
Tourism Planning & Policy Framework of Uttar Pradesh vis-à-vis Limitations & Prospects

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ABSTRACT:

The state of Uttar Pradesh is endorsed with a panorama of wide range of tourism resources and attraction; many of which are still unexplored. The state, of late, has tried to match up with the national efforts to be a part of the international tourism map- that too in a well planned manner. This paper is an effort to analyze the present planning and policy framework of the state that has got a glorious past and extremely important political influence in the present, with the objective of realizing an overall socio economic development of the touristically important regions of the state.

Being the maiden effort of this kind, the paper may draw attention of the policy makers, practioners and the individuals attached to the flourishing industry of tourism and travel and that would be the ultimate achievement for the authors. Some of the contemporary issues and policy matters have been highlighted in this paper that might be relevant for future perspective and holistic growth of tourism in the state.

This being a sincere effort on the part of authors may lead to capitalize on intensification of the benefits that this industry can provide to the nation, in general, and indigenous community, in particular.

Key Words: *Tourism resources, touristically important, contemporary issues, holistic growth, indigenous community.*

Realizing its multifarious of tourism vis-a-vis its growth potential, more and more countries are no putting their best efforts to promote tourism , in a big way . India too is consistently vying to make its rightful place on the international map of tourism which is aptly evidently from the importance being given to this smokeless industry in country's overall planning.

To quote the preamble of National Tourism policy (1997): *In the context of economic liberalization and globalization being pursued by the country, the development policies of no sector can remain static. It is particularly so in the case of tourism which involves the activities of human being traveling to and staying in places outside their usual environment for the purpose of education, experience, enrichment and enjoyment. In addition, the emergence of tourism as an important instrument for sustainable human development including poverty alleviation, employment generation, environmental regeneration and advancement of women and other disadvantaged groups in the country apart from promoting social integration and international understanding also necessitated the emancipation of a new pragmatic tourism policy. Further, travel has become an important social phenomenon of the modern society entailing demand on various facilities and services including transport accommodation, restaurant, entertainment facilities shopping outlets and sites of tourism attractions and thereby activating a process of*

accelerated economic production and distribution. The enterprises / establishment engaged in such a wide ranging diverse activities to meet the tourist demand constitute the tourism industry which to be recognized and developed by providing the required policy support.

Evidently, the multifarious significance of tourism is comprehensively acknowledged and appreciated by the government of India. In fact, efforts to promote neo-tourism in the country date back to 1945 when a committee under Sir John sergeant was constituted to find ways and means to promote this industry, through no budget could be allocated to it in the First Five Year Plan, tourism became an important constituent of planning process, onwards the second five year plan. The strong desire of country's policy maker to promote tourism is well reflected in the major steps taken by them, from time to time, like *'creation of regional tourism offices in the country'; opening a series of foreign tourist offices (presently 19) setting – up of Jha committee and NCT; inception of institutions like ITDC; State Tourism Departments, State Tourism Development Corporation, IITTM, TFCI, and National Council of Hotel Management, Catering and Nutrition; putting tourism under Ministry of civil Aviation and Tourism which is now under full flagged Ministry of Tourism & Culture; Covering a Round Table conference on tourism by the then Prime Minister in 1967; Launching special operations schemes viz; Operation US and Operation UK; and Organizing India festival abroad to penetrate potential markets; awarding industry status to tourism; celebrating visit India year(s) and formulating a well defined comprehensive tourism policy.* As a result of these efforts tourist arrival have steadily increases over the years, registering an average annual growth rate of about 10% during 1950-1990 period. In net terms, the tourism arrivals touched 2.64 million marks in 2000 as against 16829 arrivals in 1951. The upward trends of Indian tourism industry, however, slowed down in year 2001, mainly due to reasons like the Sept 11 Terrorist attack, Gulf war, insurgency in Kashmir, Communal Riots in different part of the country and natural calamities i.e, plague and earthquake etc. The decline has also been due to progressively decreasing tourist inflow from Pakistan due to worsening of relations with that country.

A more active policy is required for the expansion of airports, the state government should ensure its availability. Further, till as such time a new airport is not built at Agra, an attempt will be made to ensure that night landing facilities are available at the existing airport. Simultaneously, air taxi and helicopter services will be promoted in the private sector, especially in the hill areas. It is notable that the state has around 25 air strips.

WATER TRANSPORT

Special emphasis will be given on water cruises in the river Ganga especially in the Allahabad- Varanasi stretch. Necessary coordination will be maintained with the Inland Waterways Authority of India for this purpose.

WAY SIDE AMENITIES

The implementation of new State Road Development Policy announced recently, would make high quality roads available for tourist. Wayside amenities would also be created with private investment through state capital subsidy. Petrol pump licenses would be given priority from this view point. With the objectives of improving local transport steps will be taken for

Regular Metered taxi and Auto Rickshaw services. The State tourism corporations will start local Conducted Tours in collaboration with the private sector. All circuits will have sufficient signage put at places to help tourists.

AVAILABILITY OF LAND

(A) Land Bank - The Department of Tourism has introduced a land bank scheme with the objective of attracting investment in tourism sector, under which land would be made available at important places by the Tourism Department at appropriate rates to tourism units.

(B) Land will be earmarked with the assistance of the Travel Trade/Tourism entrepreneurs by the Collectors in identified circuits where tourism units can be established and tourism industrial areas are to be established on the pattern of industrial estates. Such land will be allotted in consultation with the Tourism Department.

(C) Wherever an entrepreneur himself selects a site, the Tourism Department will take appropriate action to ensure that the land is made available as per rules through the concerned District Magistrates.

(D) If a request is made by an entrepreneur for the beautification or development of a green belt in the land belonging to the Government or Development Authorities, such land would be made available for management to the concerned entrepreneur for beautification free of cost on condition that ownership will remain with the Government and land shall be reverted to the Government if so required. Only landscaping, tree plantation and activities connected with these shall be permitted on such land.

ROLE OF LOCAL AUTHORITIES AND DEVELOPMENT AUTHORITIES

(A) Permission will be granted in residential areas to entrepreneurs for setting up hotels and resorts of upto Three Star Category and other recognized tourism units.

(B) Local Bodies and all Development Authorities would identify land for tourism related activities in their Master Plans in consultation with the advice of the Tourism Department.

ELIGIBILITY OF TRANSFER OF LAND

In pursuance of Order No.180/--one-1(43)/94, dated 30.5.94 issued by Revenue Section-1 under the Section 154(2) of the U.P. Zamindari abolition and Land Reforms Act-1950, in exercise of the power invested in Government, the power for permitting the purchase of land in excess to 12.5 acres of land for industrial purposes have been delegated to the Divisional Commissioner. As tourism has been given the status of industry, therefore such delegation would be made applicable for uses related to the tourism industry.

HERITAGE CITY/HERITAGE ZONE

Heritage Zones and Heritage Cities would be identified by a committee for the preservation, maintenance, and beautification and for providing basic amenities for the historical and cultural heritage of the state. Only regulated construction would be permitted preserving old architecture, within the notified areas of these areas. The Committee will create guidelines

and ensure their implementation by the department of Urban Development. The constitution of Committee will be as follows:

1	Principal	Secretary/Secretary Tourism	Member
2	Principal	Secretary/Secretary, Urban Dev	Member
3	Principal	Secretary/Secretary, Housing	Member
4	Principal	Secretary/Secretary, Culture	Member
5	Director	Department of Archaeology, U.P	Member
6	Director General,	A.S.I., Govt. of India	Member
7	Director General/Director	Tourism, U.P.	Convener
8	Director of Tourism	Hill Area (For issues related to hills)	Convener

FACILITIES OF FOREST AND IRRIGATION DEPARTMENT

Action will be taken through the Forest Department for upgrading, proper maintenance and management of accommodation and other Tourism Units in Forest Areas. The Uttar Pradesh State Tourism Development Corporation, Kumaon Mandal Vikas Nigam and Garhwal Mandal Vikas Nigam will enter into management for better operation of such units. Similar action will be taken for the units of the Irrigation Department.

AREA DEVELOPMENT FUND

The Government will establish special fund for the Development of basic amenities and maintenance at major tourism centres and provision will be made for collecting maximum funds from private sources also. Representatives of the private sector. Travel Trade would also be included in the Committee which will be set up for operating these funds.

INFRASTRUCTURAL FACILITIES AT PILGRIM CENTRES

The Tourism Department will operate a scheme for Yatri Niwas/ Dharmshalas on vacant land in religious places. Infrastructure facilities viz. approach road, electricity, water supply, toilets and sanitation facilities will be strengthened and expanded at the pilgrim centres of the state.

CO-ORDINATION WITH TOURISM FINANCE CORPORATION OF INDIA

The Tourism Finance Corporation of India provides loans for projects related to tourist industry. Co-ordination will be established with them, and they will be requested to open an office in U.P.

JOINT VENTURE PROJECTS

The U.P. State Tourism Development Corporation, Kumaon Mandal Vikas Nigam and Garhwal Mandal Vikas Nigam will establish joint venture or lease hold tourism projects in collaboration with the private sector.

ENERGY/ELECTRICITY

Recognised tourism units which have constructed 33/11 K.V. independent feeders linked to primary electrical sub-stations at their own cost will be exempted from electricity cuts for five years except in emergencies.

FACILITY FOR NON-RESIDENT INDIANS

Non-Resident Indians will be encouraged to invest in the tourism sector. Such investment would primarily be invited in infrastructural activities. Highest priority would be accorded to proposals received from NRI's and all facilities would be made available to them. Such proposals would be accorded all sanctions on priority through "Parayatan Mitra". All informations will be made available to them on Interest. Preliminary information will be made available to them through U.P. Investment Centre of the Department of Industries in New Delhi. Efforts would also be made to ensure that NRI's visit the religious historical and others tourism sites in maximum number.

INCENTIVES TO THE PRIVATE SECTOR FOR DEVELOPMENT OF INFRASTRUCTURE FACILITIES

Industry Status to Tourism

Tourism has been given the status of industry in the state. Accordingly, government orders will be issued making tourism eligible for all the benefits available to the industry. Only such units which comply with the prescribed norms of recognition and whose projects have been approved would be eligible for these benefits.

Luxury Tax

Luxury tax will only be levied on such hotels which charge a rental of Rs.1000/-or above and the norms and procedures for assessment of luxury tax will be rationalised.

Subsidy Schemes

(A) Heritage Hotel subsidy scheme: A 15% capital investment Subsidy Scheme subject to a ceiling of Rs.7.50 lakh will be introduced for non recurring expenditure incurred on establishment of such heritage hotels which are established in conformity with the standards formulated by the state government and avail of institutional finance for reconstruction, expansion and furnishing. Special efforts will be made to attract Non-Resident Indians, in this direction.

(B) Capital investment subsidy scheme : A subsidy @ of 10% subject to a ceiling of Rs.5.00 lakh will be given on investments in the circuits mentioned in para 4.1. and for activities detailed in para 4.2 on the projects approved by financial institutions. These benefits would

only be given to such tourism units which are in conformity with the prescribed guidelines and where projects have been approved. Special efforts will be made to attract Non-Resident Indians, in this Direction.

Tax Holiday

1. All recognized tourism units of the state shall be entitled for the facility of exemption/deferment from luxury tax for a period of five years from the data of commencement of operation.
2. New Ropeways established in the State shall be eligible for the facilities of exemption/deferment from luxury tax for a period of five years from the date of commencement of operations.
3. New Tourism units which are recognized will be eligible for trade tax exemption on the pattern of industrial units and the restaurant located in them will be eligible for total exemption/deferment of trade tax for a period of five years from the date of commencement.
4. Programmes shown on television channels in hotels either through dish antenna or cable operator shall be eligible for a compounding scheme to assess the levy of entertainment tax on the concerned hotel/tourism unit.
5. Units recognized under the Paying Guest Scheme with a capacity of upto 5 room (maximum of 10 beds) shall be exempted from Trade and Entertainment tax.
6. The state government has exempted existing and new amusement parks from Entertainment tax vide G.O.No.741/11 ka.s.v-6--98-30-E-B-4(12)/90 dated 22.5.98 of the Department of Institutional Finance, Section-6

Grant of Loans

The U.P. Finance Corporation and PICUP will extend loans to tourism related activities as per normal terms and conditions on the pattern of other industries.

Self Employment Scheme in Tourism Industry

A Tourism Self-Employment Scheme has been prepared for the hill areas of the state with a financial assistance subject to a ceiling of Rs.10.00 lakh for starting tourism units such as Fast Food Centres, souvenir sale outlets, buses, operation of taxis, purchase of equipment for adventure sports, 10 rooms small motel and lodging facilities, information centres/restaurant with PCO facilities. Tent houses facilities and projects for establishment of garage's.

Bar Licence

The facilities for Beer Bar licence is available for ITDC and UPSTDC units, but private sector units are not eligible. Such facilities for beer bar licence would also be made available as per rules to recognised hotel units in the private sector which have restaurant

facility. The department of Excise would accordingly make appropriate amendments in their policies and frame the rules within two months from the issue of this policy.

Simplification of Approvals

The number of approval required from the different departments for establishment of tourism units is very large, which puts the entrepreneurs to great inconvenience. A study will be undertaken to give recommendations to reduce their number so that the entrepreneurs can establish tourism units with ease.

Role of Corporations

The UPSTDC is currently making operational profits and its cumulative losses will be wiped out in the next year. In future the Corporation will only operate profit making units and those with the propensity to make loss will be privatised. The powers for giving tourism units on five year contracts to private entrepreneurs in terms of the privatisation policy issued vide G.O.No:1049/41-98-249/90 dated 27.7.1998 will be delegated to the Corporation. Important units located in the circuits enumerated in para-4(1) will be upgraded and expanded speedily and be made suitable for foreign tourist by according them star categorisation. Provision will be made for this purpose by making arrangements for grant of share capital, Central assistance and by obtaining loans. The Corporation will frame and operate new profitable packages in collaboration with the other hoteliers in different units so that they can provide better services. It will also enter into agreement with reputed foreign and domestic agents to market its units more attractively to tourists. Similar activities will be undertaken by Garhwal and Kumaon Mandal Vikas Nigam.

STEPS FOR ORGANIZATIONAL STRENGTHENING

The Government of Uttar Pradesh will also undertake/execute the following work under the tourism development and industrial policy.

Setting up of Tourist Police

The Tourist police will be created under the Home Department for prevention of harassment of tourists and for tourist assistance, guidance and safety. Five Chetak Gypsies each will be stationed in Agra and Varanasi in the first phase for this purpose. Such Gypsies will have distinct colour to be decided in consultation with the Tourism Dept. The policemen deployed on such duty will be those who have been specially selected and trained for working at tourist places. The Tourism Dept. will make necessary arrangements for such training.

Renovation of Ancient Buildings

Government, Semi Government and non government organisation will be recognised for repair, maintenance and execution of renovation works related to ancient buildings and the Department's of Tourism and Archaeology and District Collectors will be permitted to take up renovation works of such building on fixed terms and conditions.

Powers of Tourism Department.

Government will provide legal powers to the officers of the Tourism Department to regulate various activities to protect important monuments in tourist places, planned development of such places and to prevent encroachment and keep unwanted elements and touts under check.

Development of Adventure tourism:

(a) Draft Rules have been finalised to regulate adventure tourism activities, and they will be notified shortly.

(b) Department of Tourism will facilitate permission of bungee jumping from the bridges and allotment of beaches for river rafting for a period of 5 years at a time, through Inter Departmental Committees.

Eco-Tourism:

(a) In ecologically sensitive areas eco-friendly tourism activities will be initiated.

(b) Development of Jungle Safari services.

(c) Trekking facilities on forest pathways.

(d) To facilitate permission for catch & release of Mahasheer fishes outside National Park areas and hilly rivers/water springs as a recreation activity.

Cultural Tourism:

In order to promote cultural tourism, Department of tourism is organising many festivals with the help of Department of Culture. Besides, there are several traditional fairs and festivals organised in the State. In order to facilitate Tourists, Travel Trade/Tour Operators and also to help tourist's to make their programmes in advance, the calendar of fairs and festivals for the next 10 years will be published and circulated in advance.

Single Table under Single Roof System:

To facilitate issue of licences etc. for tourism industry Single Table under Single Roof system will be introduced at the District and State level.

4.7(9) CRAFT VILLAGES AND CRAFT MARKETS:

Crafts villages and Crafts Markets will be established as per need in tourist places. Priority will be given to the establishment of craft villages at Agra, Sarnath and Lucknow in this series.

ADVERTISING AND PUBLICITY:

To publicise U.P. Tourism domestically and abroad an internet web site was put into service on 27th December, 1998. Wide publicity will be ensured for U.P. Tourism by making presentations in important cities of the Country, participating in seminars and travel trade markets in India and abroad by advertising and by publishing tourism literature and appropriate circulation of the same. Tourist Information Centres will be established at all Airports of the State, so also at the Railway Stations and Bus Stands of all major tourist

centres. "Uttar Pradesh Show" will be organised every year in a selected country. For this purpose 5 countries will be prioritized to organise this show by rotation. For all these activities up to 15% of the plan allocation of the tourism sector will be allowed to be utilised.

Promotion of tourism through films:

Wide attempts will be made to attract tourist by disseminating information related to beautiful places of Uttar Pradesh to the producers and providing them to make and display feature films and video films based on such locales.

Tourism Organisation:

A "Research Cell" and a "Festival Cell" will be constituted in the Directorate of Tourism. The Research Cell will gather tourist related information and statistics to prepare a data bank and to give advise to the Department from time to time. The Festival Cell will prepare publicity materials on each festival and promote them by disseminating information in advance in India and abroad and will also coordinate conduct of the festival in a better manner. Regional Tourist Offices will be established in each Division and local Tourist Offices will be established at mahor tourist centres.

Modernization:

In order to modernise the functioning of Tourism Department and Corporation computerisation and development of electronic communication facilities will be undertaken.

Consultancy Services

Keeping the special requirements of tourism development in mind consultancy agencies having special knowledge and experience will be selected and utilised for planning, implementation and evaluation. Sufficient budgetary provisions will be made for this purposes.

Human Resource Development:

- (a) Department of Tourism will construct a new building for Tourism Management Institute and will provide training in various tourism related trades through this Institute.
- (b) Tourism Management Institute will be upgraded and established as an autonomous institute.
- (c) Food Craft Institute, Aligarh will be upgraded and made more advantageous.
- (d) A new Hospitality Management Insitute will be established at State at local level and their services will be utilised.
- (e) Sufficient number of trained guides will be given license at State at local level and their services will be utilised.
- (f) Adventure Tourism Institute of Didihat and Jeoligrant Institute will be expanded.

(g) Hotel Management Institute of Dehradun, and Almora will also be expanded.

Awareness about Tourism

The general belief that tourism is an activity of elite, will be removed by exposing people to the real, economically and socially beneficial side of the tourism. A liking for tourism will be generated amongst the people through a new awareness programme shared by a favourable atmosphere will be created in tourist places to establish a healthy and smooth tourism sector.

Inter-Departmental Coordination will be established among the tourism related agencies/departments like Tourist Forest, Irrigation, Culture. Archeology etc. to work unitedly for maintenance, conservation, development and marketing of attractive tourism products.

Constitution of 'Friends of Tourism':

In order to ensure Inter Departmental Coordination and removal of difficulties faced by private entrepreneurs a committee called 'Friend of Tourism' will be set up as given below to take case by case decision:-

1.	Chief Secretary		Chairman
2.	Principal Secretary/Secretary,	Uttaranchal Development	Member
3.	Principal Secretary/Secretary,	Finance	Member
4.	Principal Secretary/Secretary,	Planning	Member
5.	Principal Secretary/Secretary,	Culture	Member
6.	Principal Secretary/Secretary,	Tourism	Member
7.	Principal Secretary/Secretary	Industrial Development	Member
8.	Any other Principal Secretary/	Secretary concerned	Member
9.	Divisional Commissioner	Concerned	
10.	Director General/Director		Member/Convenor Tourism
11.	Director (in matter related to Uttarakhand)	Tourism Hill Region	Member/Convenor

Autonomous Societies at District Level:

District Tourism Promotion Councils will be set up under the Chairmanship of District Collector to take up basic promotional activities and create suitable atmosphere for the development of Tourism at District Level. These societies will be registered under the Charitable Societies Act and will implement their programmes with the grant given by the Tourism Department and also by mobilising funds at local level. These societies will have representatives of important related Departments of the government and representations of the people. At least one important tourist centre will be identified and developed in each district by these societies.

Tourism Advisory Committees:

Tourism Advisory committees have been constituted at the Division and State Level. These committees will give their recommendations on tourism related problems, activities and development programmes.

Development of Inter State Circuits:

Inter State Tourism Circuits will be developed by linking the important tourist places of other State across the borders of Uttar Pradesh without circuits.

ROLE OF GOVERNMENT OF INDIA:

Suitable arrangements will be made by continuous liaison with the related Departments of Government of India such as Civil Aviation, Railways, Surface Transport, Waterways Authority and External Affairs to facilitate smooth arrival entry and movement of domestic and foreign tourists into Uttar Pradesh.

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