CHAPTER ONE
INTRODUCTION

Tourism has been defined in various ways but may be thought of as the relationship and phenomena arising out of the journeys and temporary stay of people travelling primarily for leisure and recreational purpose. Tourism is thus a multifaceted activity and geographically complex one as different services are sought and supplied at different stages from the origin to the destination. Tourism today is an important factor in the world trade with international dimensions as a component of national economics, as a contributor to receipts-expenditures and balance of payments of different countries, as a means of foreign exchange earning, as a provider of employment, as a powerful factor of development and so forth and has been considered as the fourth dimension of modern economics. The tourism industry is growing at a very fast rate throughout the world. Tourism worldwide is a $3700 billion industry. This includes both internal and external tourism. In US and Europe internal tourism is about 85 per cent of the business. The foregoing is also true about China in a big way. Egypt, Thailand and other countries in Africa and Asia have 80 per cent external tourists. Internal tourism in these places is small. India being a vast and diverse country has something to offer to everyone (Gill, 1996, P.10). In the North, India has the great Himalayas which gives tremendous opportunities for mountain tourism or adventure tourism. It provides great challenges and difficulties to mountaineers. In the Southern part of the country there is Indian Ocean which gives opportunities to beach tourism and attract large number of foreign and domestic tourists. In the North West there is Thar Desert with Aravalis mountains range. It is highly suitable for desert tourism and heritage tourism. In this way India have very rich natural resources like geographical and cultural
diversity, forests, lakes, mountains, rivers and rivulets, sacred shrines, historic monuments and hospitable people, which are necessary for thriving tourism activity (Singh, 2002).

The practice of pilgrimage in India is so deeply embedded in the cultural psyche that the entire subcontinent may actually be regarded as one grand and continuous sacred space. Earliest sources of information on the matter of sacred space comes from the Rig Veda and Atharva Veda. While the act of pilgrimage is not specifically discussed in these texts, mountain valleys and the confluences of rivers are spoken of with reverence, and the merits of travel to such places are mentioned. Following the Vedic period the practice of pilgrimage seems to have become quite common, as is evident from sections of the great epic, the Mahabharata (350 BC), which mentions more than 300 sacred sites spanning the subcontinent. Hindus call the sacred places to which they travel as tirthas and the action of going on a pilgrimage as tirtha-yatra. The Sanskrit word tirtha means river ford, step to a river, or place of pilgrimage. In Vedic times the world may have concerned only those sacred places associated with water, but by the times of the Mahabharata, tirtha had come to denote any holy place, be it a lake, mountain, forest, or cave.

The number of pilgrimage sites in India is extremely large but some primary pilgrimage sites include the four Dhams, the Seven Sacred cities and their primary temples, Ashtvinayakas, twelve Jyotirlingas, Svaymbhu and Pancha Bhutta linga Temples, the Shakti Pithas, the Kumbha Mela sites, major Vaishnava sites, the Nava Graham Sthalas, the Seven Sacred Rivers, the four Muths of Sri Adi Sankaracharya, the Arupadaividu, Dargah of Hazrat Nizamuddin Aulia, Jama Masjid, Dargah of Muinuddin Chishti, Hazrathbal Mosque, Haji Ali Mausoleum, Church of St. Catejan, Church of the Sacred Heart, Patna Sahib, Sachkhand Sahib, Hemkund Sahib, Little Mount and certain other places that do not fit into any of the categories
listed here. In India all temples, Gurudwaras, Mosques and Churches are considered sacred places. As is evident from the list these sites are not related with one religion only and therefore, they attract people of different religions for pilgrimage. Further, many of such places are visited by pilgrims of various religions. It is worth mentioning that North India has many important religious places which are quite popular at national level. Some of these places are well known at the international level as well. A brief description of some of such places has been given as Amarnath Cave and Mata Vaishno Devi Shrine in Jammu and Kashmir, Jwalaji, Chintpurni, Chamunda Devi, Brijeshwari Devi, Naina Devi and Macleodganj in Himachal Pradesh, Golden Temple, Anandpur Sahib, Damdama Sahib, Raauza Sharif, Chilla Baba Seikh Farid and Devi Talab in Punjab, Braham Sarovar at Kurukshtera in Haryana and Haridwar, Rishikesh and Neelkanth in Uttarakhand.

**GOVERNMENT POLICY ON TOURISM**

It was in the middle of the 20th century when the present sense of tourism came into existence in India. A book named Handbook of India was published by the Indian Railways in 1931. This was the first book which gave short description of railway routes and places of tourist’s interest with the help of illustrations and pictures. Before independence the British Government gave very less importance to the tourism sector in India. British provided very less direct and indirect financial assistance to this sector. Most of the tourism resources were unutilized and even untouched. It was only after independence when the Government of India for the very first time understood the importance of tourism for economic development of the country. In 1945, under the chairmanship of Sir John Sergeant, Secretary, Department of Education, a committee was formulated for the development of tourism. The main purpose of this committee was to determine tourism potential after examining tourist flow in both domestic and international tourism, places of tourist attraction and tourism infrastructure facilities like transportation, accommodation and sanitation etc. provided by the state, central and local governments. The committee submitted its
A Five Year Plan approach was adopted by the Indian Government for the economic development of the country. During the first Five Year Plan (1951-1956) very less importance was given to the tourism and fund allocation was nil for this sector. But some outlay was given to the Ministry of Transport for the development of regional tourist offices and for publicity material because the tourist division was working under the Ministry of Transport at that time. During the first plan the main thrust was given to attract foreign tourists with the help of promotional activities like attractive publicity material, exhibitions and films etc. The fund allocation in different five plans has been given in Table-1.

Table-1

<table>
<thead>
<tr>
<th>Five Year Plan</th>
<th>Total Planned Outlay Rupees(in Crore)</th>
<th>Planned Outlay for Tourism Rupees(in crore)</th>
<th>Percentage of Total Planned Outlay</th>
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<tbody>
<tr>
<td>First Plan</td>
<td>1241.00</td>
<td>-</td>
<td>-</td>
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<tr>
<td>Second Plan</td>
<td>2559.00</td>
<td>1.58</td>
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<td>Third Plan</td>
<td>3600.00</td>
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<td>Fourth Plan</td>
<td>8870.00</td>
<td>25.00</td>
<td>0.28</td>
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<td>Fifth Plan</td>
<td>19954.10</td>
<td>23.62</td>
<td>0.12</td>
</tr>
<tr>
<td>Sixth Plan</td>
<td>47250.00</td>
<td>72.00</td>
<td>0.15</td>
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<tr>
<td>Seventh Plan</td>
<td>95534.00</td>
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</tr>
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<td>Eighth Plan</td>
<td>247865.00</td>
<td>272.00</td>
<td>0.11</td>
</tr>
<tr>
<td>Ninth Plan</td>
<td>293981.48</td>
<td>793.75</td>
<td>0.27</td>
</tr>
<tr>
<td>Tenth Plan</td>
<td>408450.70</td>
<td>2900.00</td>
<td>0.71</td>
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</tbody>
</table>

Source: Five Year Plan document, Planning Commission of India.
It was during the second Five Year Plan (1956-61), when proper attention was given towards tourism sector by both the central and state government. On the recommendation of Estimated Committee of Parliament, a separate Department of Tourism was established in 1957. A Tourism Development Council was also established in 1958. So the main objective of the second Five Year Plan was to provide accommodation, transportation and recreational facilities to the tourists at different tourist centers like Agra, Varanasi, Aurangabad and Jammu and Kashmir. For this purpose an outlay of Rs. 336.38 lakh was also provided to the transport sector.

During the second plan mainly three types of schemes were formulated. The first type of scheme was related with the development of tourism sites visited largely by international tourists and financed entirely by the central government. Second type of scheme dealt with the development of tourist sites having their importance at domestic level and was also important from foreign tourist’s point of view. These schemes were financed by both the central and state government. The third type of scheme was formulated for the development of tourism at the state level. These schemes were financed and implemented by the state governments only.

The schemes which were adopted during the second Five Year Plan continued during the third Five Year Plan (1961-66) also. In September 1966, the Department of Tourism merged into the Department of Aviation and a new department came into existence named the Department of Aviation and Tourism. After recognizing the importance of tourism sector, in March 1967 the Department of Aviation and Tourism was converted into the Ministry of Tourism and Civil Aviation. During this plan the growth rate of tourism declined and to inquire into the cause an Ad hoc committee on tourism was set up under the Chairmanship of late L.K. Jha, Secretary, Department of
Economic Affairs. On the recommendations of the Jha committee three public sector corporations were set up in 1965 namely:

- Hotel Corporation of India Ltd.
- India Tourism Transport Undertaking Ltd.
- India Tourism Corporation Ltd.

But in October 1966, these three public sector corporations were amalgamated into one corporation named as Indian Tourism Development Corporation Ltd.

The main objective of this plan was the development of basic tourism infrastructure facilities in Jammu and Kashmir along with winter sports facilities at Gulmarg. A planned outlay of Rs.8 crore was also sanctioned for the development of tourism industry. But actual expenditure on tourism development during this plan was Rs.510.54 lakh. The pace of implementation of schemes which were undertaken during the second plan was very slow during the third plan due to three reasons. The first reason was Indio-Pakistan and Indio-China wars. Due to these wars a very less attention was given towards the implementation of these schemes. The second reason was that, the organizational set up was inadequate at that time for the development and implementation of schemes at both the central and state level. The third reason was favouritism and long administrative procedure for execution of schemes.

The fourth plan (1969-74) provided new directions to the tourism sector. Different valuable studies were conducted to evaluate the present situation and the future potential of tourism. Some of the important studies were:

- UNESCO Report on Cultural Tourism in India.
- UN Study on Beach Resort in India.

The main motive of the fourth plan was expansion and improvement of tourist facilities for both the new class of tourists and the existing ones. To achieve this objective several integrated projects were formulated. The main five projects were:

- Gulmarg Winter Sports Projects.
- Development of Kullu and Manali.
- Development of Selected Buddhist Centres.
- Beach Resort Development in Kovalam and Goa.

The prime objective of this plan was foreign exchange earning and additional objective was employment generation. A major change which took place in the fourth plan was the change in planned outlay for tourism. As shown in Table-1 the amount of planned outlay was increased from Rs. 8 crore to Rs. 25 crore during the fourth plan out of which Rs. 14 crore was sanctioned to the central Department of Tourism for tourism programmes and Rs. 11 crore was sanctioned to India Tourism Development Corporation for the development of basic and supporting tourism infrastructure facilities, like transportation units, duty free shops, hotels, motels and tourist bungalows.

Planned approaches which were adopted in the fourth plan started yielding positive results in the fifth plan (1974-79). During this time the tourism industry arose as the world’s largest industry. The approach of Indian government towards tourism also changed accordingly. A broad outlook was adopted for tourism planning in India. An integrated approach was also adopted for tourism development in India. During this plan, archaeological centres were also developed on the basis of selected criteria like attraction of place, accessibility, future and present tourism pattern, tourist’s preference and state and central
government investment pattern etc. In this plan two committees i.e. Central Coordinating Committee for Development of Archeological Centres and an Expert Committee for Development of Wildlife Tourism were formulated for the development of tourism in the country. Two studies were also conducted in this plan i.e.

- Study of Alternative Passenger Transportation System for Gulmarg Winter Sports Project carried out by UNDP.

Another important development was the formulation of the master plan by National Institute of Design, Ahmedabad for the development of Fatehpur Sikri and Braj-Bhumi Complex. A special attention was also given to the development of resort tourism and for this purpose special attention was given to the integrated development of tourist places like Kovalam, Goa, Gulmarg and Kullu-Manali. An outlay of Rs. 133.24 crore was proposed by the Planning Commission during this plan but this amount was reduced to Rs. 78 crore. This amount was further reduced to Rs. 40.74 crore out of which Rs. 23.62 crore was provided to the Central Department of Tourism.

The sixth Five Year Plan (1980-85), brought a turning point in the field of tourism sector in India. Two major changes were noticed during this plan. The first one was adoption of travel circuits development approach and the second the formulation of the first tourism policy of India. Instead of earning foreign exchange through tourism, a broad outlook was adopted towards tourism while formulating this plan. Tourists’ circuits and travel villages were developed and for this purpose 61 travel circuits were identified and 441 centres were decided to be developed. The main objective of this plan was to achieve sustainable economic development with the help of tourism. The main objective of the first tourism policy was to promote
India as the most favorable tourism destination among both domestic and international tourists. Besides this the government planning approach towards tourism also changed and it established tourism policy in place of schemes under this plan. Pilgrimage tourism which includes mainly the middle class and poorer section of the society also got importance during this plan. A well planned approach was adopted for the development of cheap accommodation facilities like sarai and dharamsala for the middle class. Twenty youth hostels were also built during this period. A society named Bharatiya Yatri Awas Vikas Smiti was also established for construction of yatri niwas at pilgrim’s centres. A special thrust was also given on the development of domestic tourism and for this purpose responsibilities were assigned to the state government. As compared to the Fifth Five Year Plan, the planned outlay for the sixth plan was increased from Rs. 23.62 crore. to Rs.72 crore. Though tourism outlay increased in the sixth plan but percentage of tourism outlay to the total sixth plan outlay was the same as in the fifth plan.

Up to the sixth plan main emphasis was given on tourism planning. It was only during the seventh plan (1985-90) when appropriate steps were taken by both the state and central government towards the implementation of plans and programmes established previously. The main objective of this plan was the development of leisure and holiday tourism. Another important development which took place during this period was that instead of spread approach, a selective approach was adopted for balanced tourism development in the country. An industry status was also accorded to the tourism industry by the National Development Council on the basis of proposal made by the Planning Commission. As a result four states i.e. Rajasthan, Orrisa, Punjab, and West Bengal declared hotel as an industry. Three Union Territories i.e. Andaman and Nikobar, Dadra, Nagar Haveli, and Lakshdweep and fifteen states i.e. Andhra Pradesh,
Arunachal Pradesh, Assam, Bihar, Goa, Gujarat, Haryana, Himachal Pradesh, Karnataka, Manipur, Meghalya, Tamil Nadu, Tripura, and Uttar Pradesh declared tourism as an industry. In this plan an emphasis was also given on re-defining the role of the central government, state government and private sector for the development of tourism infrastructure in the country.

A National Committee on Tourism was also set up in 1986 for preparation of long term tourism plans. The Committee gave its report in 1988 with several recommendations like public and private sector participation to exploit tourism resource, development of new tourism like wild life tourism, and beach tourism etc., liberal policy for foreign airlines to attract more tourists, professionalized approach for marketing activities and sustainable tourism development. An outlay of Rs. 138.68 crore was sanctioned during this plan.

It was in 1991 when the new economic policy came into existence. Eighth Five Year Plan (1992-1997), was also formulated after taking into account economic reforms. Due to liberalization, the role of the private sector was expanded in tourism industry as well. In this plan the main emphasis was given on the development of selected tourist places and diversification from cultural tourism to holiday and leisure tourism. Buddhist circuit was also developed in Uttar Pradesh and Bihar with the help of overseas economic Cooperation Fund of Japan. An amount of Rs.100 crore was taken as loan for this purpose. During this plan, tourism industry was badly affected due to war in Gulf region, law and order problem and health hazards in some parts of the country.

To promote tourism, the year 1991 was declared as Visit India Year. The main aim behind this declaration was to create awareness, show India as destination of 90’s, and promote domestic tourism in the country. In May 1992, a national action plan was launched to increase tourist traffic in India and increase India’s share in the world tourism
from 0.4 per cent to 1 per cent. A four point strategy was adopted to achieve these objectives. These strategies included improvement of tourism infrastructure, development of areas on selective basis, development of human resource and formulating suitable policy for tourism growth. A Committee on Pilgrim Tourism was also established and this committee recommended two states viz. Uttar Pradesh and Bihar, and two circuits in Uttar Pradesh for the development of basic tourism infrastructure facilities for pilgrim tourism. It was only in eighth plan that proper importance was given to the development of basic tourism infrastructure facilities like transportation, accommodation and hospitality. An attention was also given to minimize negative publicity of Indian tourism industry abroad. Different promotional measures like organising trade fairs, audio-visual presentations, organising rural fairs and festivals, and printed material were taken into account for the publicity of Indian tourism industry abroad. Indian Convention Promotion Bureau was also established for the promotion of conferences and conventions.

A National Strategy for Tourism Development was also formulated in 1996. This strategy gave stress on integrated development of mega projects with infrastructure and product development. A special thrust was given to human resource development and expansion of research and computerization. Environmental protection issues, culture conservation and tourist facilitation issues were also highlighted in this plan.

In the ninth Five Year Plan (1997-2002), an integrated approach was adopted for tourism product development. Joint efforts by both the public and the private sector were undertaken to achieve synergy in the development of tourism industry. An export house status was provided to this sector. A special thrust was given to the development of pilgrimage places at high altitudes. Several new types of tourism like Natural Health Tourism, Rural and Village Tourism, Pilgrim Tourism,
Adventure Tourism, Heritage Tourism, and Senior Citizen Package etc. were promoted due to ever increasing number of domestic tourists. A special attention was also given to the North-East region of the country. Several programmes were undertaken by both the central and state governments for the development of eco-tourism and adventure tourism in the region.

A draft national tourism policy was introduced in 1997. In this draft greater stress was given on the development of both the domestic and international tourism with the help of public and private sectors. The issue of sustainable tourism development was also raised in this draft. This draft also raised the issue of participation of non-governmental organizations and local bodies for the development of new tourism destinations. Foreign investment in hotel and tourism industries was also invited during this plan.

A draft on Eco-Tourism policy was also introduced in 1997. The main objective of this plan was that the development process of eco-tourism must be based on certain principles like

- Involvement of local community.
- Identify the conflict between resources used for tourism and local communities.
- Compatibility between tourism development and environment.
- Overall area development strategies.

The draft also highlighted operational guidelines for the state and central government, developers, operators and suppliers, visitors, destination population/host community, non government organizations, and scientific/research institutions for successful eco-tourism development. A rural tourism development scheme was also introduced during this plan for development of rural tourism in various States and UTs.
After the first tourism policy (1982), there was no concrete change in plan documents. But due to liberalization and new economic policy, tourism scenario changed in every way. Now more and more tourists liked to visit India and their demand for main tourism infrastructure facilities like transportation, accommodation, hospitality banking and information centre increased in the same way. It was very difficult to cater this increased demand with the help of same old policies and practices. To meet this increased demand and full utilization of tourism resources, need for new and improved tourism policy arose. So after a long time period of 20 years at last the concerned authorities wake up and a new tourism policy (2002) with improved objectives was introduced in tenth Five Year Plan (2002-07).

The importance of tourism industry as a foreign exchange earner, employment generator and as an engine of economic growth was recognized in the tenth plan. Under this impression the percentage of planned tourism outlay to gross budgetary support was increased from 0.27 per cent in the ninth plan to 0.71 per cent in the tenth plan. To generate more foreign exchange, enhance employment opportunities, eradication of poverty and sustainable tourism development, a new tourism policy was introduced in the year 2002. “Broadly the policy paper attempts to

1. Position tourism as a major engine of economic growth;
2. Harness the direct and multiplier effects to tourism for employment generation, economic development and providing impetus to rural tourism;
3. Focus on domestic tourism as a major driver of tourism growth;
4. Position India as a global brand to take advantage of the global travel trade and the vast untapped potential of India as destination;
5. Acknowledge the critical role of private sector with government working as pro-active facilitator and catalyst;

6. Create and develop integrated tourism circuits based on India’s unique civilization, heritage and culture in partnership with states, private sector and other agencies.” (Tourism Policy, 2002).

A SWOT analysis was also conducted to review the position of the Indian tourism industry. The results of analysis indicated that the main weakness to the Indian tourism industry was Indian government itself because it gave very little importance to this sector and considered it as a low priority area. As against this the main strength enjoyed by tourism sector was expansion in Indian middle class and rich cultural heritage. The main opportunity of the Indian tourism industry was its economy which attracts large number of tourists toward MICE tourism i.e. meeting, convention, incentive, events and exhibition based tourism. Lack of basic tourism infrastructure facilities and lack of sustainable tourism development were the main threats to the Indian tourism industry.

On the basis of SWOT analysis it was decided that proper steps must be taken by the Indian government to increase length of stay and expenditure by both domestic and foreign tourists.

Seven key areas like Swagat (Welcome), Soochana (Information), Suvidha (Facilitation), Suraksha (Safety), Sahyog (Cooperation), Samrachana (Infrastructure Development), and Safai (Cleanliness) were taken into account for tourism development. A coordination of both public and private sector was required for tourism infrastructure development, because an unplanned progress could lead to the damage of socio-cultural environment and natural environment. So to accelerate positive benefits of tourism and mitigate negative one, the Government of India’s vision for development of tourism sector was “To achieve a superior quality of life for India’s people through tourism which would
provide a unique opportunity for mental rejuvenation, cultural enrichment and spiritual elevation.” (Tourism Policy, 2002)

Five key objectives were formulated by the Indian government for achievement of above mentioned vision for tourism development. “These objectives were

1. Positioning and maintaining tourism development as a national priority activity;
2. Enhancing and maintaining the competitiveness of India as a tourist destination;
3. Improving India’s existing tourism products and expanding these to meet new market requirements.
4. Creation of world class infrastructure; and
5. Developing sustained and effective marketing plans and programmes.” (Tourism Policy, 2002)

A domestic tourism survey was also conducted during the tenth plan. The main purpose behind this survey was development of Tourism Satellite Accounts by Ministry of Tourism, Government of India. The two broad objectives of the survey were

1. To estimate the total number of domestic tourists by different purpose of travel and
2. To estimate the total magnitude and pattern of tourist expenditure.” (Ministry of Tourism, Government of India)

The findings of this survey showed travel and tourism behaviour of the domestic tourists and this was very useful for government entities, private sector stakeholder in tourism, academics, media and individuals. These findings also provided a right direction to the tourism development programmes, policies and schemes for domestic tourism. The planned expenditure for tourism development was also increased from Rs.1687.30 crore in the ninth plan to Rs.4602.44 crore in the tenth plan.
Several other studies were also conducted by the Ministry of Tourism during the tenth plan. These studies were

1. Kerala’s Approach to Tourism Development.
2. Manpower Requirement in Hotel Industry and Tour/Travel Sector.
5. Foreign Tourist Expenditure on Handicrafts.
7. Impact of Civil Aviation Policies on Tourism.

A twenty year perspective plan was also formulated by States/UT's for the integrated development of tourists’ areas. Keeping in view the broad priorities for the development of tourism during the tenth plan (2002-07), the broad fields of development taken up during the plan were

- Integrated Development of Tourism Circuits.
- Product/Infrastructure and Destination Development.
- Assistance for Large Revenue Generating Projects.
- Human Resource Development.
- Promotion and Publicity.
- Others (Market Research/Computerization and IT/Internet Subsidy).” (Report of the working group on tourism)

The efforts which took place during the tenth plan gave very favourable results and placed the tourism industry at new heights with 78 per cent growth in foreign tourist arrivals and 122 per cent growth rate in the foreign exchange earnings. To continue this trend the eleventh plan (2007-12) was prepared. A large number of quantifiable goals have been set in the eleventh plan. These are

- To achieve target of 10 million international tourists at the end of the eleventh plan.
• To target a new type of group called Baby Boomers in Europe and North America.
• To attract high quality tourists so that per capita spending of international tourists increases.
• To increase per capita expenditure on shipping etc. to match international benchmark of 30 per cent.
• To achieve a target of 760 million domestic tourists at the end of the eleventh plan.
• To increase the number of rooms from present level of 100,000 to 200,000 at the end of eleventh plan.

It has been reflected that the momentum generated in tourism sector during the tenth plan must continue in the eleventh plan. The main six strategic objectives which have been taken into account during this plan are same as in the tenth plan.

In this plan main stress has been given to present India as full year destination rather than only October to March destination. This is possible by promoting beaches and Himalayas during summer and coastal regions during monsoons. Emphasis has also been given to develop new type of tourism like rural tourism, cultural tourism, adventure tourism, cruise tourism, medical tourism and MICE tourism, so that a balance is created between the natural environment and the tourism industry. To increase competitiveness and position of India as favourable tourism destination, stress has also been given on the development of world class tourism infrastructure. Certain relaxations have also been provided in the form of rationalization of taxes, liberalization of visa regime, improvement of airports, removal of barriers to travel and imposing signage etc. An emphasis has also been given on the aggressive marketing strategies, promotion and publicity tools for promoting the Indian tourism industry worldwide.
The main recommendations given by working group of tourism for the eleventh plan are as follow

- Tourist destinations must be selected carefully and proper plans must be formulated for infrastructure development at selected sites. Public and private sector participation is also expected for the same.
- The financial assistance for destination and circuits development should be raised to Rs 50 crore for Destination Development and Rs 100 crore for Circuit Development.
- The number of selected rural sites must not be more than 100 during the eleventh plan.
- The working group has recommended the development of tourism infrastructure facilities in 11 places i.e. Kedarnath, Badrinath, Yammunotri, Gangotari, Sabrimala, Kamakhya Temple, Dwarkadhish, Puri, Ujjain, Kanchi Kamkoti and Rameshwaram for development of pilgrimage tourism in these places.
- The basic facilities like parking facilities, rest rooms, toilets, drinking water, tea/coffee etc. are not proper or even not available at some airports. So arrangements must be made for these basic infrastructure facilities.

**Policy Framework for Selected States**

**Haryana**

This state came into existence on 1st November 1966, after separation from Punjab. At that time it was assumed that Haryana does not possess much potential for tourism because of lack of natural resources essential for tourism and inferior quality of tourism infrastructure facilities. But this Indian state proved everyone wrong and established itself as a pioneer state in the promotion of highway tourism and domestic tourism in the country. So in every aspect this state learned how to earn everything from nothing in field of tourism. It
was about thirty years ago when Haryana established clear and focused tourism objectives for itself. Haryana was the first Indian state which established tourism policy to promote tourism. After the formation of this state several measures were taken for tourism development but these efforts gained pace only after 1970. Mr. S.K. Mishra was the commissioner and secretary, Tourism Department at that time. It was the result of keen interest taken by Mr. S. K. Mishra that helped tourism industry in Haryana to touch new heights. Due to increased work load the Department of Tourism, Haryana decided to establish a Tourism Corporation.

Haryana Tourism Corporation was established on 1st May 1974, with an authorized share capital of Rs.15.00 crore divided into 15 lakh equity shares of Rs. 10 each. Establishment of tourism infrastructure like tourists complexes etc., providing hospitality services like running the restaurants, fast food counters and highway catering, promotion and marketing of art and craft and lastly production of publicity material are certain functions which are performed by Haryana Tourism Corporation. The main objectives for which this corporation was established are

- To manage non-commercial units like tourist bungalows, motels, huts, rest houses and such other establishments as an agent of the state government.
- To establish/maintain and run restaurants, bars, liquor vends, petrol pumps and tourist taxies etc.

A decade tourism policy approach was adopted by the Department of Tourism, Haryana for the development of different types of tourism in the state. In 1970s, the main emphasis was given on the development of Highway tourism. Three main strategies were adopted for the promotion of Highway tourism.
1. “To promote highway tourism by building tourist complexes at strategic points along the highway passing through the state.
2. To take full advantage of its proximity to Delhi by developing tourist complexes around Delhi and other centres of tourist interest.
3. To provide tourist facilities at the district and sub-divisional headquarters to cater to the needs of the local people.” (20 years prospective plan for tourism, Haryana. Ministry of Tourism, Govt. of India)

In addition to the original three objectives the state has identified the following activities

1. “The government has drawn up plans for the promotion of Kurukshetra as an important pilgrim centre.
2. The tourist potential of Morni Hills is also being exploited for adventure/activity based tourism with an eco-friendly slant.
3. Haryana has formulated a new scheme for village tourism.
4. Heritage buildings and articles will be displayed for the attraction of foreigners.” (20 years prospective plan for tourism, Haryana. Ministry of Tourism, Govt. of India)

The highway tourism marks a great success story in the tourism history of the state. Even today highway tourism generates large revenue for the state and has proved to be a milk cow. The main reason behind this great success has been Haryana’s proximity to Delhi and highway passing through the state.

In 1980 the main concern was the development of cultural, heritage and pilgrim tourism in the state. Kurukshetra was the best suited place for promotion of cultural, heritage and pilgrimage tourism. So this place was selected to establish it as pilgrimage centre of the state. Kurukshetra has great pilgrimage for Hindus, and 860 places of pilgrimage related to Mahabharata even exist today. Large number of
renovation plans were formulated for development of Kurukshetra as pilgrimage centre like renovation plan for development of Jyotisar and Braham Sarovar. These plans started in 1980 and continued throughout the nineties. Kurukshetra Development Board renovated these sites. Shri Krishna Museum was also established in 1987. It was shifted in the new building in 1991. To promote culture tourism at national level Surajkund Craft Mela was also launched in 1980s. Nahar Singh Mahal Kartik Cultural Festival was also held in November, 1996.

To continue the pattern of decade tourism development approach, in 1990s a new type of tourism called adventure and golf tourism was promoted. Morni Hills is the only hill station of Haryana. So to promote adventure tourism, an adventure park called Hosh and Josh was built here at a cost of Rs. 1 crore. To promote golf tourism, in 1988, a golf course named Aravalli was established on Delhi-Agra highway in the Faridabad town. A golf course was also established in Karnal on either side of flyover of NH1.

At the end of century in 2000, Haryana tourism decided to experiment a new type of tourism named ‘Farmhouse Tourism’. The main theme behind this tourism was to show rural life of Haryana to the domestic and foreign tourists. A farmhouse tourism package was also launched which contained visiting local people/artisans experiencing festive occasions, participating in village games and attending village council meetings. By the end of the 2003, Haryana Tourism Corporation received consent from the state government for launching ‘Farmhouse Tourism’ in the state. Several NGOs also helped Haryana Tourism Corporation for the same. To promote farmhouse tourism, the corporation formulated some special packages and finalized the contract with 13 farmhouse owners situated in Gurgaon, Faridabad and Sonipat.

Certain guidelines were also issued by the Department of Tourism, Haryana for approval and registration of farmhouse tourism
scheme in Haryana. This scheme was launched on 27th September, 2003 on the occasion of World Tourism Day. The recent development which has taken place in the field of tourism in the state is establishment of new Tourism Policy, 2008. The main aim of this tourism policy is employment generation, poverty alleviation and women empowerment with the help of tourism. It gives an emphasis on partnership between the public sector and the private sector for sustainable development of tourism. “Broadly, the policy document attempts to provide constructive value in diverse field

A. To promote tourism as a major engine of economic growth and capitalize potential of sustainable tourism for employment generation.
B. To take advantage of the global travel trade and to develop untapped potential of Haryana.
C. To acknowledge the critical working as proactive facilitator and catalyst. The objective is to broaden and diversify the concept of tourism from only Highway tourism to eco-tourism, adventure tourism, pilgrims tourism, farm tourism, golf tourism, medical tourism, and heritage tourism etc. in order to meet new market requirements”. (Tourism Policy, Haryana, 2008)

Different future plans highlighted in the new tourism policy are

1. A tourist development council be established under the chairmanship of the Chief Minister.
2. Panipat-Pinjore-Kurukshtra to be developed as tourist circuit with the help of public-private partnership.
3. Mahabharata circuit, Sufi circuit, eco-tourism circuit and heritage circuit to be developed with the help of public-private partnership.
4. Gurgaon to be developed as a convention and exhibition hub with world class infrastructure.
5. Kurukshetra to be developed as a pilgrim destination with world class infrastructure.
6. Pinjore, Surajkund, and Kurukshetra to be developed as heritage destinations too.
7. Tourist guide system to be introduced in Kurukshetra, Pinjore and Morni areas.

**Punjab**

Punjab is enriched with huge natural resources and known as bread basket of India. But from the very beginning, the state government adopted a very laggard attitude in the field of tourism development. Punjab is surrounded with four states namely Haryana, Himachal pradesh, Jammu and Kashmir and Rajasthan. All these states performed very well in tourism. It was in 1974, when the Department of Tourism was established in Punjab for development and promotion of tourism. To perform tourism activities freely and effectively a corporation called Punjab Tourism Development Corporation was established on 1st march, 1979. At the time of formulation its authorized capital was Rs.5 crore and further it rose to Rs. 8 crore in 1985-86. The main task which was assigned to this corporation was the development of tourism infrastructure in the state. The main objectives of the corporation are

1. Basic tourism infrastructure facilities like Bars, Restaurants, Petrol Pumps, Emporia, Guest Houses, Tourist taxies etc. to be developed and run by Punjab Tourism Corporation.
2. To promote tourism in the state, publicity material like books, magazines, periodicals, folders, inserts, pamphlets, bills, guide maps, diaries and calendars to be produced by the corporation.
3. Entertainment activities like shows, films, sports and games, dance etc. to be managed by the corporation.
4. Supporting facilities to tourism like library, insurance, banking, reading room facilities to be provided.

One of the most important developments which took place in 1996 was the declaration of tourism as an industry in Punjab. After getting status of an industry now tourism can enjoy all incentives which are provided to other industries. A special attention was also given on the development of highway tourism, due to availability of excellent road network.

After recognising tourism potential in the state, a tourism policy was formulated in 2003 by the Department of Tourism, Punjab. In it tourism was considered as a source of employment and economic growth. A sustainable tourism development approach was adopted and emphasis was given on promotion and preservation of heritage tourism. Private sector participation was also invited for the development of infrastructure and services. The main objectives of tourism policy are

1. “To promote tourism in the state of Punjab in such a way that it will contribute to the generation of employment, economic growth and particularly bringing the tourist closer to the culture of Punjab.

2. To develop places of interest in Punjab as tourist destinations Patiala and Kapurthala will be developed for culture and heritage, while Anandpur Sahib and Amritsar as religious centres.

3. To promote private sector participation in the development of tourism with government facilitation to develop necessary infrastructure.

4. To position Punjab on the tourist map of India for tapping the untapped potential of various heritage monuments in Punjab.

5. To implement tourist master plan prepared by the Government of India for development of sustainable tourism.
6. To provide quality services to all domestic and international tourists. (Punjab Tourism Policy, 2003)

To achieve these objectives priority areas were divided into two parts i.e. priority area short term and priority area long term. The short term priority area deals with domestic tourism promotion and includes promotion of eco-tourism, recreational facilities, places of pilgrimage, heritage sites, cultural festivals, craft and heritage villages, rural and farm tourism, sports and adventure tourism and efforts to get declared The Golden Temple as a world heritage site. The long term priority areas include development of international tourism with the help of 4 A’s of time i.e. Access, Accommodation, Attraction and Amenities.

Special efforts were undertaken for the development of integrated tourist circuits. Mainly three circuits were decided to be developed in the near future. These are

- "Guruduwara Circuit:- Delhi-Patiala- Anandpur Sahib-Amritsar-Muktsar-Talwandi Sabo-Delhi
- Punjab Darshan Circuit:- Delhi-Patiala- Anandpur Sahib-Kapurthala-Amritsar-Delhi
- Patiala Palace on Wheels:- Delhi-Patiala-Kapurthala-Amritsar-Delhi” (Punjab Tourism Policy, 2003)

A coordination and advisory committee on tourism was also constituted under the chairmanship of Sh. S.K. Mishra, Vice Chairman, INTACH. “The committee will advise the government on following matters

1. Formulation of policies and strategies for development of tourism.
2. Preparation of plan for developing and strengthening tourism related infrastructure in the state.
3. Formulation of standards, norms and policy guidelines for various tourism related activities.
4. Formulation of strategy for mobilizing private sector participation and investment in tourism sector.

5. Improvement of facilities for visitors to Punjab and the development of Punjab as a global tourist destination.

6. Advise on the functioning of regulatory and licensing authority in respect of various tourism related enterprises and activities.

7. Advise on promotion, publicity and marketing of Punjab as a destination within India and abroad.

8. To advise on research studies and documentation.”

(Punjab Tourism Policy, 2003)

**Himachal Pradesh**

Himachal Pradesh has great potential for tourism. It is enriched with snow capped mountains, beautiful scenic spots, the vegetation, cool climate, hospitable people, wildlife, lakes, waterfalls and lush green valleys. But very less importance was given for the development of tourism sector in the state and after independence planned approach was not adopted for the development of tourism in Himachal Pradesh. Initially the tourism sector was managed by the forest department but later it was shifted to Public Relations Department and renamed as Department of Public Relations and Tourism. A separate Department of Tourism was established in 1966. For tourism infrastructure development a corporation named Himachal Pradesh Tourism Development Corporation was incorporated on 1st September 1972. The authorized capital of corporation was 70 crore divided into 70,000 shares of Rs. 1000 each. The main objectives of Himachal Pradesh Tourism Development Corporation are

- To promote, execute and develop several projects, schemes and business activities.
- Development of magazines, pamphlets, posters and other material for tourism promotion and publicity in the state.
To provide tourism infrastructure facilities, construct, run and maintain hotels, tourist inns, youth hostels, cafeterias, winter sports, golf, restaurants, youth hostels, wayside amenities and picnic spots.

So the main task assigned to Himachal Pradesh Tourism Development Corporation was the development of basic tourism infrastructure facilities and tourism promotion. Himachal was the first state which declared tourism as industry in 1976. In 1992, a policy document was prepared by the Department of Tourism, Himachal Pradesh. After that in the year 2000, a new tourism policy was formulated. In this policy main emphasis was given on employment generation and economic development of the state with the help of sustainable tourism development. The main objectives of the policy are

- “To promote economically, culturally and ecologically sustainable tourism in Himachal Pradesh.
- To use tourism as a means of providing new employment opportunities in the rural, urban and remote areas.
- To increase the private sector participation in tourism both as a mode of generating employment and providing new infrastructure.
- To develop special attention to the promotion of religious tourism.
- To promote new concept in tourism, such as time share.
- To transform the role of the government into that of facilitator.”

(Himachal Pradesh Development Report)

The new tourism policy adopted several strategies like developing pilgrimage sites, breaking the seasonality factor and disposal of tourism to lesser known areas of the state for the development of tourism industry. A natural and environmental concept of tourism cluster was also introduced for the development of tourist cities/tourist villages.
Due to enriched with lush green forest, Himachal government decided to promote eco-tourism in the state and introduced a policy on development of Eco-Tourism in May, 2001. This policy was developed by Himachal Pradesh Forest Department and gave emphasis on community based eco-tourism with the help of conservation of both cultural and environmental needs of rural livelihood and tourists. The main objectives of the policy were

- “To enable the local communities in managing eco-tourism for optimum economic benefits to them.
- To develop the ways and means to attract responsible nature and adventure loving tourists to the state so as to broaden the tourism base and place the state firmly on the international tourist map.
- To develop infrastructural facilities for such tourism.
- To develop and enforce protocols to minimize the negative impacts of traditional tourism on the ecology and the social fabric of the area.
- To protect the cultural integrity of local people and use the same to further the Eco-Tourism concepts.
- To generate revenues for the maintenance and preservation of the environment.” (Eco-Tourism Policy, 2001)

The policy document also highlighted target group/tourist profile for the development of eco-tourism namely

- “Student Groups from Educational Institutions.
- Groups from various professional and organizations/business concerns.
- Elite responsible tourists in family groups.
- Keen individuals looking for trekking, adventure and exploring something new.” (Eco-Tourism Policy, 2001)
On the basis of old Eco-Tourism policy a revised policy on development of Eco-Tourism was formulated in 2005 by Himachal Pradesh Forest Department. The main purpose behind this tourism policy was to establish Himachal Pradesh as a leading Eco-Tourism destination in the country by 2010. The main objectives of the policy are

1. “Create appreciation, education and awareness of natural heritage of Himachal Pradesh. The state will emerge as a resource centre and a leading destination with reference to eco-tourism for the entire country and the greater Himalayan region.

2. Enunciate mechanisms for partnerships in Eco-Tourism both with the local communities as well as private enterprises committed to the goals of Eco-tourism.

3. Identify and promote activities in tandem with the principles of community based Eco-tourism with the benefits accruing to the local community in terms of income as well as employment generation.

4. Ensure safeguards from environment point of view to effectively regulate the Eco-Tourism activities in the forest area. (Revised Eco-Tourism Policy, 2005)

The policy also highlighted the need of public-private sector participation for eco-tourism development in the state.

**Jammu and Kashmir**

Jammu and Kashmir is considered a paradise on earth. This Indian state is enriched with the best natural resources on earth like pine forests, snow clad mountains and natural lakes etc. Initially tourism was the main source of income for the state but after 1989, due to terrorism, tourism was badly affected. But despite these difficulties the state government took effective steps for tourism development.
During the ninth plan, in 1998 the state government provided export house status to tourism units. The main role of the Directorate of Tourism, Jammu and Kashmir consist of:

- Planning and implementation of schemes for improvement and development of basic tourism infrastructure facilities in different parts of the state.
- Providing incentives to the private sector industry for the development of various tourism infrastructure facilities.

A special package for the revival of tourism in the valley was also formulated by the state government during 1999-2000. Outlook Traveller-TAAI award for excellence 2001 was also won by Jammu and Kashmir. Recently a citizens charter was also issued by the Jammu and Kashmir Tourism Department. The main purpose behind this charter was to inform general public about the objectives and work performed by the tourism department. The main objectives of tourism department are

- “Promote tourism in the state.
- Development and upgradation of the tourism infrastructure in the state.
- Identify new areas of tourist potential, to develop and publicize these.
- Involve the locals in the development of new and established resorts and to make them stake holder in tourism in their own interest.
- Evolve mechanism for protection of environment by means of framing strict building regulation for resorts and by making locals and tourists aware of the need to respect and protect the gift of nature.
- Promotion of tourism in and outside the country through adequate publicity which includes participation in
National/International tourism fairs and exhibitions. Also to arrange road shows and farm tourism.

- Promote pilgrimage tourism to attract more and more tourists.
- Contribute to the preservation of culture and heritage of the state and to promote these as tourist attractions.
- Promote adventure tourism.
- Control and monitor Jammu and Kashmir tourist trade act to protect the interest of tourists.
- Providing incentives for setting up and upgradation of various tourist facilities including capacity building in private sector.”

**Uttarakhand**

Uttarakhand came into existence on 9th November, 2000 after separation from Uttar Pradesh. Uttarakhand is 27th state of India. On the basis of region, the state is divided into two parts namely, eastern part (known as Kumaon) and western part (known as Garhwal). Uttarakhand is surrounded by a number of states like Himachal Pradesh, and Uttar Pradesh and country like Nepal. This state is enriched with several natural resources and has a huge potential for different kinds of tourism like leisure tourism, eco-tourism, and adventure tourism. It is also a home of several religious places belonging to the Hindus and the Sikhs like Kedarnath, Badrinath, Yamunotri, Gangotri, Lokpal and Hemkundsahib.

To promote tourism Uttar Pradesh Parvatiya Vikas Nigam was established on 30th March 1971, with authorized capital of Rs. 2 crore, under Companies Act 1956. The main objective of this government body was the development of seven hilly districts i.e. Haridwar, Dehradun, Tihri, Pauri, Uttarkashi, Chamouli and Rudraprayag. After this on 31st March 1976, two more Government companies i.e. Garhwal Mandal Vikas Nigam and Kumaon Mandal Vikas Nigam were established for the
The main objectives of these companies were as follow:

- Establishment and development of different industries and provide them financial and technological assistance.
- To work in the area of tourism development and provide basic tourism infrastructure facilities.
- To work in the field of mining.
- Provide assistance for the development of small scale industries.
- Establishment and development of food stores and cold stores.
- Provide marketing facilities for goods produced in the area.

To promote tourism, a state tourism policy was formulated in 2002 in which emphasis was given on three things:

- Development of eco-friendly tourism with the help of both the public and private sectors and local communities.
- Promote tourism as a source of economic growth by employment and revenue generation.
- Develop Uttar Pradesh as a leading tourist destination and place Uttar Pradesh on the tourist map.

As a newly developed state, it was essential for the state government to know the strengths, weaknesses, opportunities and threats to the tourism sector in the state. A SWOT analysis was undertaken to know these things. This analysis was also included in the state tourism policy so that proper plans and procedures were built for tourism development in the state. An action plan was also developed for tourism promotion. It was decided to formulate Tourism Development Board for the development of tourism. “The main responsibilities of the board are:

- Formulation of a policy and strategy for development of tourism in Uttarakhand.
• Preparation of plans and guidelines for developing and strengthening tourism related infrastructure in the state.
• Preparation of plans for various tourism strengths and activities, identification and development of projects and ensuring their timely implementation.
• Establishment of standards/norms and framing of policy guidelines for various tourism activities.
• Formulation of a strategy for mobilizing the private sector participation and investments in the tourism sector.”(Uttarakhand Tourism Policy, 2003)

Special thrust was given on development of tourism infrastructure facilities with the contribution of both the public and private sectors. To promote the pace of tourism a Board named Uttarakhand Tourism Development Board was also established in 2002. This board is the supreme institute which gives suggestions to the government related to all tourism matters. Along with tourism this board also works as a regulatory and licensing authority. The main achievements of Tourism Development Board are

• With the efforts of tourism development board now direct trains are available from Dehradun to Gujarat, Indore, Chennai and Jammu once a week.
• Due to joint efforts of tourism department and Garhwal Mandal Vikas Nigam, new air facilities are available from Fata/Agastmuni to Kedarnath.
• Improvement in road transportation have also been observed. Air conditioned, Deluxe and semi-deluxe buses are now available for different places.
• Establishment of 44 tourist destination centres was under consideration and out of which 31 units were established till March 2007.
• Drinking water facilities and other basic tourism infrastructure facilities are also provided en-route to Chardham. Mobile vans are also provided for the help of pilgrims from May 2007 to 30 June 2007.

All above facts relating to the selected states clearly reveal that the state governments which seemed to be slack in tourism development have suddenly started taking a keen interest in tourism and view it as a source of economic development and employment generation. They have shown their interest in infrastructure development on public-private participation. Further, efforts have been made to keep environmental aspects into consideration while developing tourism. All these steps are positive signs which if implemented properly can lead to tourism growth in the above states.

**Need for the Study**

India is a home of different religions having large number of world famous pilgrimage sites. Thus, it provides excellent opportunities for pilgrimage tourism. Due to enough sacred sites the prospects of pilgrimage tourism in North India is very bright. However, the pace of growth of domestic tourism in India is far from satisfactory. It is worth mentioning that there is a lack of basic tourism infrastructure facilities like, food, accommodation, transportation, drinking water and sanitation etc. in most of the pilgrimage places in North India. Further, the state governments in these states have started taking a keen interest in developing pilgrimage tourism. Moreover, the survey of literature on tourism has revealed that no comprehensive research work has been undertaken to study the growth and potential of pilgrimage tourism in North India. Considering these facts and importance of pilgrimage tourism activities for the North India and at the national level, the above study is an attempt to evaluate the pilgrimage tourism in North India.
**Objectives of the Study**

*The main objectives of the study are*

1. To study the Government policy on tourism and changes made in it from time to time.
2. To study the growth of tourism in India with specific reference to the selected states.
3. To study the management of selected pilgrimage sites and government efforts to promote pilgrimage at the selected sites.
4. To study supporting facilities available around the selected pilgrimage sites.
5. To have an opinion of pilgrims visiting the selected sites.
6. To suggest the ways for the better management of pilgrimage tourism in North India.

**Chapter Scheme**

The study has been divided into seven chapters:

**Chapter One** is introductory in nature. It gives a brief view of tourism policy and give effects in this regard under Five Year Plans. The chapter briefly describes the need for the study, the objectives of study and chapter scheme.

**Chapter Two** presents the theoretical framework in relation to various aspects of pilgrimage tourism and reviews the selected studies conducted in India and abroad with respect to tourism which are relevant for this study.

**Chapter Three** relates to the research methodology used for the present study. It includes the universe of the study, sample and sampling design, methods of data collection, data analysis and limitations of the study.

**Chapter Four** has been devoted to the Growth of Tourism Industry in India. It studies the Growth of Tourism Industry in India and worldwide, domestic tourism in India and tourism growth in the selected states of North India.
**Chapter Five** deals with various aspects of management of the selected pilgrimage sites in North India. It also studies the various facilities like transportation, banking, accommodation available to the tourists at such sites.

**Chapter Six** deals with the background information of the tourists surveyed. Further, it examines the opinion of the tourists with respect to services/facilities available at the selected pilgrimage sites. It also examines the general level of satisfaction among the tourists. This chapter has also been divided into five sections. Each section has been devoted to a particular religious site.

**Chapter Seven** highlights the findings and conclusions arising from the study. It also provides suggestions for the development of pilgrimage tourism at the selected pilgrimage sites in North India. The chapter ends with certain suggestions for future researchers.