the travel expenses.)

Considering the vast population and the economic conditions prevalent in India, social tourism does not exist to the extent desirable much less to the extent it does in some advanced countries of the world. In the coming years sufficient attention has to be given to the provision of facilities for the vast volume of domestic tourists especially the youth and the workers. It is proposed to build a chain of low cost hotels all over the country to strengthen the position of supplementary accommodation to cater to the needs of budget tourists.

#### *Tourism and Cultural Development*

( Cultural tourism has a special place in India because of its past civilization. Among the various motivating factors governing travel to India, 'cultural tourism' is undoubtedly the most important. For any foreigner, a visit to India must have a profound cultural impact and in its broader sense, tourism in India involves quite a large content of cultural contact. Our historical and archaeological monuments continue to be the biggest draw in attracting international tourists.) This fact has been confirmed by a survey undertaken by the Pacific Area Travel Association in 1968, as also by the Tourist Reaction Pattern and Reaction Surveys conducted by the Department of Tourism in 1968-69 and in 1972-73. The later survey placed 'curiosity' (41%), and 'Indian Art and Civilisation' (34%) as the major factors influencing travel to India.

Cultural tourism plays a major part in increasing national as well as international goodwill and understanding. Thousands of archaeological and historical monuments scattered throughout the country provide opportunities to learn about ancient history and culture. In order to harness the rich potential that the monumental heritage holds for tourism development, Government obtained the services of an expert through the UNESCO in 1968 to advise the Department of Tourism on organisation of 'cultural tourism'. A UNESCO expert, Dr E. R. Allchin was invited to India in January 1969 by the Department of Tourism, Government of India, to study certain aspects of cultural tourism. Dr Allchin's work concentrated specifically upon the monumental aspects of cultural tourism. The aim of his study was to define the various aspects of cultural tourism in India and to review them in the light of prevailing conditions. Besides, the expert was also to consider the best way in which various monuments might be visited and particularly whether it was feasible to organise special tours based upon specific themes. The report was submitted in the same year in 1969.

Following are some of the findings of the report :

- (i) It was discovered that 54 per cent of tourists enjoyed their stay because there was such a feast of "beautiful creations of man—buildings, temples, churches". Therefore, first on the list should come India's *monumental heritage*—its art and architecture. Tourists whose interests can be placed under this category are very numerous and are usually from Europe and America. The monumental heritage too can be divided into four principal subject groups : (a) Buddhist monuments; (b) Hindu monuments; (c) Indo-Islamic monuments; and (d) monuments of Europeans and British association with India. It was felt that each one of these four deserve to be exploited for purposes of cultural tourism.
- (ii) Religious minded tourists generally have a deep interest in India's monumental heritage. The *religious heritage* attract many people. Pilgrims, naturally form the overwhelming bulk in this group. This could also be subdivided into : (a) the regular visits and tours of Indians domiciled in various parts of the world—people who are anxious to rediscover the cultural centres of the religions of their forefathers; (b) the growing number of Buddhists from Japan, Thailand, Sri Lanka and other countries who visit centres associated with Buddha; and (c) the smaller but at the

same time growing number of Americans and Europeans who are interested in some aspects of Hinduism, Buddhism, and Islam.

- (iii) Wealth and attraction of India's *natural heritage* comes next. According to the survey, the wealth and attractiveness of India's natural heritage, both in the open country and in bird and game sanctuaries provide another powerful stimulus for cultural tourism. About 48.3 per cent of the tourists felt that the 'beautiful and natural scenery contributed largely to their desire to visit India. India's flora and fauna was another area of attraction. Speaking strictly according to the report this cannot be called an aspect of Indian culture. However, the educational character of the interests involved compels one to include it in the list of aspects of cultural tourism.
- (iv) Fourth in the list according to the survey is the richness and variety of India's traditional arts and crafts. But this does not mean a mere study of arts and crafts. Such a study would be limited to visits to centres of artistic value only and also probably study of lives of the artists and masons themselves. This, however, according to the survey is subsidiary. The primary impact of India's arts and crafts on cultural tourism is rather through *cultural shopping* or the discriminating purchase of samples of the different types of Indian handicrafts and handloom work. Almost all the tourists wish to take back home *souvenirs* of this kind and therefore, their sale assumes considerable importance.
- (v) *Music and Dance* was the next item in the list of aspects of cultural tourism. The survey, however, did not anticipate that Indian music or dance will ever become the primary attraction for large numbers of foreign tourists, but at the same time recommended that these should be exploited to a much greater extent as a subsidiary interest. According to the survey reports many foreign visitors would be delighted to have the opportunity of witnessing the performances of professional dancers and musicians.
- (vi) *Gastronomy* is yet another aspect of cultural tourism although Dr Allchin who had prepared the above-mentioned UNESCO document, hesitated to include this aspect of cultural tourism in his tentative list. Here is what he said : "A rich variety of regional specialities of fruits and



vegetables awaits the visitor who is strong minded and persistent enough to overcome the qualms of what we may call the hygiene barrier and to break through the prevailing Indian 'stew and conflake' barrier".

The various aspects of cultural tourism which have been described in the Report, attract a large number of tourists from all over the world.

### *Tourism and Development of International Understanding*

Improving international understanding is another major area where tourism has and can play a major role. Tourism can be a vehicle for international understanding by way of bringing diverse people face to face. It has been cited as a major contributor to international goodwill and as a prime means of developing social and cultural understanding among all peoples of the world. The interaction of a large number of people with the local population of the country visited, results in making friends and goes a long way in increasing friendship. Tourism can greatly enrich and promote friendship and goodwill. People belonging to different countries, practising different life styles and speaking different languages come together to make friends. There is a mingling of cultures which has positive effects. Tourism helps to break down prejudices, barriers, inhibitions and suspicions that exist between nations. The very best way of getting to know another country is to go there, and when vast numbers travel, the narrow, rigid boundaries that keep people in compartments naturally tend to shrink and a positive move towards better international understanding begins to operate.

India has always welcomed a visitor. Throughout its history people from all over the world have visited the country and enjoyed the hospitality of its people. 'Welcome a Visitor—send back a friend'. This has always been a motto with the common people of this ancient land. A visitor who goes back happy and satisfied is the best investment a host country can make in increasing international understanding and goodwill.

Tourism thus is not only an economic activity of importance inasmuch as it earns a country plenty of foreign exchange. It is an important medium of social and cultural development and also of building lasting goodwill and friendship among the nations of the world. It also helps in the regional development



of the country and acts as a means of social education and better understanding among the peoples in different regions of the country. In the long run the most important contribution of tourism is the bringing about of better understanding between different cultures and life styles.

# 12

## Looking Ahead—A New Approach to Tourism

Before discussing the new approach to tourism, a brief description of India as a tourist destination should be made once again with a view to recapitulate what has been mentioned earlier. The factors which give India an added advantage over the other countries are many and varied. These are to be taken into consideration while discussing the new approach.

What are these factors which combine to make India potentially one of the world's most exciting and charming destinations? First of all the land itself, stretching as it does from the mighty Himalayas in the north down to Kanya Kumari in the south on the one hand and densely wooded areas in Assam in the east to the beautiful Western Ghats in the west on the other. This landscape provides a wide range of natural beauty that can be matched only by few other countries in the world. Secondly, India's rich historical and cultural heritage which is more than four thousand years old, is matchless in artistic and aesthetic values. The famous monuments of India which have witnessed its historic past, are among the finest creations known to civilized man. Thirdly, the people of India, a seventh of the human race, varied in their ethnic origin, religions and customs, as much as in their faiths, fairs, festivals, and their languages tied together by a common bond of unity, the people who for centuries have been taught to welcome a visitor as a friend. Fourthly, the rich arts and music which have captured the hearts of the people all the world around. And last but not the least, the new India emerging as a modern country dedicated to democracy, and making commendable progress in agriculture and industry, science and technology; all this is there to see.

With all these and many more assets, India is a great attraction not only to a foreign visitor but also to its own people

who form the domestic tourists. With these assets in view, a new tourism approach is being thought of. This approach is not directed only towards attracting foreign tourists and cashing in on the remarkable boom in international tourism as has been done in the past. A broader view of development as a whole is now being taken. Although the major objective of earning foreign exchange remains, greater importance at the same time, is being given to domestic tourism and its development.

With a view to accelerating the development of tourist facilities in places of tourist interest both for domestic and foreign tourists, the new Government at the centre decided to call a conference of Ministers of Tourism of State Governments and Union Territories. The Conference which was inaugurated by the Prime Minister on August 31, 1977 in New Delhi was attended by all the Ministers of State Governments and Union Territories in-charge of Tourism. The Conference was presided over by the Union Minister of tourism and Civil Aviation. This Conference was preceded by a meeting of State Secretaries, Chairman and Managing Directors—State Tourism Development Boards and Directors of Tourism of all States and Union Territories. The purpose of convening the Conference was :

- (a) to discuss the various programmes and policies for fuller realisation of the tourism potential of the country; and
- (b) to develop a national policy on tourism in consultation with State Governments and to allot the spheres of responsibility

The following items were on the agenda :

- (1) Preparation of master plans of tourism development by State Governments on the basis of tourism potential surveys as preparatory to the formulation of the Sixth Five-Year Plan on Tourism.
- (2) Construction of accommodation for middle and low income group tourists. The development of the concepts of Janata hotels, youth hostels, camping sites besides motels, utilisation of abandoned rest houses, dak bungalows/forest lodges, Residence-cum-guest houses, refurnishing of unclassified hotels to bring them upto required standards.
- (3) The need for exercising environmental control at tourist centres proposed for development.
- (4) Coordination in matters of publicity.
- (5) Inter-State movement of tourist vehicles.

- (6) Hospitality to foreign travel editors/travel agents by State Governments.
- (7) Elimination of beggars/touts and other undesirable elements from points of tourist interest.
- (8) Opening of Tourist Information Centres at major railway stations/bus stops etc.
- (9) Proposal to house State Government Tourist Offices in a building to be specially constructed for the purpose in New Delhi.
- (10) Coordination between central tourist offices and State Governments and between India Tourism Development Corporation (ITDC) and other State Corporations.
- (11) Third level feeder air services.

Inaugurating the Conference, the Prime Minister underlined the need for development of tourism in India not merely for earning more foreign exchange but for fostering friendly relations with the peoples of the world. He urged both the Central and State Governments to create opportunities that would enable visitors from overseas to see what was best in the country not only from the point of view of 'architecture and ancient monuments' but also for getting to know our 'ancient culture'. Besides providing facilities for construction of five and four Star Hotels, there is a need in the country for hotels and hostels for middle class tourists both foreign and Indian, said the Prime Minister. The Prime Minister further added that he attached the greatest importance to tourism because it not only strengthened India financially but earned her more friends throughout the world.

The various items on the agenda prepared for discussion by the Conference, cover a wide range of subjects which if implemented properly will go a long way in developing and strengthening tourism. It may, however, be mentioned here that most of the subjects covered were not new. Some of the subjects like construction of accommodation for middle and low income group tourists, environmental control, coordination in the matters of publicity and inter-state movement of tourist vehicles have been discussed in the past and implemented. Hospitality to foreign travel writers is being provided since a long time. Tourist Information Centres were opened by some States at railway stations and bus stops and measures have also been taken in connection with elimination of beggars and touts. However, all these subjects were not discussed jointly nor recommendations made in high level conferences like the present.

In the past these subjects were taken up in parts from time to time and implemented rather perfunctorily. It is hoped that with the encouragement of the new Government, the various recommendations made during the Conference will be implemented in right earnest by all those who are responsible for the growth and development of tourism in India.

The following paragraphs will discuss in detail the various subjects as were put before the Conference and the recommendations thereon.

### 1. PREPARATION OF MASTER PLANS

This is most crucial to the development of tourism. A master plan of tourism development by State Governments will go a long way in balanced growth of tourism in the country. There are hundreds of areas of tourist potential in each State. These can be exploited on the basis of tourism potential surveys. The master plans prepared by State Governments can greatly help the Centre in the formulation of the Sixth Five-Year Plan for Tourism and in allocation of finances. The surveys to be undertaken by States will help them to develop those areas which are devoid of other industries resulting in correction of regional economic imbalances. This exercise of preparation of master plans by the States will also help the Centre in avoiding wasteful expenditure. The surveys if undertaken scientifically will greatly help in balancing the development of tourism. A detailed assessment of the infrastructure will also help the planners in forecasting the future tourism demand which is fundamental to perspective planning.

### RECOMMENDATIONS

The general consensus was that at the initial stage of planning, only perspective plans was required to identify and select the various centres for tourism development. It was accepted that in view of the importance of the overland tourist traffic, tourist centres where wayside amenities need to be provided should be included in the plan. It was agreed that various State Governments will forward to the Central Department of Tourism the perspective plans for tourism development. In order to determine *inter-se* priorities, State Governments may undertake market surveys, as also quantify the returns from tourism investment in the areas of revenue earned by the State, employment possibilities and foreign exchange earnings.

The Central Government on receipt of the perspective plans,

will hold consultations with each State separately as also regionally with a view to formulating short-term and long-term schemes. The India Tourism Development Corporation and the State Tourism Development Corporations are also to be associated with the discussions. Wherever necessary, the Archaeological Survey of India is also to be involved. It was further suggested that the Central Government should give directives to banks and other financial institutions for giving loans on liberal terms to the State Tourism Development Corporations (STDC) for construction of various facilities for tourists. The provision of communication links to places away from important ports of entry were also recommended. It was also mentioned that all State capitals should be air-linked by direct flights to Delhi.

The Conference recommended that it would be desirable first to develop the places where facilities already existed, and simultaneously take up the development of new places having significant tourist potential and which have not been exploited so far. It was felt that the direction from the Central Government to the State Governments is absolutely necessary in order to enable the State Governments to give tourism, the requisite priority. This is also true of the Planning Commission which has so far not given much importance to tourism. According to the members attending the Conference, tourism should receive the same attention as adult education or provision of health services because all such services including tourism are indeed social responsibilities of the Government for the benefit of the citizens.

## 2. CONSTRUCTION OF ACCOMMODATION FOR MIDDLE AND LOW INCOME GROUP TOURISTS

So far the emphasis has been on the construction of luxury accommodation in the form of Five Star or Four Star hotels to cater to the needs of the elite. One conviction in the tourist philosophy has been that foreign exchange is earned only from the elite tourists from America and Europe. In other words, investment in tourism must be concentrated on luxury or semi-luxury hotels and other facilities which attract high spending categories of tourists. It is true that most of the money comes from the rich few who spend lavishly during their few days' flying visit to India. But now there is a change in the patterns. India is also receiving a class of tourists who are not very rich and who spend a great many number of days visiting various places. There are thousands of such potential visitors from

overseas, middle and even low income group people who come to India and spend many days. They would be better ambassadors when they return home giving a more accurate and happier impression of the country to their friends. Thousands of visitors from our neighbouring countries form such a group who are not elite but at the same time would love to visit India as budget tourists. Students and youth tourists also come in the same category.

Besides, there are millions of tourists—the domestic tourists who visit various places in the country. To keep alive in any country, tourism has got to encourage a large proportion of its own people first. Domestic tourism helps to oil the wheels of the tourist industry and build up the basic infrastructure. Additionally, domestic tourism contributes greatly to national integration. In this report, Dr Allchin, the UNESCO expert, mentioned that domestic tourism can foster a sense of national unity and an appreciation of regional diversity. It can promote understanding of India's past and of her more recent history. According to Dr. Allchin, domestic cultural tourism is somewhat different from its foreign counterpart. For instance, (a) people travel in large numbers in groups or parties organised by schools, cultural organisations and the like; (b) one section would consist entirely of pilgrims; (c) there would be great many family parties; and (d) a good deal of domestic tourism would be more local and involve shorter distances. The vast majority would travel by train or cross-country bus.

Accommodation should be suitably priced to make tourism more accessible to all such classes of people described above. There are enough five Star hotels already for the elite visiting India for short periods of stay. What is needed in India to draw such class of tourists is not more of luxury hotels, but rather a large number of small modern hotels that are good, clean, attractive and at the same time moderately priced. In addition, there is need for youth hostels, camping sites and motels for middle and low income tourists both foreign as well as Indian. The travellers bungalows and rest houses scattered throughout India in little known but very appealing towns and scenic areas should be expanded and modernised.

The new Government is setting the pace in this direction. The construction of accommodation for the middle and low income tourists is a step in the right direction. Implemented properly, the construction of a chain of hotels for middle and



low income tourists will greatly strengthen the tourism infrastructure. Laying the foundation for such type of accommodation will indeed be laying the foundation for millions of visitors of modest means.

#### RECOMMENDATIONS

The need for the budget priced accommodation was endorsed by all present in the Conference. It was recommended that construction of Janata hotels would have to be subsidised by the following means:

- (a) financial assistance at lower rates of interest by the financial institutions/Central Government.
- (b) the State Governments to make available land free of cost at suitable locations. These sites should be selected from the point of view of suitability and easy accessibility and not mere availability of land.
- (c) since viability of the project cannot be ensured in view of the tariff having to be kept low, Government should take a policy decision on the capital cost being subsidised.
- (d) the viability of Janata hotels should be assessed in its totality, i.e., as a 'service' being rendered and not only in economic terms since the concept is to provide service to the middle and lower middle income groups.
- (e) in assessing the question of viability as a policy, cross-subsidisation should be permitted within the same units and also within the same organisation where one profitable unit could support the less profitable unit which would be the Janata hotel.
- (f) the State Government may approach the local organisations to get concessional rate of electricity and the Central Government to make available LP Gas to Janata hotels.

The Conference recommended that the selection of sites for Janata Hotels to be constructed by the Centre should be on the basis of demands/priorities and not confined to metropolitan cities alone. These hotels should not only provide one type of accommodation but should have a product-mix of 3 to 4 types—dormitory, single and double rooms and air-conditioned accommodation. The Central Government should consider giving additional incentives for investment by religious/private organisations for construction of these hotels.

With regard to *Camping Sites/Huts*, the Conference recommended that the State Governments should make available

suitable sites of land where camping sites can be developed as a joint venture between the Department of Tourism and the State Government concerned. The objective of these would be to provide low priced accommodation to tourists travelling by road—especially along the National Highways. In addition to rented accommodation at camping sites, the construction of simple huts should be considered which would be appropriate for use even in inclement weather conditions. The designs for such huts should be adopted in each case to suit the climatic conditions of that particular area. The Conference also recommended that the State Governments should consider allocating funds as grants-in-aid from Endowment Trusts at their disposal for the purpose of improving facilities at *dharamshalas/serais* and for their proper maintenance on a continuing basis.

Regarding *Motels*, the recommendations were that the State Governments may also select suitable sites along National Highways for the construction of way-side motels which should be functional in design and economically furnished. The services of unemployed graduates should be utilized for the operation of these motels. The State Governments should also consider mobilising the accommodation resources available in various types of government accommodation which is not being fully utilised such as rest houses, dak bungalows, forest lodges, etc., for the benefit of low income group tourists. Suitable alterations and modifications may be carried out where necessary. The Central Government may also consider transferring such units located on National Highways to the respective State Governments.

For *Paying Guest Accommodation*, the recommendations were that the State Governments may explore the possibility of introducing the 'Paying Guest' schemes at centres where the local residents are able to provide suitable furnished rooms at reasonable rates as part of an arrangement of mutual benefit to the tourists as well as to the resident of that area. Such 'Paying Guest' accommodation should be licenced by the State Government Department of Tourism and be subject to inspection and control by it. About *Youth Hostels* it was recommended that the State Governments should take practical steps to ensure that the occupancy at these places constructed as joint ventures between the Central and the State Departments of Tourism, is appreciably increased. Such steps would include the provision of suitable public transport facilities to the youth hostels from the point of arrival, as well as suitable publicity.

With regard to *upgrading of unclassified hotels*, it was suggested that the State Governments/Central Department of Tourism should assess the facilities and standards of the large number of unclassified hotels in each city which are at present below acceptable standards. These establishments should be encouraged to improve their standards so that they may qualify for approval by the Department of Tourism. The possibility of legislative measures to control the standards of these establishments should be pursued actively.

### 3. ENVIRONMENTAL CONTROL AT TOURIST CENTRES

'Tourism is the world's largest industry.' This fact has now been recognised all over the world. Although a 'Smokeless' industry, it has environmental implications. Expanding tourism has the great capacity to pollute the environment as would any smoke-ridden industry. A few years back, the United Nations organised a conference in Stockholm on Human Environment. This conference symbolized the growing importance that the people of the world attach to maintaining and improving the quality of human life and to enrich the human environment. It is a fact that all over the world man has been using the natural resources without any thought of the future. It is the wrong use of these resources which causes problems. Today ecological pollution, environmental pollution pose a serious threat to life on earth. This is true not only of the areas where there is a great concentration of industries, but also areas where there is great concentration of tourists.

There are enough examples to prove this point. Many of the beaches of North America and Western Europe bear mute testimony to the havoc that can be wrought by uncontrolled and unplanned development of tourism. Many of the world's finest resorts have become ugly. *Sochi* Russia's popular Black Sea resort, has proclaimed itself the world's first 'no smoking' city. New laws ban smoking in all restaurants, cinema theatres, public transportation, hospitals and on the beaches. In India there are many examples of uncontrolled growth of industries, shops and slums near tourist spots creating the problems of environmental pollution. Of all the modern industries, tourism has the greatest need to protect the environment of places of natural and cultural importance—be it a monument, a beach resort or a wild life sanctuary. The planners must consider the environmental process wherever large investments are made in

tourism development. The tourist has a strong desire to see and experience a place of wonder and beauty in areas in which nature and the surroundings remain essentially unspoiled. Destinations noted for their particular character and beauty should not be reduced to innocuous urban jungles in order to keep pace with the inflow of visitors.

Tourism development can become a positive factor for improving the environment if certain amount of basic planning and a sense of aesthetics are applied in the entire process. For example, careful cleaning of ancient monuments and improving conditions in the protected areas surrounding the monuments for tourism purposes is a case in point. Planned tourism can help improve the environment, and the converse is equally true. Wild life which is deteriorating and vanishing so rapidly can be safeguarded. The environment in which various animals live can be properly preserved. Similarly, many other tourist areas can be safeguarded against forces which are responsible for their degeneration. Tourism must be used as a positive factor in environmental improvement.

#### RECOMMENDATIONS

It was felt that in spite of recognising the importance of preserving the unique character, atmosphere and natural setting of monuments and other places of tourist interest, no coordinated approach has been evolved to exercise environmental control of tourist centres. The Town and Country Planning Act has been hardly effective even though its provisions extend legal protection to control of environmental balance in tourist and development areas. The Conference recommended evolving a conservation policy within the framework of the resolution of 'World Cultural Heritage', as passed by the UN Conference on Human Rights held in Stockholm. It was felt that any development scheme of a particular area should be determined by the absorption capacity of the area, otherwise the environment would deteriorate and may in the long run create more complications than actually serving the immediate purpose. This is true in the case of maintenance of monuments and development of new tourist areas and resort towns.

The State Governments should carefully study the impact that the opening of a new area to tourists is likely to have on the cultural and social environment of the area. The Master Plan and the Area Development Plans need to be formulated before

allowing the tourists an access to these areas. The Conference was of the view that there was lack of will in the vigorous implementation of the Town and Country Planning Act. In order to ensure that the same is properly enforced, it would be desirable to have the representative of the Director General of Archaeology on State Town Planning Board and a representative of the State Department of Tourism on Development Authority, namely, on Town or Tourism Planning Boards. The presence of these representatives would help the Town Planning Board in a more effective enforcement of the Act from the point of view of preservation of environment of the monuments and the related areas. It was further observed that in old parts of certain cities, there still exist beautiful buildings in the old architectural style which are being replaced by modern buildings. It should be ensured that the facade of such buildings is not changed without the permission of the Town Planning Authority although there would be no objection to making changes in the interior of the buildings. The State Department of Tourism should, whenever it is necessary, bring to the attention of the other departments the importance of various buildings/monuments which might be affected by the decision of these departments. Proposals should be worked out for Area Development with tourist potential in consultation with the local authorities concerned.

It was also recommended that in order to ensure the implementation of the environmental control, it may be desirable for States to appoint a Coordinating Committee consisting of various interests and departments to implement effectively environmental policies of the government.

#### 4. COORDINATION IN MATTERS OF PUBLICITY

A great mass of India's potential tourist market is still ignorant of what, in fact is Indian about India. Large sums are being spent by different countries to attract more and more tourists. A good proportion of this expenditure is incurred on publicity at home and abroad in areas whence there is the maximum possibility of attracting tourists. The main objective of publicity for the promotion of tourism is the creation of an interest in the country and its people. To attract a tourist it is essential to inform him about what he is going to see, the various facilities that would be available to him and also some estimate of cost involved in making use of these facilities.

How to disseminate this information to the potential tourist?

There are various ways of selling any product including tourism. There are, firstly, the traditional methods of promotion by press, and through the radio and the television. Then there is also the important method of inviting photographers, travel writers and travel agents from different parts of the world to visit the country and write about it in the well known travel, and other general interest magazines. Travel films is another useful method of dissemination of information. But perhaps the most important tool through which a large majority of people can learn about a particular country is the printed publicity literature.

What is imperative for any publicity programme is that it should be effective and factual. The publicity should be simple and at the same time attractive to permit a wide and easy dissemination and must bear the stamp of absolute fidelity to facts as they are.

The Department of Tourism produces tourist literature designed primarily to attract tourists to India and to give them information on some of the places generally visited by them. The tourist literature for the domestic tourists is also produced in local languages. The State Governments produce a variety of publicity literature on places of local interest. For the purposes of coordination, the yearly production programme of the central Department of Tourism is circulated to various State Governments who are advised to place orders on the India Tourism Development Corporation if they desire any of the items for local consumption. The Department of Tourism does not bring out separate publications on each State. In addition to the general publications covering India as a whole, there are four regional folders covering information on four regions of India, while individual folders are brought out to cover only the main tourist destinations. Besides these, there are thematic folders on various themes like fairs and festivals, music and dance, Buddhist shrines, hill resorts, wild life, beach resorts, etc. Tourist literature is designed keeping in view the actual demand particularly of overseas markets. The State Governments are always free to bring out additional publicity folders, covering places which they wish to further highlight, supplementing the literature already brought out by the Central Department of Tourism, particularly.

This arrangement has resulted at times in duplication. There is, however, much scope for greater coordination not merely to avoid duplication but also to ensure that the literature brought



out by the State Governments is of good quality. A well directed and coordinated publicity is absolutely vital to the promotion and development of tourism.

#### RECOMMENDATIONS

The Conference recommended that the publicity literature produced by the Centre and the States should avoid overlapping; there should be encouragement of the production of literature in regional languages and the States should avail of the expertise developed by the India Tourism Development Corporation in the field of publicity. Other recommendations included:

- (a) there should be one single handbook on India containing information on all the States.
- (b) there should be a consistent approach to publicity and the areas should be clearly defined for production of literature: between attractions which have All India importance, those which could be jointly promoted by the Centre and the States, and those which have a purely local appeal.
- (c) in order to avoid duplication, India Tourism Development Corporation should circulate their annual programme to the States.
- (d) neighbouring States should produce publicity literature jointly.
- (e) States should order extra copies of folders produced by India Tourism Development Corporation for their respective Departments of Tourism as these would be available at a considerably lower cost.
- (f) the Centre should buy copies of the literature produced by the States.
- (g) the Department of Tourism does and will in future order prints of good films produced by State Governments for use in the libraries of the Tourist Offices.
- (h) the literature produced by the Director General of Archaeology should also be examined with a view to copies being purchased by the Centre and the State Governments.

#### 5. INTER-STATE MOVEMENT OF TOURIST VEHICLES

An efficient transportation system is basic to the development of tourism. A large majority of tourists after arriving in India travel by road to different tourist spots. This mode of transportation besides being cheap provides an ample opportunity to the visitors to see the countryside. Foreign tourists coming



from various countries and used to modern transport system, expect reliable, efficient and at the same time inexpensive transport facilities at the point of destination. This is true in the case of those tourists who cannot always afford air transport and even more in the case of the domestic tourists.

Besides provision of an efficient, comfortable and up-to-date fleet of tourist vehicles at important centres of tourist interest, the movement of these vehicles should also be smooth. Road transport in India being a State subject, there are certain formalities involved in movement of vehicles from one State to another. Completion of these formalities in certain instances take time resulting in avoidable discomfort to the tourists. Under the Motor Vehicle Act and the rules given thereunder, State Transport Authorities are competent to regulate movement of vehicles. Generally vehicles crossing the borders of States are required to obtain counter signatures of the Transport Authority of the State of entry. All this has tended to work as a deterrent in the free movement of vehicles hired by tourists visiting places of interest in the neighbouring States. At the various check posts, lot of time is taken to clear the tourist vehicles.

Free and unobstructed movement of tourist vehicles throughout the country is very essential for the growth and development of tourism since large number of tourists both overseas as well as local use buses, taxis or cars for visiting various places of tourist interest in different parts of the country.

#### RECOMMENDATIONS

It was recommended that All-India permits for cars and coaches should be fully utilised and that these should be issued on a single point tax payment basis. Check-posts at the interstate borders should be reduced to the minimum, and tourist vehicles should be cleared expeditiously. There should be no rigid adherence to the prescribed quota of all-India permits, and States which have already utilised the quota fully should be permitted to issue additional all-India permits in keeping with the demand.

#### 6. HOSPITALITY TO FOREIGN TRAVEL EDITORS/TRAVEL AGENTS BY STATE GOVERNMENTS

The first hand impressions gathered by the travel editors, writers and the travel agents of a particular destination go a long way in promoting that particular destination. These eminent

foreign travel editors, writers, photographers, producers of TV and cinema films and the travel agents go round the country and later project their own impressions of it to the people back home. This has a great impact on foreign travel market.

First person travel stories relating to on-the-spot experiences and impressions of the writer and carried under his name in popular travel trade journals and other consumer magazines can be a highly effective media for tourist publicity. This, however, means a lot of expense and perhaps cannot be met out of the budget of the publisher or travel agent's firm. It has, therefore, become an established practice for internationally reputed travel writers, travel agents and photographers to accept the hospitality from various government tourist departments in return for the subsequent publicity provided at no cost. Such arrangements are highly profitable from the point of view of the host country as the likely publicity is worth several times more than the investment, and there is no expenditure in foreign exchange, and in the bargain the host country receives substantial publicity overseas. The stories of these writers carry more conviction as these are first-person accounts and not straight advertisements. The hospitality accorded to groups of foreign travel agents is also highly productive in generating tourist traffic. In the interest of objectivity, care should, however, be taken at the time of selecting guest writers or agencies before extending hospitality. An objective and dispassionate reporting will go a long way in projecting the country's tourist attractions in their true perspective.

#### RECOMMENDATIONS

It was recommended that the State departments of Tourism or State Tourism Development Corporations should allocate funds for extending hospitality to foreign guests recommended by the Central Department of Tourism. The budgetary allocations so made may be intimated to the Department of Tourism at the beginning of the financial year so that it could be taken into consideration while planning for hospitality schemes for the year.

#### 7. ELIMINATION OF UNDESIRABLE ELEMENTS AT POINTS OF TOURIST INTEREST

Most of the time a tourist when not in the company of a recognised travel agent, tour operator or a friend would like to

be left alone. In spite of honest efforts by different organisations, a tourist in India is usually found surrounded by beggars, touts and other undesirable elements causing a great deal of unpleasantness. These undesirable elements are a common sight near most of the places of tourist interests including shopping centres. The beggar nuisance annoys, rather deters, many visitors. Instances of a tourist being cheated by a tout or harassed by a beggar are plentiful. Such things irritate the tourists and leave a bad taste apart from damaging the image of India. Protection of tourists from the harassment of beggars and others is therefore very essential.

#### RECOMMENDATIONS

It was observed that although most of the State Governments have already introduced Anti-beggars Act, these are not being implemented due to the lengthy procedures involved in implementation. It was recommended that the setting up of beggar and remand homes, rehabilitation centres for beggars, etc., should be taken up as a follow through to the implementation of the Act. Efforts should be made to remove beggars hovering around monuments, railway stations, airports, hotels, restaurants, etc., which are areas most frequented by foreign tourists.

A comprehensive scheme to train guides should be drawn up in consultation with the Archaeological Survey of India so that a sufficient number of trained and licensed guides are available which would minimise the harassment of tourists by touts and unauthorised guides.

#### 8. OPENING OF TOURIST INFORMATION CENTRES AT MAJOR RAILWAY STATIONS/BUS STOPS

Tourist Information Centres at major railway stations and bus stops are a major aid to tourists both overseas as well as local. These centres can provide important and accurate information to the tourists visiting various places by road or rail. Absence of this facility can cause a lot of inconvenience to the tourists. Posting of specially trained guides at these centres can solve some of the problems of the tourists on the spot. These centres can display as well as distribute literature at various places.

#### RECOMMENDATIONS

The Conference recommended that the State Governments who have not yet opened tourist information counters/centres at

airports/major railway stations/bus stops should be requested to do so. Suitable space at airports will be provided free to the State Governments concerned. The Central Government will also examine the possibility of opening more information counters wherever necessary.

#### 9. COORDINATION BETWEEN CENTRAL TOURIST OFFICES AND STATE GOVERNMENTS AND BETWEEN ITDC AND OTHER STATE CORPORATIONS

For effective implementation of any programme, coordination between various agencies responsible for running the programme directly as well as indirectly is basic. Lack of understanding and coordination between various agencies running the programme can cause a lot of hardship. This is more so in the case of tourism. Tourism is essentially a cooperative undertaking in which various bodies have to join together.

#### RECOMMENDATIONS

It was recommended that the existing Regional Tourism Advisory Councils should be activated to achieve more effective regional coordination. It was agreed that although there was considerable coordination between Central Offices and the State Governments, this could be extended further. It was agreed that there should be greater coordination and cooperation between India Tourism Development Corporation and the State Government Tourist Development Corporations. The various suggestions made in this respect were:

- (a) India Tourism Development Corporation may offer consultancy in management of tourist bungalows and other small accommodation units, run training courses and depute experts on short-term basis to state corporations.
- (b) Wherever the State Tourism Development Corporations and India Tourism Development Corporation run sight-seeing tours, the possibility of joint bookings be considered to avoid wasteful duplication.
- (c) The possibility of setting up an Association/Standing Committee of India Tourism Development Corporation and State Tourism Development Corporations on the lines of the Association of State Road Transport Corporations may be considered. Some States also recommended that the India Tourism Development Corporation should participate financially in the equity of State Tourism Development Corporation, and suggested that the setting up of

joint ventures be examined. This would enable these organisations to share their experiences, to examine financing patterns jointly and to take advantage of the expertise of each other.

### *Summing Up*

The range of subjects covered is quite comprehensive and will go a long way in developing and strengthening tourism in India. The manifold tourist attractions which India offers not only to a foreign tourist but also to its own people if properly developed, will greatly enhance their value. The new tourism approach which is being thought of is directed both towards attracting foreign as well as domestic tourists. A broader view of development as a whole is to be taken. The various recommendations made for the development of tourism and their implementation in right earnest are not only the responsibility of the Government alone, but of all those who are concerned with tourism business.

Tourism has come to stay in India, but it has still to cross the threshold. The fact is that India has a fantastically rich and varied tourism potential. What is more, there is now more than adequate appreciation of the tremendous dividends that tourism offers to yield. Tourism in India should not only be seen as a possible foreign exchange earner, which it undoubtedly is, but also as a generator of employment, medium of social and cultural development, builder of lasting goodwill and friendship among the nations of the world and also as an instrument of regional development of the country itself acting, as it were, as a means of social education and better understanding among people of the country.

In conclusion it may be stated that India has a bright future as far as development of tourism is concerned. There is considerable scope for making tourism not only an economic activity of vital importance but also a medium of social and cultural goodwill and friendship among the nations of the world. The various tourist centres, the proud showcases of the magnificence of a country, are a force as yet unreckoned in furthering economic, social and cultural development of a country. Tourism is an important aid to national development. Tourism is development itself.

## Glossary of Tourism and Travel Terms

**Advertising.** Space purchased in periodicals, billboards, radio, TV media to convey a commercial message and/or solicitation of patronage.

**Affinity Group.** A group bound together by a common interest or affinity. Where charters are concerned, this common bond makes the members eligible for charter flights. Persons must have been the members of the group for six months or longer. They must travel together, on the departure and return flight, but they can travel independently where ground arrangements are concerned.

**Airway Bill.** Equivalent to the term 'air consignment note', meaning the document entitled "Airwaybill/Consignment Note" made out by or on behalf of the shipper which evidences contract between the shipper and carrier(s) for carriage of goods over routes of the carrier(s).

**Amenities.** Facilities which enable a visitor to enjoy various attractions which draw him to a country and for the use of which he normally has to pay. These refer to recreational and entertainment programmes, cultural and art centres, hotels, restaurants, transport services etc.

**Antiquities.** Art objects which are more than one hundred years old and which cannot be traded.

**Attractions.** Natural or man-made features which collectively or singly create the appeal of a country.

**Baggage Accompanied.** The baggage carried on the same aircraft as that on which the passenger is carried.

**Baggage Excess.** That part of the baggage which is in excess of the free baggage allowance, and for which the passenger has to pay extra freight charges.

**Baggage Tag.** A document issued by the carrier solely for identification of checked baggage, the baggage (strap) tag portion of which is attached by carrier to a particular article of checked baggage and the baggage (claim) tag portion of which is given to the passenger.

**Baggage Unaccompanied.** The baggage not carried on the same aircraft as that on which the passenger is carried.

**Brochure.** A pamphlet bound in the form of a booklet.

**Bulletin.** Brief, periodically-issued mailing or promotion piece, often devoted to trade news. Painted outdoor display.

**Campaign.** A connected, integrated and organised series of advertising and promotional efforts.

**Camping Site.** It is a place providing simple and inexpensive shelter to travellers. The site provides wayside amenities for tourists travelling by long distance coach tours and self-driven cars.

**Cargo.** Equivalent to the term "goods", meaning anything carried or to be carried in an aircraft, other than mail or baggage, provided that unaccompanied baggage moving under an airway bill is also Cargo.

**Cargo Transfer.** Cargo arriving at a point by one flight and continuing its journey by another flight of the same or a connecting carrier.

**Cargo Transit.** Cargo arriving at a point and departing therefrom by the same through flight.

**Carriage.** Equivalent to the term transportation, meaning carriage of passengers and/or baggage by air.

**Carriage Domestic.** Carriage in which, according to the contract of carriage, the place of departure, the place of destination or stopover and the entire transportation are within one Nation or its territories.

**Carriage International.** Carriage in which, according to the contract of carriage, the place of departure and any place of landing are situated in more than one Nation. As used in this definition, the term Nation includes all territory subject to the sovereignty, mandate, authority, or trusteeship thereof.

**Carrier.** A public transportation company such as air or steamship line, railroad, truck, bus, etc.

**Charter Flight.** A flight booked exclusively for the use of a specific group of people who generally belong to the same organisation or who are being 'treated' to the flight by a single host. Charter flights are generally much cheaper than regularly scheduled line services but are not open for sale to the general public. These may be carried out by the regularly scheduled or supplemental carriers.

**Conducted Tour.** A pre-paid, pre-arranged vacation in which a group of people travel together under the guidance of a tour leader who stays with them from the start to the end of the trip. Also referred to as an Escorted Tour.



**Coupons.** Documents issued by tour operators in exchange for which travellers receive pre-paid accommodation, meals, sight-seeing trips, etc. Also referred to as vouchers.

**Courier.** A professional travel escort who accompanies carriers.

**Cultural Tourism.** The form of tourism whose object is, among other things, the discovery of monuments and sites. It contributes to their maintenance and protection and in doing so, brings social, cultural economic benefits to the people.

**Destination.** The place at which a traveller terminates his journey.

**Destination Facilities.** All plant and infrastructure available in a country, an area or local destination.

**Destinational Tourist.** A tourist who terminates his journey at a particular country for the purpose of making a tour travelling from place to place for pleasure in that country.

**Destinational Traffic.** Persons (tourists) carried by transportation lines and terminating their journey at one particular place.

**Display.** In general, whatever attracts.

**Domestic Tourist.** A local person who makes a tour travelling from place to place for pleasure, business, family, mission, meeting, etc., within the country.

**Escort, Tour.** A professional tour escort often called Tour Manager or Courier.

**Exchange Voucher.** A document issued by a carrier or its agents requesting issue of an appropriate passenger ticket and baggage check or provision of services to the person named in such document.

**Excursionist.** A traveller who spends less than 24 hours at his destination.

**Facilitation.** The act of assisting progress or helping to move forward. To make easier or less difficult. Promoting any measure which will facilitate international travel with prime emphasis on achieving minimum entry and exit formalities for temporary visitors.

**Facilities.** Services which enables tourists to enter and move around the country with the maximum of ease and the minimum of obstacles and to secure maximum enjoyment of their visit.

**Guaranteed Tour.** A tour which is guaranteed to operate unless cancelled 60 days prior to departure. In the event of

cancellation within 60 days of departure date, full commission is paid to Agents of the sold clients.

**Ground Arrangements.** All services provided for the traveller by his tour operator after the traveller reaches his first foreign destination. Does not apply to overseas travel. Also referred to as Land Arrangements.

**Group Inclusive Tour.** A tour which includes group air and ground arrangement for a minimum of 15 persons. They may or may not stay together as a group for both the land and air portion of the trip.

**Guide.** Someone who is licensed to take paying guests on local sightseeing excursions.

**Guided Tour.** A tour conducted only by local city guides.

**Hotelier.** A person, firm or corporation which provides hotel accommodation and/or meals, refreshments, etc., to visitors.

**Inclusive Tour.** A tour which includes all elements of an itinerary, making it unnecessary for a passenger to spend money for anything except personal extras during the course of the tour.

**Infra Structure.** The basic public services needed for the successful operation of tourism enterprises and for optimising the comfort of the visitors. It includes such services as roads, electricity, water, security, sanitation and health services, telephone and postal communication, railways and airports. It is organisation and integration of access to all physical plant facilities.

**Interline.** Between two or more transportation lines.

**Joint Agent.** A person having authority to transact business for two or more transportation lines.

**Land Arrangements.** All services provided for the traveller by his tour operator after the traveller reaches his first foreign destination. Does not apply to overseas travel. Also referred to as Ground Arrangements.

**Market.** All potential or prospective travel buyers. All the people (customers) in a given area. Organised trading place for a certain commodity—such as travel needs—retail or wholesale.

**Marketing.** A total activity which includes an evaluation of a market and the requirements of individuals within that market, together with an evaluation of a service, facility or visitor plant, separately or jointly, its cost or accessibility, and the total facilities to provide visitor satisfaction. It includes a mer-

chandising programme aimed at a particular type of customer to convert him to a user or purchaser of the service.

**Mass Tourism.** Large scale movement of travellers and the development of a standardised product.

**Motel.** A place which provides wayside amenities for tourists travelling by road, by automobiles. It provides under one roof all usual facilities expected by the tourist, including attached bath.

**Multiplier.** The numerical coefficient showing how great an increase in income results from each increase in such investment spending.

**Multiplier Effect.** The money spent by the tourists circulates through the economy and stimulates it, as it changes hands and is spent and re-spent a number of times. There is a chain reaction of spending, triggered off by the "injection" of the tourist's dollar into a destination economy. This constant turnover of tourist expenditure is known as the 'Multiplier Effect'.

**National Tourist Organisation.** The body responsible for the formulation and implementation of national tourist policy. It is the agency and the instrument for the national government's responsibilities for the control, direction and promotion of tourism.

**Optional.** In travel literature the word means that the traveller has a choice of taking or not taking the service mentioned. If he takes it, there is always an additional charge which is not included in the basic tour price.

**Package.** A travel plan which includes most elements of a vacation, such as transportation, accommodation and sight-seeing.

**Passenger, Transfer.** A passenger arriving on the flight and continuing his journey on another.

**Passenger, Transit.** A passenger continuing his journey on the same through flight.

**Passport.** A document issued by national governments to their own citizens as verification of their citizenship. It is also a permit to leave one's own country and return.

**Pension.** A French word, widely used throughout Europe, meaning guest house or boarding house.

**Promotion.** All activities in producing and increasing sales, including advertising, publicity, personal selling. The activities that supplement and make more effective advertising and personal selling. Special events individually treated to bring public

attention to specific products.

**Resort.** A spot which is frequented by the tourists. It is a place which has all the facilities for the comfort of the visitor.

**Rest and Recreation.** Specified time usually included in most planned tours to allow the traveller time to relax and/or shop and visit places of interest not included on the tour.

**Rest House.** These are semi-hotel establishments situated in out-of-the way places. The Rest Houses are popular establishments in India and most of these are owned by the State Governments. These establishments at certain places are also called Circuit Houses and Dak Bungalows—and are scattered all over India close to National Highways. Primarily meant for government officials on tour, foreign tourists can also stay under certain conditions. These are convenient for tourists travelling by road.

**Retailing.** The sale directed to the ultimate consumer; distinguished from wholesaling—the selling of relatively large quantities of products to those who resell (the retailers).

**Sales Promotion.** All activities in producing and increasing sales, including advertising, publicity, personal selling. The activities that supplement and make more effective advertising and personal selling.

**Social Tourism.** All the relations and phenomenon resulting from the accession to tourism of low income groups made possible or facilitated by specific social measures. Form of tourism taking place at below market cost.

**Stopover.** A point, between origin and destination of an itinerary, at which a passenger remains for a period of time.

**Suggested Itinerary.** A preliminary itinerary provided by tour operators for the traveller's consideration. This generally shows routings and approximate times as well as recommended hotels and suggested sightseeing excursions and spells out the conditions under which these services will be provided.

**Supplementary Accommodation.** Various types of accommodation other than the conventional hotel type. It includes accommodation for travellers in youth hostels, motels, camping sites, guest houses, etc.

**Tariffs.** The published fares, rates, charges and/or related conditions of carriage of a carrier.

**Tour Conductor.** A professional employee of a tour operator who accompanies a group on tour. Not to be compared with Guide.

**Tour Manager.** One who controls, directs, and manages an

enterprise with judicious economy and care.

**Tour Operator.** A company which specialises in the planning and operation of pre-paid, pre-planned vacations, and which makes these available to the general public through travel agents.

**Tour Organiser.** A person who organises a group of passengers to participate in a specially prepared itinerary.

**Tour Package.** A travel plan which includes most elements of a vacation, such as transportation, accommodation, and sightseeing.

**Tourism Research.** Investigations relating to various aspects of tourism. The main objective of tourism research is to find out how people travel, where they travel and why they travel. The areas like travel demand, domestic and international tourism, accommodation, transport, planning, etc., are covered in the research. The findings of the research become the base for planning and implementation of various programmes connected with tourism.

**Tourist.** One who makes a tour, travelling from place to place for pleasure. Tourist is a temporary visitor making at least an overnight stay in the country visited and the purpose of whose journey may relate to leisure—recreation, holiday, health, study, religion, sport, business, family, mission meeting, etc.

**Tourism.** The practice of touring or travelling for pleasure or recreation and the guidance or management of tourists as a business.

**Tourism Facilities.** Facilities which include accommodation like hotels, boarding houses, guest houses, Youth Hotels, etc. They also include recreational and sport facilities of great variety and also all the necessary infrastructure like transportation and utilities.

**Tourist Centre.** An area with a definite concentration of tourist resources, material base and infrastructure of tourism development.

**Tourist Complex.** A massive architectural installation specifically meant for the infrastructure of tourism.

**Tourist Charter.** A flight booked exclusively for the use of a specific group of tourists who generally belong to the same organisation or who are being 'treated' to the flight by a single host.

**Tourist Domestic.** A local person who makes a tour, travelling from place to place for pleasure, business, family, mission, meeting, etc., within the country.

**Tourist Flow.** Undisturbed and even movement of tourists from one country to another for the purpose of travelling for pleasure.

**Tourist International.** A person who makes a tour travelling from place to place for pleasure to areas foreign to his residence.

**Tourist Lodge.** A small house providing temporary accommodation to a tourist. The accommodation provided is inexpensive as compared to conventional hotels. The lodge also offers meals.

**Tourist Object.** Any object from a natural, socio-economic or cultural, historical viewpoint which has some specific attraction for the tourists.

**Tourist Product.** A sum total of a country's tourist attractions, infrastructure and tourist services which hopefully result in consumer satisfaction.

**Tourist Region.** A branch of economic region with specific high dependence on natural and man-made tourist attractions.

**Tourist Visa.** A document issued under the authority of the Government to a person visiting a particular country as a tourist. This document is effective for a three-month stay in India.

**Transfer.** The service provided to travellers when they arrive in and leave a given city—taking them from the airport, air terminal, pier or railway station to their hotel and *vice versa*, generally accompanied by the local representative of the other operator who planned the tour.

**Transit Traffic.** Persons (tourists) carried by transportation lines and passing through a country *en route* to some other destination.

**Transit Visitor.** A visitor who is passing over or through a country *en route* to some other destination. Unlike Destinalional Tourist, he spends limited time and visits few places of tourist interest.

**Travel Agent.** A person, firm or corporation qualified to provide tours, cruises, transportation, hotel accommodation, meals, transfers, sightseeing and all other elements of travel to the public as a service.

**Travel Kit.** A sort of container which contains necessities or tools. Travel Kit contains various types of tools and necessities, folders, pamphlets, exhibits, presentation items, giveaways, etc., which helps travel managers in promotional activities. It is an aid which helps in promoting and projecting a product.

The contents of a Kit however vary depending on area where it is to be used and also amount set aside for the purpose.

**Travel Magazine.** A magazine which contains articles and other reading material devoted to all types of travel and tourism. The main objective of a travel magazine is promotion of tourism.

**Travel Markets.** Travel markets are areas which exist in populated localities whose individuals possess leisure, money and desire to visit areas foreign to their residence.

**Vacationer.** As defined by major European tourist services, a person staying away from home for at least four nights on any one trip and may in some instances include tourists travelling for a combination of business and pleasure.

**Visa.** An authenticated endorsement on the passport issued by the representative of a Government. The endorsement enables a person to travel to a country for which it is issued.

**Visa, Entry.** An endorsement on passport issued to persons who wish to visit India for purposes of business, employment, permanent residence, profession, etc. Initially issued for a period of three months these are extendable to a further period of three months. For visits exceeding six months, applications are to be made two months in advance.

**Visa, Tourist.** An endorsement on passport issued by the Indian Representatives abroad to a person who wish to visit India as a tourist. The visa is effective for a period of three months stay in India. Tourists must arrive within six months of the date of the issue of visa. The tourist can extend his stay for a further period of three months if he applies to the Foreigners' Regional Registration Offices in Delhi, Bombay, Calcutta or Madras or any of the Offices of the Superintendent of Police in the District Headquarters.

**Visa, Transit.** An endorsement on passport which is issued to a tourist whose destination is somewhere else and is passing across. Such visitors passing through India *en route* to some other destination are granted Transit Visas on production of through tickets for the onward journey. Holders of Transit Visa must enter India within three months of the date of its issue. The maximum stay in India permitted is 15 days provided the visa for the country of destination is valid for this period.

**Visitor-Plant.** All accommodation, trains, buses, parks, points of interest in a destination area.

**Vouchers.** Documents issued by the tour operators in exchange for which travellers receive pre-paid accommodation,



meals, sightseeing trips, etc. Also referred to as Coupons.

**Wholesaler.** A travel oriented organisation that creates and presents ready-made travel packages or tailor-made travel programmes exclusively at the request of a travel retailer (travel agent). The travel agent communicates with the prospective traveller, and discusses with him whether he needs a ready-made or tailor-made itinerary.

**Youth Hostel.** A building which offers clean, simple and inexpensive shelter to young people exploring their own country or the world, travelling independently or in groups for holiday or educational purposes.

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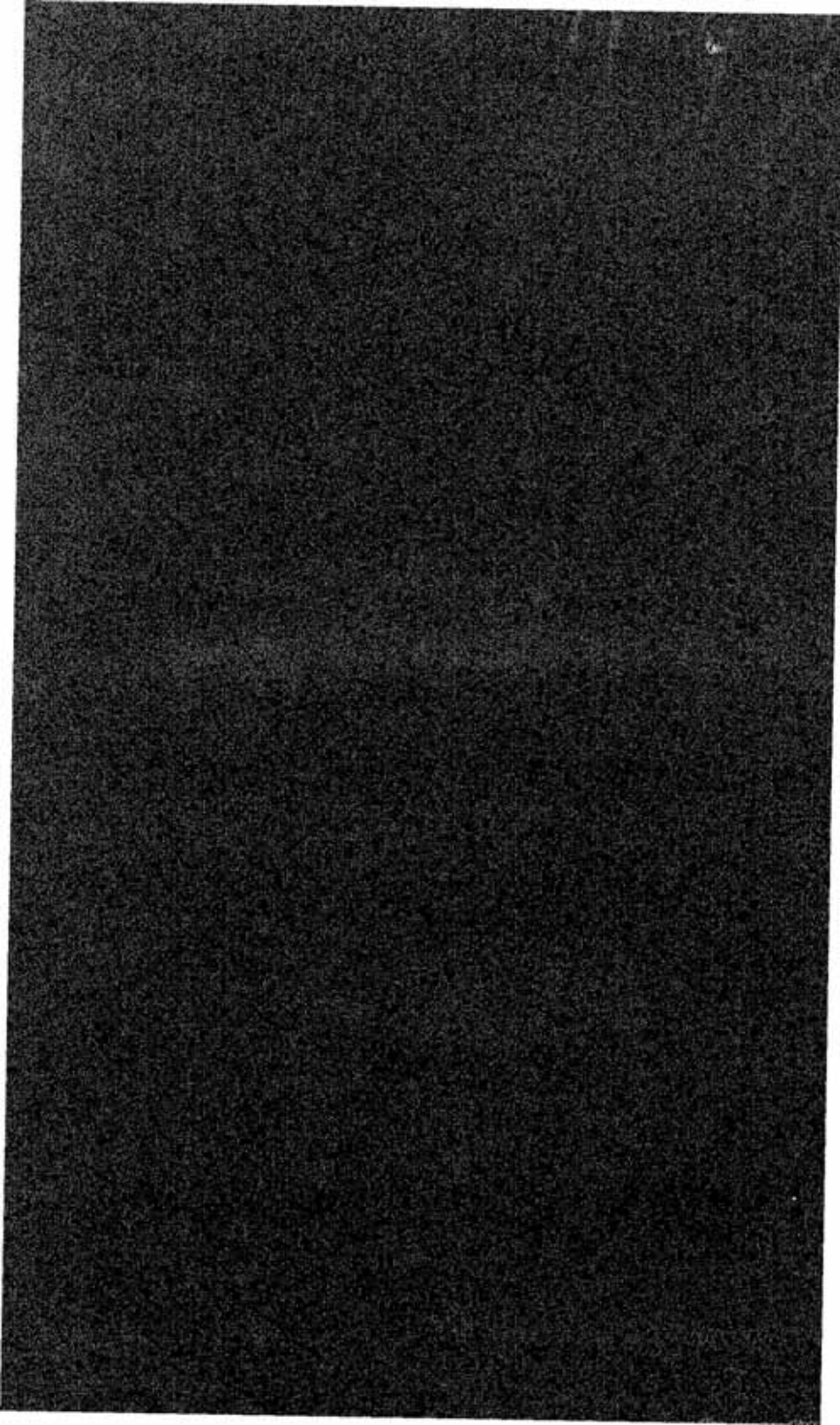
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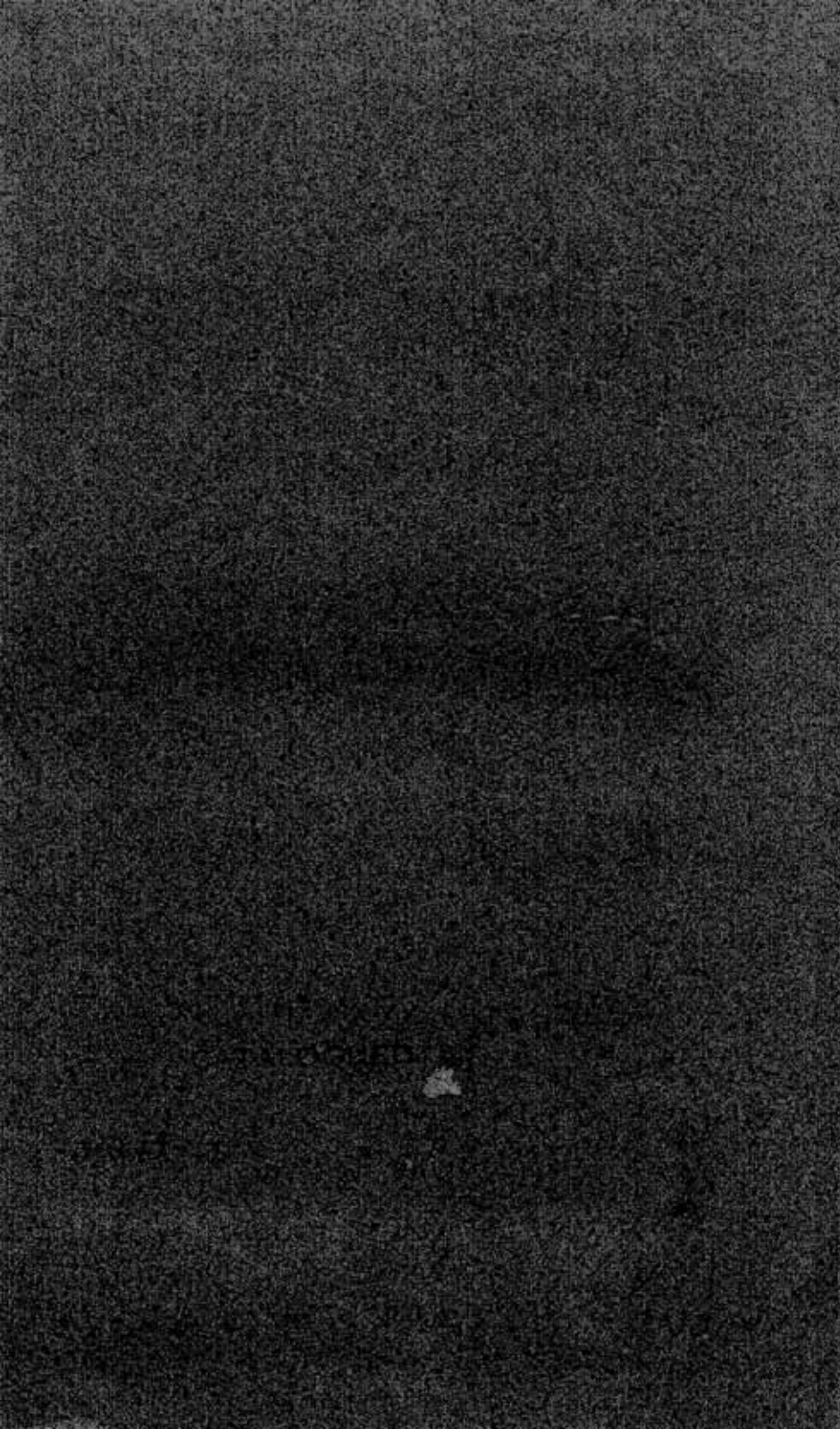
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