

CONTENTS**MTTM 402
TOURISM POLICY AND PLANNING**

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UNIT 1: TOURISM POLICY VIS A VIS TOURISM PLANNING- DEFINITION, DIFFERENTIATION, LINKAGES AND SCOPE

STRUCTURE

- 1.0 Introduction
- 1.1 Tourism Policy
- 1.2 The Purpose of Tourism Policy
- 1.3 Why Is Tourism Policy Important?
- 1.4 Areas Addressed by Tourism Policy
- 1.5 The Multidisciplinary Nature of Tourism and Tourism Policy
- 1.6 Some Other Characteristics of Tourism Policy
- 1.7 Tourism Policy: Structure, content, and process
- 1.8 The Structure of Tourism Policy
- 1.9 Tourism Philosophy
- 1.10 Tourism objectives and constraints
- 1.11 The process of tourism Policy formulation
- 1.12 Relating Tourism Planning To Tourism Policy
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- 1.14 The Rationale for Tourism Planning
- 1.15 Differentiation of Tourism Planning
- 1.16 Planning Linkages and Outcomes
- 1.17 Scope of Tourism Planning
- 1.18 Let's Sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand tourism Policy vis a vis tourism Planning- definition, differentiation
- To appreciate the need for tourism policy
- To know the importance of planning in tourism
- To learn about the process of tourism policy formulation linkages and scope

1.0 INTRODUCTION

Framing tourism policy and preparing plans to achieve the policy objectives is a prime function in tourism planning. Years of experience has shown that tourism development has to be based on a policy and careful planning. This Unit starts with a discussion on the need for tourism policy and planning. It goes on to identify the areas addressed by tourism policy. Further, the Unit takes into account the process of tourism policy formulation.

1.1 TOURISM POLICY

Tourism policy can be defined as a set of regulations, rules, guidelines, directives, and development / promotion objectives and strategies that provide a framework within which the collective and individual decisions directly affecting long-term tourism development and the daily activities within a destination are taken.

1.2 THE PURPOSE OF TOURISM POLICY

A tourism destination hosts visitors in order to provide its stakeholders with a broad range of economic & social benefits, most typically employment and income. This employment and income allow stakeholders to reside in and to enjoy the quality of the region. Tourism policy seeks to ensure that visitors are hosted in a way that maximizes the benefits to stakeholders while minimizing the negative effects, costs, and impacts associated with ensuring the success of the destination. In effect, tourism policy seeks to provide high-quality visitor experiences that are profitable to destination stakeholders while ensuring that the destination is not compromised in terms of its environmental, social, & cultural integrity.

1.3 WHY IS TOURISM POLICY IMPORTANT?

The area of tourism policy is often overlooked in terms of its importance in ensuring the success of a tourism destination. Perhaps its most important role is to ensure that a given destination has a clear idea as to where it is going or what it is seeking to become in the long term. In parallel, it must strive to create a climate in which collaboration among the many stakeholders in tourism is both supported and facilitated. In more specific terms, tourism policy fulfills the following functions:

1. It defines the rules of the game—the terms under which tourism operation must function.
2. It sets out activities and behaviors that are acceptable for visitors.
3. It provides a common direction and guidance for all tourism stakeholders within a destination.
4. It facilitates consensus around specific strategies and objectives for a given destination.
5. It provides a framework for public/private discussions on the role and contributions of the tourism sector to the economy and to society in general.
6. It allows tourism to interface more effectively with other sectors of the economy.

In light of the foregoing, it is important to keep in mind that tourism policy affects the extent to which all the day-to-day operational activities of tourism—such as marketing, event development, attraction operations, and visitor reception p

grams—are successful. As such, it is not just a theoretical concept; it has very real implications in day-to-day practice.

1.4 AREAS ADDRESSED BY TOURISM POLICY

In general terms, a formal tourism policy for a given destination will address (at the national level) such areas as:

1. The roles of tourism within the overall socioeconomic development of the destination region
2. The type of destination that will most effectively fulfill the desired roles
3. Taxation — types and levels
4. Financing for the tourism sector—sources and terms
5. The nature and direction of product development and maintenance
6. Transportation access and infrastructure
7. Regulatory practices (e.g., airlines, travel agencies)
8. Environmental practices and restrictions
9. Industry image, credibility
10. Community relationships
11. Human resources and labor supply
12. Union and labor legislation
13. Technology
14. Marketing practices
15. Foreign travel rules

1.5 THE MULTIDISCIPLINARY NATURE OF TOURISM AND TOURISM POLICY

Tourism is, by its very nature, a multidisciplinary phenomenon. The tourism experience is impacted by a range of economic, psychological, societal, technological, legal, and political forces. It follows that, in order to formulate policies that accommodate or address these multiple forces, those involved must appreciate the complexities of each discipline and their interactions in any given situation. The disciplines of psychology, economics, sociology, and law are but some of the disciplines that can enhance our understanding of international marketing. The environmental sciences, political science and the behavioral sciences are essential to the formulation of national park policy that defines the levels and types of tourism that are appropriate and desirable.

1.6 SOME OTHER CHARACTERISTICS OF TOURISM POLICY

In addition to the multidisciplinary nature of tourism policy, it also possesses several other essential characteristics:

1. It must focus on macro-level policies—that is, be concerned with societal views of the direction that tourism development should take at the subnational, national, and even transnational level.
2. It must be designed to formulate policies having a long time perspective.
3. It must concentrate on how critical and limited resources can best respond to perceived needs and opportunities in a changing environment.
4. It must recognize the intellectual nature of the process of policy formulation. As such, it must incorporate tacit knowledge and personal experience as important sources of information, in addition to more conventional methods of research and study.
5. It must encourage and stimulate organized creativity so as to avoid policies based on stereotyped or outmoded perceptions.
6. It must be constructed to permit and facilitate a continuing dynamic social process requiring inputs from multiple sources.
7. It must break down the traditional boundaries between industry sectors in tourism.
8. It must relate policies of the tourism subsystem to those of the total socioeconomic system of a nation or region of which it is a part.
9. It must acknowledge the destination roles of both competition and cooperation and seek to identify situations where each is appropriate. The judicious application of either or both in tourism policy has given rise to use of the term “competition.”

Check Your Progress

1. What is the importance of tourism policy?

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2. Explain the nature and characteristics of a tourism policy.

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3. Describe the areas that are needed to be in consideration in tourism policy.

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1.7 TOURISM POLICY: STRUCTURE, CONTENT AND PROCESS

In discussing tourism policy, it is helpful to clearly distinguish among the overall structure of a policy and the specific policy content found within that structure. In the same vein, readers must distinguish between: (1) the static concepts of policy structure and content, and (2) the dynamic concept of policy formulation. Structure and context define the “what” of tourism policy; the process of policy formulation describes the “how” of defining the structure of a destination’s policy and determining the content of policy found within that structure. In tourism, the process, or the “how,” provides the following:

- An overview of the different stages or steps involved in the policy formulation process
- A review of the various possible methodologies that might be used within, or across, the stages of policy formulation

1.8 THE STRUCTURE OF TOURISM POLICY

While no single model can define the content of tourism destination policy, Figure provides one framework for tourism policy (i.e., a set of guidelines for successful destination development and operations).

Total System and Tourism Macro Policy Macro policy, or what some have referred to as “mega policy,” involves determination of the premises, assumptions, and main guidelines to be followed by specific policies. They are a kind of master policy, clearly distinct from detailed discrete policies. In this regard, tourism policy is viewed as being directly based upon and derived from the policies that direct the total socioeconomic system of the nation or region in which the tourism subsystem is located. In fact, it is the general content of these total system policies that provides much of the basis upon which to derive the tourism philosophy of the destination region in question.

1.9 TOURISM PHILOSOPHY

An explicit tourism philosophy is an essential foundation on which to develop a coherent policy. In general, a philosophy may be defined as a system for guiding life—a body of principles of conduct, beliefs, or traditions—or the broad general principles of a particular subject or field of activity. Adapting this general definition for present purposes, a tourism philosophy may be defined as a general principle or set of principles that indicates the beliefs and values of members of a society concerning how tourism shall serve the population of a country or region, and that acts as a guide for evaluating the utility of tourism-related activities. It is important to stress the critical role that the values of destination residents exert in determining the context of tourism policy, in effect;

the values of residents provide the foundation on which the policy and its various components rest. In the end, tourism policies that do not reflect the values of the destination stakeholders, or hosts, will inevitably fail to gain ongoing popular or political support. Policies that do not maintain long-term political support are doomed to failure.

The philosophical distinction sometimes made between value-driven and market-driven destinations, while conceptually appealing, is in practice somewhat ambiguous. No destination can be competitive unless it succeeds in appealing to profitable segments of the market over the long term. By the same token, no destination can be sustainable unless, while it generates economic rewards, it also succeeds in maintaining the value-driven legitimacy required by a democratic society.

1.10 TOURISM OBJECTIVES AND CONSTRAINTS

Component three of a tourism policy consists of a statement of the objectives of the tourism system objectives are defined as operational statement(s) of the specific results sought by the tourism system within a given time frame. The objectives of the tourism system should possess a number of important characteristics. First, because the objectives are formulated in light of the tourism vision, their achievement should clearly contribute to the fulfillment of this vision. Second, in order that the objectives can be qualified as operational, it is essential that managers are able to measure the extent to which desired results have or have not been attained. This implies that we must have some explicit means of quantifying appropriate performance standards. Third, we must ensure that the measures selected with respect to each objective are indeed valid indicators of the desired results; that is, they must measure what we truly want to achieve. Fourth, in the common situation where the tourism system has multiple objectives, it is advisable to indicate an order or priority among objectives. This indication of relative importance provides a basis for decision making should different strategies or programs for achieving the objective be in conflict. Fifth, the objectives must be related to a given time period as is directly stated in the above definition. Finally, the objectives that are stated must be reasonable. While they should serve to offer a real challenge, goals that are virtually impossible to attain quickly become a negative rather than a positive source of motivation.

One further remark concerning the formal statement of objectives is in order. Objectives identify those events or results that we wish to bring about. The word objective implies that the results are positive entities, such as a certain number of visitors, but this is not necessarily so. In fact, the managers of a tourism system may seek goals with respect to what they do not want to happen as a consequence of their activities. Examples include the avoidance of environmental and cultural pollution. These types of results could be stated as

specific objectives of the tourism system. While very important, their essentially negative nature provides little incentive for management action. An alternative and more satisfactory manner of dealing with effects that one wishes to avoid is to express them in the form of constraints. A common approach to formally stating constraints on system activities is to specify, where possible, the maximum level of each undesirable outcome (e.g., pollution) that can be tolerated as a result of tourism activity. Even where it is difficult to quantify the tolerable levels of undesirable outcomes, constraints can be formulated so as to at least provide explicit indications as to the type of outcomes to be minimized or avoided.

1.11 THE PROCESS OF TOURISM POLICY FORMULATION

Discussion to this point in the chapter has focused on the structure and content of tourism policy in this section, attention is directed toward understanding the process by which the structure and content of policy. This process is conceptualized as containing distinct stages grouped into four main phases. These phases are identified as the definitional phase, the analytical phase, the operational phase, and the implementation phase.

Definitional Phase

The definitional phase of tourism policy formulation is concerned with the development of explicit statements that define the content and direction of the overall tourism system in question. These statements deal with four different topics. The definition of the destination tourism system represents the critical first step in the process of policy formulation.

Tourism system is being constructed of two major components, namely, the operating sectors and the planning/catalyst organizations. These in turn contain various subcomponents that form the basis for identifying and classifying the individual organizations and actors (the stakeholders) that make up a given tourism system. It is essential that each region develop such a model that is generally accepted by the policy makers concerned. Once agreed to, this model should become a constant frame of reference for discussion and decision making. The remaining three components of the definitional phase involve the explication of a tourism philosophy, the formulation of a destination vision, and the determination of tourism objectives and constraints for the destination. Previous discussion has described the content of these policy components.

Analytical Phase

The analytical phase of tourism policy development, while perhaps less stressful than the previous one from a managerial standpoint, involves considerably greater amounts of effort. The definitional phase requires fundamental, value-based decisions concerning the nature and direction of

tourism development in a region. The analytical phase accepts these decisions as a given and proceeds to carry out the extensive collection and assessment of information needed to identify and assess the desirability of alternative means of attaining the destination vision and to achieve the goals defined by the vision.

The overall process of analysis is best viewed as being composed of two major sub processes: (1) an internal or supply-oriented analysis, and (2) an external or demand-oriented analysis.

The internal / supply analysis consists of a thorough review and analysis (frequently termed an "audit") of two major elements. The first element relates to existing policies and programs for the development of the various components of tourism supply. These policies/programs must be critically reviewed to determine the extent to which they are both consistent with, and effective in, developing the type of tourism facilities and services that are likely to achieve the goals of the region, given the nature of demand facing that region. As can be quickly seen, this statement implies a direct interaction between the supply analysis and the demand analysis. In effect, the analytical phase involves parallel, iterative forms of analysis that must constantly be related one to the other.

A second element of the supply analysis is termed a resource audit. A resource audit should be conducted with two goals in mind. First, it should provide a comprehensive cataloguing of the quantity and distribution of tourism facilities and services within the tourism system. Such information is basic to an understanding of the current state of affairs of supply development. Second, the resource audit should provide some assessment of the quality of existing facilities and services. Again, the execution of the audit to assess the adequacy of the quantity, distribution, and quality of supply can only be meaningful if it is eventually related to the analysis of demand. There are no absolute measures of desirability in terms of supply; only those that relate to a given demand at a given point in time for a given market segment are relevant.

The third form of internal analysis is a strategic impact analysis. This analysis seeks to provide policy makers with well-defined benchmarks as to the extent to which tourism is currently impacting the destination in economic, ecological, social, and cultural terms. Economic benchmarks have traditionally been the most requested forms of impact analysis because both managers and politicians seek to measure and understand both the level of tourism receipts and the incomes and employment they create.

The external / demand analysis is composed of three distinct types of analytical activity. The first involves macro-level analysis of data that describes and defines the overall nature and structure of current tourism demand as well as those markets having a potential for future demand. This form of analysis relies heavily on aggregate statistics measuring the flows of tourists and travel-related expenditures within a region; it must not, however, limit itself to such historical data. In addition, macro-level analysis must be future-oriented and attempt to constantly monitor the environment in order to identify shifts or trends in social,

political, or technological factors that might significantly affect the region's success in its field of tourism.

The second type of external/demand analysis is termed micro-level analysis. Here, rather than focusing on aggregate trends in tourism demand, attention is directed toward gaining an understanding of the motivations and behavior of the different segments of the total tourism market. The purpose of gaining this understanding is to provide those responsible for supply development with the information needed to design facilities and services that will appeal most to each of the various demand segments. In addition, such data facilitates the task of those responsible for the promotion of existing facilities and services. The final component of external/demand analysis involves a review and evaluation of competitive and supportive tourism development and promotion policies and programs. Competitive analysis is a common form of managerial investigation. In this case, it is designed to produce a clear picture concerning the identity; strength, and strategies of those tourism destinations most likely to be appealing to the same segments of demand as those of interest to the tourism region in question. Such information is essential if a region is to effectively counter the efforts of such competitors from the standpoint of both supply development and demand modification.

Operational Phase

Once the various types of analysis have been carried out, policy makers must move to develop specific strategies and action plans that can be implemented. As shown in Figure 15.7, this operational phase is envisaged to contain three conceptually different types of activity; in reality, these different activities are executed almost simultaneously.

The identification of strategic conclusions flows directly out of the analytical phase, and its goal is to synthesize the large amounts of information obtained into a limited number of major conclusions. In addition to specifying the major findings from each type of internal and external analysis, this process also must attempt to provide conclusions that assess the impact of the trade-offs that inevitably are made when attempting to match supply and demand.

The strategic conclusions themselves may be viewed as reasonably factual information; that is, they are the result of a logical process of analysis that would give rise to generally similar findings irrespective of the investigator. In contrast, the drawing of "implications of the conclusions for supply-and-demand development strategies" involves a high degree of judgment on the part of the individuals involved. The goal of this process is to attempt to assess the significance of each conclusion for tourism in the region. While the actual conclusions may be clear, the implications of these facts for the kind of policies and programs needed to deal with them involves a considerable level of interpretive skills derived from both experience and a creative mind.

The subsequent stage of the policy formulation process is the identification of specific “policy/program recommendations for supply/demand development.” For present purposes, this rather complex activity has been oversimplified in reality; a range of policy options would normally be developed that attempt to respond to alternative implications or alternative scenarios. Some judgment would then be exercised as to which implications or scenarios are most likely to occur. Policy/program recommendations most appropriate to the most likely scenario events would probably, although not necessarily, be adopted.

Implementation Phase

Finally, for a destination tourism policy to truly succeed, it is essential to include an implementation phase. At a minimum, such a strategy must: (1) identify the individual groups or organizations that will assume responsibility for each major dimension of the policy realization, (2) establish initial estimates of the financial requirements, and (3) provide preliminary timelines for the launching of all major facilities, events, and programs that support the destination vision. The specifics of implementation are the object of tourism planning.

CHECK YOUR PROGRESS

1. What do you understand by tourism philosophy?

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2. Explain the various phase involved in the formulation of tourism policy.

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3. What are the various constraints of tourism policy formulation?

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1.12 RELATING TOURISM PLANNING TO TOURISM POLICY

Because tourism policy formulation and tourism planning are very directly related to each other, it is important to distinguish between the two, to identify their similarities and their differences in a tourism context their similarities are:

1. They both deal with the future development of a tourism destination or region.

2. They both emphasize the strategic dimensions of managerial action, although planning must also address a number of tactical concerns.

Their differences are:

1. Policy formulation is definitely “big picture,” while much of planning is characterized by an attention to detail.
2. Policy formulation is a creative, intellectual process, while planning is generally a more constrained practical exercise.
3. Policy, particularly its visioning component, has a very long-term strategic emphasis, while planning tends to be more restrictive in its time horizon. A one- year planning cycle is not uncommon, although three- to five-year plans are a possibility. In contrast, destination visions may have a five-, ten-, fifty-, or even a hundred-year time horizon.
4. Policy formulation must allow for as-yet-unseen circumstances and technologies to be considered. In contrast, planning tends to assume current conditions and technologies, with some allowances for predictable (i.e., evolutionary) change.
5. Policy formulation tends to emphasize a systematic determination of “what” should be done in long-term tourism development, while planning tends to emphasize the “how” for the achievement of specific destination goals.
6. The reader should keep these distinctions in mind when reviewing the rest of this chapter. While policy formulation and planning appear to have certain commonalities, they are, in effect, quite distinct processes. Failure to acknowledge this reality has been quite limiting in the past.
7. It should be noted that the definitions and distinctions related to policy strategy, goals, objectives, and planning are ongoing sources of debate in the management literature. Different scholars and managers frequently debate the exact meaning of these terminologies. While the debate is not inconsequential, it should not stand in the way of creative thinking or managerial action.

1.13 DEFINITIONS OF TOURISM PLANNING

Variations in approaches to tourism planning add to the complexities of scale and different types of plans. Moreover, there has been a significant evolution in approaches to tourism planning as recent reviews have highlighted (Braddon, 1982; Acerenza, 1985; Baud-Bovy, 1985; Murphy, 1985; Getz, 1986a, 1987). In general, these writers identify or advocate a move away from a narrow concern with physical or promotional planning facilitating the growth of tourism to a broader, more balanced approach recognizing the needs and views of not only tourists and developers but also the wider community. Concern is now expressed that tourism should be integrated with other forms of social and economic development. In these respects, the evolution of tourism planning parallels and is related to the changing attitudes to development.

Getz (1987, p. 3) defines tourism planning as: A process, based on research and evaluation, which seeks to optimize the potential contribution of tourism to human welfare and environmental quality.

According to Murphy (1985): Planning is concerned with anticipating and regulating change in a system, to promote orderly development so as to increase the social, economic and environmental benefits of the development process. To do this, planning becomes 'an ordered sequence of operations, designed to lead to the achievement of either a single goal or to a balance between several goals' (Hall, 1970).

However for Braddon (1982): There is no single definition of tourism planning so an analysis of its constituent elements helps an understanding of the term....

1. Tourism planning is very closely linked with development planning in most parts of the world. The planning process needs to take account of very many factors ranging from topography to economy and from tourists 'needs to residents' needs. It is subject to a great many external influences which both modify the process and the outcome—the implementation of the plan.
2. Tourism is a social, economic and environmental activity. Its regionally, planning has to operate at various levels; nationally, locally.
3. Tourism planning must take account of conservation of the physical environment.... The spatial planning of tourism can be very effective in this regard.
4. Ideally tourism planning should be fully integrated with all socio-economic activities and at all levels of involvement. This would ensure the optimal use of tourist resources with least social, economic and environmental costs.
5. Tourism planning is not just the formulation of plans for the future. It is also about the implementation of plans. It is therefore important that the right economic conditions exist for development to take place in accordance with the plan. It is also important that tourism planning is market-oriented, providing the right product for the consumer—the tourist.
6. At the outset of planning the aims must be stated....

Many of these points are also advocated by Acerenza, who applies a strategic planning approach to tourism. It depicts the basic stages involved in this longer term, administrative approach to tourism planning. In particular, this approach believes that planning begins at a much earlier stage than the determination of the development strategy which was the prime focus of many earlier tourism plans. For Acerenza, the process begins with an analysis of what has already been achieved, that is with a critical assessment of the various impacts, both positive and negative, of previous tourist development and an analysis of the political significance of tourism.

This information is fed into the second stage, one which Acerenza sees as being fundamental but one which was often omitted or given little weight in earlier plans, that is an evaluation of tourism's position from different perspectives. Firstly, tourism must be seen in terms of national, social and economic priorities so that it might contribute more effectively to meeting broader development goals and so that the level of support from central government for tourism, and the implementation of any tourism plan might be gauged. The 'community approach' advocated by Murphy (1985), is an approach which would appear much more feasible at the local rather than the national level. Clearly the aims and expectations of the tourist industry itself must also be taken into account as much development will result directly from private sector initiatives and activities. Particularly important here are the organizations which exist to articulate the many and varied interests of the different sectors and to channel these effectively to the appropriate planning agencies. Evaluation of tourism from these different standpoints should enable the identification of opportunities and difficulties which will suggest whether or not a new tourism policy is needed, or whether the existing development strategy, or action programmes need be modified.

Acerenza defines tourism policy as 'the complex of tourism related decisions which, integrated harmoniously with the national policy for development, determines the orientation of the sector, and the action to be taken.' As such he sees tourism policy as providing the broad guidelines which shape the development of the sector, while the development strategy constitutes the means by which resources are used to meet the objectives defined. Acerenza suggests that three fundamental elements underlie all tourism policy: visitor satisfaction, environmental protection and adequate rewards for developers and investors. In this he appears to draw heavily on the earlier work of Gunn (1979). Acerenza, for example, stresses the voluntary nature of tourism while Gunn argues that: 'Tourism begins with the desires of travelers to travel and ends with their satisfaction derived from such travel and that planners should not lose sight of tourists' needs and wants.'

If the previous stages have revealed the need for a new tourism policy then other forms of tourist development need to be explored and new goals set in the light of available resources and opportunities. Acerenza argues that such goals should reflect not only national priorities but also ensure the survival of the tourism sector itself. This might seem to be taking a very subjective pro-tourism stance but his argument is that only a stable, well established tourist industry can contribute to national or regional development. Developing a tourism policy requires both a clarification of basic goals and ensuring the compatibility of these for maximization of one goal might be at the expense of another. Gunn (1979) distinguishes between goals which are continuous and 'are always being reached for' and more specific objectives which assist the transition from policy to action.

1.14 THE RATIONALE FOR TOURISM PLANNING

As with any form of development, a primary concern of tourism development will be economic benefits for individual enterprises, related communities and the countries as a whole. Tourism development does generate wealth and, in areas of unemployment, create jobs. There is also considerable potential for community development, the conservation of historic and natural sites and the development of the arts related to tourism. Tourism may, however, be responsible for extensive social and environmental damage; and economic gains are not always assured. The intent of planning for tourism development is to maximize the positive benefits of tourism development while minimizing any negative impacts in a sustainable manner. Planning for tourism development is the systematic process of determining ideal future conditions. Tourism planning extrapolates future development situations from existing conditions and trends and seeks to optimize the likely development outcomes that may otherwise have been undesirable. Tourism planning provides for managed intervention of tourism development so as to correct the undesirable and enhance the beneficial.

The planning process strives to be rational but is subject to the distortions of imperfect operational conditions. Weaknesses of planning in practice related to insufficient data (which is a major and common problem in developing countries), unforeseen future change in the development context, political interference, poorly defined planning scope, inadequate coordination and insufficient resources for planning (such as budget, expertise and time).

Despite these problems, real benefits have been achieved with tourism development that has arisen from effective tourism planning. Not that perfect tourism projects have resulted in these cases. The complexity of tourism development and the diversity of the vested interests of the actors involved ensures that not all will agree that desirable development objectives have been adequately achieved. Tourism planning should result in sustainable tourism development that satisfactorily fulfils most objectives to a high degree and does not disadvantage communities or degrade resources. In short, tourism planning seeks to enable sustainable tourism development.

1.15 DIFFERENTIATION OF TOURISM PLANNING

Tourism planning operates at many levels that may be classified in any of several ways. A common hierarchy is based on a geo-spatial scale. For this, generally there are five levels of planning activity: international, national, regional, destination area and project- specific.

International Planning

This level involves the governments of two or more countries and is common, for example, with international air service development, but much less

so in physical development projects. In the latter case, physical proximity of compatible resources can be the catalyst. The development of the large integrated beach resort (23,000 ha) in the north of Bintan Island, Riau, Indonesia, has been planned jointly by the Indonesian and Singapore governments. Essentially, Indonesia supplies prime coastal resources, land and labour, while Singapore supplies infrastructure- (Changing International Airport in Singapore is only 45 minutes away by fast catamaran ferry), expertise in development and management and investment security. Sources from both countries have financed the project.

Tourism policy lobbying by the international agencies, such as the World Travels and Tourism Council and the Pacific Asia Travel Association should not be confused with tourism planning; through it is acknowledged that some of these organization do undertake tourism planning, but typically at the lower levels of this hierarchy.

National Planning

Many countries have found benefits in preparing national tourism plans. Because of the normally large spatial dimensions, such plans tend to be strategic or conceptual. Those with a strategic intent formulate development plans based, in part, on a review of the available resources and the strategic advantage of applying these to the likely future competitive market of the region. National plans should consider resources (natural, infrastructure existing facilities, labour and demand) in a comprehensive manner for rationalization of resource. These plans become the basis for national tourism policy on, for example, tourism taxation, national and international transport, education and training, allocation of resources over time and the delineation of project types and their locations. When completed, a national tourism plans normally be endorsed by the national government executive, such as the cabinet. National tourism plans of this type then become frameworks for coordination and management of tourism development at the other levels, where the planning timeframe may be up to 20 years.

It is important that regional political considerations are not allowed to bias recommendations. An example is the Malaysia Comprehensive National Tourism Development Plan. This plan reviewed existing tourism from a national perspective and proposed development in the best interest of the nation. Under this plan, because of their limited resources or potential, some Malaysian states received little or no support for tourism development, which was the proper outcome of an objective planning process.

Regional Planning

At the sub-national level, tourism plans are normally initiated by regional governments, i.e., state or provincial. Plans may cover the entire area of jurisdiction of the regional government, but more often they have a smaller area

of study. Definition of the study area in geospatial terms depends on the study objectives. Commonly the intent of a regional tourism plan is to develop tourism in relation to specific resources or groups of mutually compatible resources. Ideally, regional governments would generally follow broad strategies and concepts in the national plan in preparing their own tourism plans as the national plan prioritises tourism development. Support from the national government is then more likely. Coordination of the preparation of these plans is typically undertaken by the state's economic planning unit, national tourism office or the urban and regional planning department. There is likely to be a steering committee which comprises representatives of relevant state and national organizations who meet to review the preparation of the plan at designated stages. The final plan would have to be endorsed by the state government.

In Malaysia, the Perak State Government coordinated a tourism plan for Pangkor Island, related islands and the nearby mainland. The study area boundary coincided with local government boundaries; specifically those of the adjacent Districts of Lumut and Perak Tengah. This arrangement facilitated subsequent implementation and management of the plan by the respective district councils. A similar case is the plan for the tourism development of Phetchaburi and Prachuap Khiri Khan Provinces near Bangkok, Thailand (TAT, 1987). Regional tourism plans are also a guide for investors and developers to the tourism projects that will be supported in one way or another by government. A contrasting Malaysian example is the Pahang Coastal Tourism Development Plan for the entire 200 km of the state's coastline that was initiated by the Pahang State Government; this plan ignores local government boundaries and focuses completely on the future success of coastal marine tourism development in the state. The onus here was on the Pahang Government to coordinate the development.

1.16 PLANNING LINKAGES AND OUTCOMES

Ideally, the hierarchy described here should follow sequentially from the strategic national level through to the detailed project level. The advantage is that the benefits of systematic planning will more likely be realized. Foremost amongst these will be coordinated tourism development and therefore more efficient, rational allocation of resources and appropriate phasing of development. Economic and other benefits of tourism development will then be maximized. In practice, this does not always occur. Development opportunities may arise which cannot wait for the completion of tourism plans. Political imperatives may also interfere with systematic planning. Generally, there are three types of plan produced: statutory, management and construction. While the names given to these types will vary in different circumstances, here these names reflect their intent. The degree of detail contained in these will be

determined by their hierarchical level: the lower the level, the more detailed the recommendations.

Statutory plans have formal roles under relevant legislation. Planning legislation often calls for the preparation of plans that are usually displayed for community comment prior to formal adoption. Once finalized, these plans have specific roles under the legislation and become part of the legal framework for the management of development. Few tourism plans are of this type as statutory plans typically are multi-sectoral where tourism is one among many. In such cases, tourism planning is undertaken as an integrated component of the overall plan formulation. This underscores the fact that tourism is only one sector competing for limited resources.

Most tourism plans at the national, regional and destination area levels are non-statutory plans that are prepared primarily as management tools. Once one of these plans has been endorsed by government, regardless of whether it has been prepared by the public or private sectors, it becomes a guideline for tourism implementation and facility operation. Government officers and non-government managers in different organizations thus have a common reference for tourism development in a particular area; a comprehensive tourism plan will identify the potential for tourism development qualitatively and quantitatively. This will include the projected demand change for international and domestic segments and their estimated expenditures over time. The spatial distribution for physical development and the related project types will be described. Essentially there are two types of project: hardware and software. Generally, hardware includes physical projects that involve the development of accommodation, theme parks, airports and so forth. Supporting infrastructure such as water supply, highways and telecommunications along with housing and community facilities for the resident population, where relevant, are also hardware. Software projects, for example, may relate to institutional development such as establishment of government tourism units, marketing and promotion programmes for the developed tourism product, training of tourism industry workers and initiation of new tour packages. Feasibility analyses and recommendations on the sources and quantum of investment finance may also be included, though the latter is often a separate exercise, especially in public-sector planning.

Some tourism plans focus on a few of these aspects only; for example, tourism development potential, human resource development or marketing. In all situations, vertical integration with tourism development at higher and lower hierarchical level is critical for coordinated resource allocation and resultant development. Similarly, horizontal integration will be needed to create the necessary linkages between regions and related destination areas for coordinated infrastructure provision and marketing programmes. Central to the success of any tourism plan will be its implementation and operation of tourism projects. Government officers need guidelines that provide a framework for

approval of projects for implementation, the regulation of implementation and project operation. Guidelines also assist developers, building contractors and facility operators to understand the parameters and requirements for project implementation and operation. A comprehensive tourism plan will include guidelines for each project—both hardware and software. Physical development guidelines, for example, may impose limits on the maximum height of buildings in a resort, the distance of buildings from one another and the site boundary and the types and colour of construction materials so as to create a controlled resort ambience. Construction guidelines may, for example, impose limits on the extent of cutting of hills in mountainous areas to prevent slope collapse and silt traps to limit silting of rivers and streams. Operational guidelines may require the on-site treatment of wastewater from kitchens and bathrooms to prevent the pollution of the sea and may impose limits on foreign employment to provide jobs and training for residents. As is indicated by these few samples, guidelines must be all-encompassing and strive to provide a clear framework for effective management of tourism development. Construction plans elaborate in considerable detail on the concepts of elements of destination area plans to facilitate their construction. Designs by architects, landscape architects and engineers are detailed as tender drawings for construction. While an important and indispensable part of the tourism planning and development process, this activity is not normally considered to be planning but a post-planning activity.

1.17 SCOPE OF TOURISM PLANNING

The decision to develop tourism or expand present tourism development in a community, a region, or a country must be studied carefully. The socioeconomic benefits from tourism are powerful. Tourism development looks attractive to both developed and underdeveloped countries with the right preconditions—some combination of natural, scenic, historical, archaeological, cultural, and climate attractions. Tourism is a growth industry, and while that growth may show some slowing in the short run, the long-run prospects are good. The expected continued growth is based on continually rising per capita incomes, lower travel costs, increased leisure time, and changes in consumers' tastes and preferences toward travel, recreation, and leisure goods and services. Many advocates look at tourism as a panacea for solving an area's development problems. This view is unrealistic because benefits may be accompanied by detrimental consequences. A review of some advantages and disadvantages from Chapter 1 arising from tourism development will indicate why careful planning is necessary. Major arguments for tourism are that it:

1. Provides employment opportunities, both skilled and unskilled, because it is a labor-intensive industry
2. Generates a supply of needed foreign exchange
3. Increases incomes

4. Creates increased gross national product
5. Requires the development of an infrastructure that will also help stimulate local commerce and industry
6. Justifies environmental protection and improvement
7. Increases governmental revenues
8. Helps to diversify the economy
9. Creates a favorable worldwide image for the destination
10. Facilitates the process of modernization by education of youth and society and changing values
11. Provides tourist and recreational facilities that may be used by a local population who could not otherwise afford to develop facilities
12. Gives foreigners an opportunity to be favorably impressed by a little-known country or region

Some disadvantages of tourism are that it:

1. Develops excess demand
2. Creates leakages so great that economic benefits do not accrue
3. Diverts funds from more promising forms of economic development
4. Creates social problems from income differences, social differences, introduction of prostitution, gambling, crime, and so –on
5. Degrades the natural physical environment
6. Degrades the cultural environment
7. Poses the difficulties of seasonality
8. Increases vulnerability to economic and political changes
9. Adds to inflation of land values and the price of local goods and services

Consequently, tourism is not always a panacea. On the contrary overdevelopment can generate soil and water pollution and even people pollution, if there are too many visitors at the same place at the same time. Consider automobile and bus traffic congestion, inadequate parking, hotels dwarfing the scale of historic districts, and the displacement of the local community-serving businesses by tourist-serving firms, leading to degradation, rather than improvement, of the quality of life.

Furthermore, too many visitors can have a harmful impact on life in the host country and on the visitors themselves. A beautiful landscape can suffer through thoughtless and unwise land development and construction methods. And customers and crafts can be vulgarized by overemphasis on quantity and cheapness. These responsibilities cannot really be blamed on tourism, but rather on over commercialization. Tourism is one of the world's greatest and most significant social and economic forces. But government officials and businesspeople must weigh the economic benefits against the possible future degradation of human and natural resources.

Tourism development must be guided by carefully planned policy, a policy not built on balance sheets and profit and loss statements alone, but on the

ideals and principles of human welfare and happiness. Social problems cannot be solved without a strong and growing economy that tourism can help to create. Sound development policy can have the happy result of a growing tourist business, along with the preservation of the natural and cultural resources that attracted the visitors in the first place.

Planning is critical to having sustainable development and protecting the environment. Viewed comprehensively, the relationship between tourism and the community, state, regions, and countries requires consideration of many difficult issues: the quality of architecture, landscape, and environmental design; environmental reclamation and amenity; natural conservation; land-use management; financial strategies for long-term economic development; employment; transportation; energy conservation; education, information, and interpretation systems; and more.

These are the reasons why sound tourism planning is essential. Planning can ensure that tourist development has the ability to realize the advantages of tourism and reduce the disadvantages.

Proper planning of the physical, legal, promotional, financial, economic, market, management, social, and environmental aspects will help to deliver the benefits of tourism development—and it can be carried out much more effectively when fully integrated with the process of policy formulation. Good planning defines the desired result and works in a systematic manner to achieve success.

Check Your Progress

1. Describe the relationship between tourism planning and tourism policy formulation.

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2. Describe in brief the scope of tourism planning.

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3. Explain the various aspects of tourism policy at national level.

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1.18 LET US SUM UP

This unit introduced you to the policy formulation and tourism planning. We should take note of the ongoing debate on tourism development between the policy makers, host population, environmentalists, and tourism activists. The Govt. should also devise methods for constant monitoring and evaluation of its programmes at the operational stage also. You should also keep yourself updated on latest policy decisions and declarations which are reported in newspaper from time to time.

EXERCISE QUESTIONS:

1. How tourism planning process and tourism policy can be differentiated?
2. Briefly explain the various constraints of tourism policy in terms of Indian tourism.
3. Write a short note on planning linkages and outcomes.
4. Describe the various levels of tourism planning.
5. Explain the various constraints that arise in tourism policy planning.
6. Discuss the issues on the Indian tourism policy and its implementation at local level.

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UNIT 2: BRIEF OVERVIEW ON TOURISM PLANNING SCENARIO IN GLOBAL CONTEXT

STRUCTURE

2.0 Introduction

2.1 Planning and development management

2.2 Tourism Planning Scenario in Global Context

2.2.1 Intra-regional Planning

2.2.2 Planning at the National Level

2.2.3 Planning at the Regional Level

2.2.4 Planning at the Local Level

2.3 Importance of planning at various levels.

2.4 Let us sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand brief overview on tourism planning scenario in global context
- to gain an insight into the evolving role of national plans in tourism
- to look into what regional planning encompasses
- to understand the planning concepts for regions
- to understand the basic aim of tourism planning at the local level
- to know about the requirements of local level planning

2.0 INTRODUCTION

Tourism makes a major contribution to the national economy. If properly planned and managed it leads to the prosperity of many cities, towns and rural areas. It is because of this reason that it has emerged as a major governmental/national focus area. The planning system has a significant impact on the tourism sector's ability to grow in response to future demand, and to protect the natural and historic assets on which the industry is based. A tension exists between having a planning system that is flexible, so as to provide

adequate opportunities for growth, and one that is strong enough to prevent inappropriate development that would limit tourism potential

In this Unit, we will seek to find out the importance of national level planning for tourism. In this Unit we also discuss the regional level of tourism planning as for one region of a country which could be a state or province, or perhaps an islands group. It is formulated within the broad objectives of the national tourism policy and plan. However, each region is to be planned according to its particular characteristics and development policies. At the same time, there are certain basic concepts and principles which are generally applicable to regional tourism planning. In many cases these are based on what has proven to be functional and successful in already developed tourism areas. As is always the case in the planning process, imaginative new ideas that emerge out of the specific regional features also need to be considered. This Unit also introduces you to the various aspects of planning at the local level. The Unit also highlights the importance of local level planning and how it's neglect can lead to problems, both for the industry as well as the hosts/residents. It also enables you to demarcate the roles of public and private sectors along with the approaches adopted for local planning. It is at the local destination level that the tourists consume the services and direct interaction takes place between the host communities and tourists. Hence, the importance of planning tourism at the local level is gaining prominence. There has been a focus shift from top-down to bottom-up approach in tourism planning. Local level planning must involve all the players and affected parties in tourism.

2.1 PLANNING AND DEVELOPMENT MANAGEMENT

Planning permission

Proposed developments need to meet criteria set out in the relevant Local Development Framework. This process is managed through a planning application with the relevant local authority. Generally all but the most minor developments will need to apply for planning permission.

At its simplest an outline application may be made to establish the principle of the proposal, or a full application made which covers both the principle and the details. Depending on the nature and scale of the development, additional information, eg an Environmental Statement and a Design and Access Statement, must accompany the application.

Planning application process:

Typically the process through which the application will go includes the following.

1. Submission of the application to the local authority.
2. Consultation with interested parties, eg the highway authority, and the public.

3. Consideration of the responses to the consultation and evaluation of the proposals against planning policy.
4. Discussions and negotiation with the applicant.
5. Report to the decision makers, most often a Council committee for larger applications.
6. A decision is issued, usually subject to conditions.
7. If consent is given the development may go ahead.
8. If consent is refused the applicant may appeal to the Secretary of State.

This is a very simplified version and major proposals may undergo several rounds of submission, discussion, revision, consultation and negotiation.

Consent and conditions

Ideally, a development with a tick in all the boxes will receive planning permission. Where this does not happen a balanced decision must be taken. Consent may still be given where the problem areas are relatively minor and may be overcome, e.g. by attaching conditions to the development. In the event of fundamental problems, for example, where the building is inappropriate to the site or there are insuperable traffic problems, the weight of argument may go against the development.

Consent with infrastructure and development obligations

When consent is given it may be subject to an agreement between the developer and the planning authority under which the developer pays for related works, without which planning permission could not be granted. These are now commonly referred to as S106 agreements.

Their main purpose is to provide the mechanisms to secure the provision of new infrastructure or improvements to existing infrastructure, and measures to mitigate the adverse impacts of development. The types of infrastructure requirements covered by the local authority's requirements might include open space, transport, public art and public realm improvements.

2.2 TOURISM PLANNING SCENARIO IN GLOBAL CONTEXT:

2.2.1 Intra-regional Planning

Intra-regional planning, to use the WTO term for planning involving two or more countries from the same region, has attracted little attention in the literature. However, as the WTO's (1980c) inventory shows, intra-regional planning is carried out in many parts of the world. The main emphasis at this scale is on joint marketing and promotional plans, with countries joining together to project a stronger regional image or undertake market research which otherwise would be inadequate or ineffective if done by individual States, especially smaller ones such as those in the South Pacific. An intra-regional

approach can be especially important where the product promoted appeals to international circuit travelers or wanderlust tourists.

South American countries have jointly marketed the Andes Route while Honduras, Guatemala and Mexico have promoted a Maya Route.

Joint developmental and infrastructural planning for tourism is less common, perhaps because the associated investment is more tangible and located in specific countries. An example here is a joint plan by Argentina, Brazil and Paraguay for the development of the tourist potential of the Iguazu Falls, an important natural resource which straddles the three countries. Tourism is also an element of the Blue-Plan, a large-scale intra-regional planning programme involving seventeen countries which were set up by the United Nations Environment Programme to safeguard the environment and promote the harmonious development of the Mediterranean.

For some Pacific island countries, it may be necessary to implement an organisation at the sub national level. It is unlikely that provincial governments could be able to support the development of their own, independent tourism offices. The NTO may need to consider providing support services, including professional staff.

Some Pacific island countries operate under processes of government devolution to provinces or states, with these devolved units empowered to develop and promulgate their 'own tourism strategies and to pursue independent administrative practices. Such discretion may lead to problems, especially of competition, lack of consistency and integration. As tourism is an international activity, it is necessary for governments to deal with international airlines, cruise lines, and tour wholesalers, each of which is more likely to acknowledge the total national entity rather than its component parts. Essentially, tourism development in any nation is indivisible, irrespective of the different degrees of geographical concentration or dispersion. Unilateral action by any province or sub-national unit will have repercussions on the entire nation. If it is the governmental preference that regional autonomy should be practiced, then it becomes incumbent upon the NTO to facilitate coordination, integration, consistency and compatibility of policies and practices. It may be necessary to establish a nation-wide tourism consultative committee to facilitate liaison and coordination.

2.2.2 Planning at the National Level

As Acerenza (1985) and others have argued, planning for tourism at the national level, as at other scales, should be undertaken in the light of broader national development goals and objectives. In some cases these may be stated explicitly or there may be firm government direction. Elsewhere they may not be clearly articulated and the tourism planner has little guidance as to what overall goals should be pursued through the development of tourism. In many instances

tourism plans focus specifically on tourism goals with little direct reference to broader issues, thus lessening the likelihood that tourism will contribute effectively to national development.

Tourism is frequently seen to further national development by improving the balance of payments situation, by generating employment, spreading growth and so on. Where tourism is related to broader goals this is often done in economic terms, although growing emphasis is placed on social and environmental goals. Planners in West Germany (Klopper, 1976; Romsa, 1981) and Switzerland (Keller, 1976), for instance, stress the need to provide recreational facilities for their urban populations and to protect the environment.

Ashworth and Bergsma (1987, p. 154) note that recent Dutch policy has stressed the need to mitigate the large adverse balance of international tourist payments by the stimulation of four aspects of the tourist industry:

- The capturing of a larger share of the high- spending intercontinental tourist trade to Western Europe.
- The diversion of part of the Dutch market from foreign to domestic destinations, as a form of “important substitution.”

The encouragement of ‘near-neighbor holiday- making’ especially from the West German market in order to exploit trends either to more off-season holidays or summer holidays closer to home.

- More profitable exploitation of European transit tourists.

Cyprus tourism policy aims to attract tourists from the high and middle income groups (Andronicou, 1983). Not only are the economic benefits from these groups perceived to be greater but a low-volume high-spending market is believed to be more in keeping with a small island where ‘mass tourism would have had adverse effects both on the environment and the social fabric of the country with a consequential deterioration of all tourist attractions.’

In his study of the Cook Islands, Milne (1987) highlights the tension which may exist between different development goals and the role of different strategies in attaining them. Two major objectives of the Cook Islands government with regard to tourism are shown to be maximizing gross tourist revenue generation on the one hand and maximizing local participation on the other. Intensification of the present pattern of development characterized by large foreign or European-owned establishments with minimal local linkages might enable the first objective to be met but local control would be sacrificed. Conversely, encouragement of alternative tourist development would enhance local participations reduce leakages but at the expense of lower tourist expenditure per day. While not intending to prescribe a strategy for the expansion of tourism in the Cook Islands, Milne suggests that an optimal solution for future development continues to lie in a path between the two poles.

The total or partial incompatibility of different objectives was also recognized explicitly by the British Tourism Association (BTA, 1976) in its 1976 strategic plan for overseas tourism. The BTA ranked its primary objectives: “in

accordance with current government policy of giving preference to the earning of foreign exchange in cases where the regional spread of traffic might compromise such earnings,' and considered the interaction among various operational objectives which might achieve these. Reconciliation of different tourist development goals may clearly be no easy matter but the task is facilitated if reference is made to broader national goals and the nature of the relationships between different objectives is examined at the outset.

Even where regional redistribution is not a primary aim, spatial considerations arise for planning cannot be done in a vacuum and national or regional goals must be translated into geographic terms.

Commenting on tourism planning in Turkey, Ersek and Duzgunoglu (1976) note:

Significant problems in this field have been encountered during the implementation stages of the First Five Year Plan and during the first two years of the Second Plan (1963-72) due to lack of policy decisions and tools to indicate the spatial distribution of resources and priority areas. The definition of priority areas and policy decisions concerning the geographical distribution of resources is of prime importance for a country like Turkey. This is especially so because of the scale and variety of Turkey's tourism resources.

A major concern at the national level therefore is to determine the most important regions to develop (United Nations, 1970). For those nations with an as yet poorly developed tourist industry, this will involve an examination of the country's tourist resources along the lines, together with an assessment of likely demand, and the delimitation of one or several areas to develop.

In other nations where tourism is already a significant activity, resource evaluation and marketing techniques may need to be applied to the question of where or how to concentrate on future growth. Elsewhere, the prime concern may be to identify and rectify bottle-necks and deficiencies in the national tourist system rather than to promote new areas. This is especially important in countries such as New Zealand where the emphasis for overseas visitors at least, is on touring rather than destination-oriented tourism (Parer and Pearce, 1984). Bottle-necks in one or two key places may effectively limit the growth of tourism throughout the country as a whole.

Where possible, selection of areas should be guided by national planning objectives. In Mexico, for example, specific planning criteria have been defined (Collins, 1979) 'New tourist centers should develop new sources of employment in areas with tourist potential. These areas should be located near important rural centers with low incomes and few alternatives to develop other productive activities in the near future.

New resorts should spur regional development with new agricultural industrial and handicraft activities in the zones.' These and other factors led to the development of Mexico's first planned tourism complex in economically

depressed Quintana Roo (Cancun) in preference to other more developed areas such as Acapulco, or equally depressed regions like the Coast of Oaxaca which, however, lack infrastructure.

One of the objectives of Thai national planning has been to foster growth selectively throughout the country by designating key development areas. Elsewhere, for example in Bali (Rodenburg, 1980) and Tanzania (Jenkins, 1982), development has been geographically concentrated to limit some of the socially disruptive effects of tourism.

Spatial co-ordination with other sectors of the economy is also important at the national level. Development of major infrastructure such as roads, airports or ports, for example, should take into account not only the needs and demands of tourism but also those of other sectors such as agriculture or manufacturing. In some instances, multiple use of new infrastructure has been severely limited as Rodenburg (1980) in Nusa Dua, Bali: 'Only \$ 8.2 million (22.6 per cent) of the planned infrastructure budget of \$ 36.1 million will be used for multi-purpose roads and is the only item with the exception of water and electrical supply lines to two local villages, that can be said to serve both the Balinese and the tourist industry.' Co-ordination is also necessary to ensure that valuable tourist resources are not destroyed by other activities. Ciaccio (1975), for instance, observes how the tourist development of much of the Sicilian coastline was seriously compromised by the installation of large oil refineries.

Structurally, one of the major concerns at a national level will be linking development areas with gateway cities. In many countries the majority of arrivals by air will be to a single city and links with the hinterland, particularly in developing countries, may not be strong. Even in economically advanced countries where such linkages exist, for example, Japan and the United Kingdom, international tourists may still be heavily concentrated in the capital city (Pearce, 1987). Selective development of a small number of key tourist regions will reduce the number of linkages to be developed and at the same time permit the promotion of a stronger, more coherent image of these regions enabling them to compete more effectively with the points of arrival. However, in large countries where the potential is for touring rather than resort development, promotion of a second major entry/exit point will help increase the flow of visitors throughout the country and obviate the need for them to backtrack- But where the concern is for social tourism and promoting the recreational opportunities of nationals, the emphasis will be towards developing more localized linkages between the major urban areas and their immediate hinterlands.

In most cases, development of domestic tourism and international tourism will be complementary. The Dubrovnik Seminar (United Nations, 1970) noted:

In some countries development of domestic tourism might lead to a development of foreign tourism, whilst in others, as yet undeveloped, but well endowed with tourist attractions, the encouragement of foreign tourism would lead in due course to growth in domestic tourism. In both cases, however, tourist

development plans should provide from the start for both foreign and domestic tourists.

Many of these spatial elements were incorporated in a recent 10-year development plan for tourism in Belize (Pearce, 1984). There, the resource evaluation, the analysis of existing demand and the marketing study suggested a developmental strategy focused on the main gateways, the northern cays and the southern coastal zone. Emphasis was given to facilitating access from the gateways to these coastal areas and to improving the distribution of information at the points of arrival in order to encourage longer visits amongst overland travellers by directing them out to the more attractive cays and along the coast. In these latter areas a prime concern was to upgrade the infrastructure.

Two more detailed examples of planning for tourism at a national level will now be given. The first, drawn from Vanuatu, involves a general national development plan with a tourism chapter. The second, the Thai national tourism development plan, provides a good example of the way in which many of the elements discussed above are brought together.

Check Your Progress - 1

1. Explain the needs of global level planning in tourism sector.

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2. Define the Intra regional level planning and its importance in global scenario.

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3. Explain the various aspects of National Level Planning in tourism.

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2.2.3 Planning at the Regional Level

Tourist development regions will, in many cases, be defined by national plans although in other cases the initiative may come from the region. Tourist regions identified at the national level will usually be defined in terms of the spatial association of attractions and associated facilities, as in the Thai case or possibly in physical terms (a stretch of coast, a river system or a highland massif) or administrative ones, especially where tourism forms part of an overall regional strategy.

A first concern is with the choice of localities within the region which are to be developed. Some localities may have already been identified in the initial selection process but frequently more specific site evaluation will be required using the methods. At the same time, the regional objectives must be kept in mind, together with structural considerations. Where the aim is to limit social impact only one or two centers may be developed—the ‘dispersed concentration’ of the Thai plan—but where growth is to be spread throughout the region a larger number of development centers may be established. Economic and social objectives may also determine the choice between functional resorts *ex nihilo* in virgin areas or to add tourist activities on to the existing ‘settlement pattern, though this choice will also depend of course on the extent of existing development. In general, the degree of local participation and regional stimulus will be increased where existing settlements are incorporated into development plan.

Some form of structural hierarchy will usually be necessary. A major regional centre may serve as a gateway to the region, provide many of the higher order services and functions, project a stronger promotional image and generally act as development pole. Such a centre might be developed around the greatest concentration of attractions or a major settlement but some completely new base resort might also be created, as with La Plagne in the La Grande Plagne complex. Although a range of facilities might be offered in the regional centre, smaller centers might specialize in providing particular services or serving specific sectors of the market (e.g. families, the elderly, the sports-minded). The staged development of these centres may also allow for a more ready adaptation to changes in market demand. The transport network, which plays the essential role of linking these various centres together, may also be hierarchical.

Environmental considerations become important at the regional level where a range of spatial strategies may be implemented. Zoning measures may encourage the concentration or dispersion of tourist activity. The concentration option favours the location of all or most facilities in certain designated localities, preferably highly resistant environments as determined by studies of carrying capacity. Conversely, the dispersion policy encourages the distribution of smaller scale developments throughout the region, so as to reduce the environmental pressures on any particular spot. Concentration has been favoured in some coastal regions where a prime objective has been to avoid ribbon development the complete length of the coastline. In virgin areas such a policy may be reinforced by economic considerations; for example, the cost of providing infrastructure. A major concern in alpine areas is the altitude at which development should occur, with some writers favoring a move away from high altitude integrated resorts to development of accommodation at middle altitudes and linkages with the ski-fields (Chappis, 1974; Stanev, 1976). Areas to be left undeveloped, especially fragile areas, will need to be formally reserved by their designation as national or State parks as some form of scenic or natural reserve,

or by building codes. Dispersion may be more applicable to rural areas where facilities tend to be on a smaller scale. However, the uncontrolled dispersion of second homes can have unsightly results (Krippendorf, 1977).

A second technique is to relieve pressure on fragile areas by encouraging development elsewhere or by redirecting the tourist traffic. The impact on the coast may be reduced by measures to develop tourism in depth, that is, by distributing growth further inland. This may also spread the economic benefits. Or, access may be given to another forest or a second ski-field may be developed to reduce demand on areas reaching saturation. This is the so-called 'honey-pot' strategy which may be particularly effective if the new attraction intercepts traffic heading from the city to a pressure point. Krippendorf (1977) also suggests improving conditions within the city, so as to reduce the need to escape the urban environment, thus reducing demand on surrounding areas at its very source.

Several of these strategies were incorporated in the French regional master plans for the development of the coasts of Languedoc-Roussillon and Aquitaine which were prepared and implemented in the 1960s. Both of these were large-scale regional tourist development plans focusing on physical development and featuring a high degree of central government involvement in their conception and implementations with major infrastructural work being undertaken by the State.

The first plan for the development of the Languedoc Roussillon littoral appeared in 1964, with modifications being made in 1969 and again in 1972. Although some of the details and names were changed in the process the original principles have been retained. Firstly, it is a comprehensive plan which covers the entire length of the coastline in question and all facets of development. The plan's basic strategy was to concentrate development in five designated tourist units, leaving intermediate areas undeveloped. Such a strategy aims to avoid continuous ribbon development, to protect the more fragile parts of the coast, to bring certain economies of scale (an important consideration given the major infrastructural requirements) and to spread the economic impact evenly throughout the four departments of the region. Each unit incorporates a major new resort of 40,000-50,000 beds, which acts as a development pole, and several smaller existing ones which may be expanded or redeveloped. Development in the easternmost unit, for example, is centred on La Grande Motte. The traditional resorts of Palavas and Le Grau-du-Roi offered little possibility for further expansion but a major redevelopment project for Carnon was undertaken. Later, at the initiative of the Chamber of Commerce of Nimes, a new marina was developed at Port Camargue. The Canet-Angeles unit is an exception, as development there has been based on the already established resorts of Canet Plage and St. Cyprien. Incorporation of the old and new broadens the market base; more readily ensures local participation while still

permitting new concepts to be developed. Of the projected 4, 00,000 new beds, 2, 50,000 were to be built in the new resorts and 1, 50,000 in the existing ones.

Although the coastline was divided up into tourist units, it was also necessary to retain some overall regional coherence. The plan provides for this by the motorway located some distance inland, to which the major resorts are linked by expressways. The motorway provides access throughout the region and a link with the rest of France. This is complemented by the chain of eighteen ports which assures a liaison by sea. Other major operations of a regional nature were those to eradicate the mosquitoes by drainage of marshes and extensive spraying, and to provide shelter belts and create wooded areas through large afforestation projects.

A similar approach was adopted for the development of the Aquitaine coastline, though the units there are not as large, in part a consequence of local environmental conditions. This is a sandy stretch of coastline, some 250 km. long. The coast is backed by the extensive pine forest of the Lands, amidst which is located a chain of small lakes. Parts of the environment are fragile and unstable. There is but a soil layer in the forest, thus the effects of trampling by large numbers of visitors could be quite disastrous. The effects of trampling on the coastal dunes could also be serious, for any blow-out would expose the forest to the burning effects of the salt-laden sea breezes. Moreover the forests could be suffocated by the invasion of the sand. The coast has been divided into seventeen sectors—nine development units (1, 25,000 ha.) and eight protected areas (2, 65,000 ha.). Again a regional motorway runs the length of the region, linking development units to each other and the region to the country as a whole. Smaller roads carry sightseeing traffic and cross protected areas. Each development unit is to be developed in depth. Such a policy is assisted by a more favourable microclimate in the forest and by the existence of an alternative to the coastal beaches in the form of small lakes located 10-20 km. inland. This has enabled development perpendicular to the coast, whereby traditional coastal resorts have been complemented by small-scale subdivisions in the forest and other developments on the lake-shores.

Other regional tourism plans are less heavily oriented towards physical planning. In addition to some provision for new or upgraded infrastructure and plant such plans may also be concerned more with coordinating public and private sector initiatives and with marketing and promotion.

In Canada, planning for tourism at the provincial level joint federal and provincial government action through a Travel Industry Development Subsidiary (TIDSA) to co-ordinate development and reduce fragmentation within the tourist industry (Montgomery and Murphy, 1983).

The primary objectives vary from province to province, but a major concern is with upgrading facilities to enhance the area's attractiveness and to increase visitor numbers and their lengths of stay. Montgomery and Murphy provide a very useful evaluation of the TIDSA for British Columbia and while

noting some success with the programme also identified five major weaknesses namely:

1. The poorly ordered development process, with planning and strategy decisions following, rather than proceeding, project funding.
2. The delay in processing grant applications.
3. Doubt about the public sector's role in tourist development.
4. Intra-group suspicion and rivalry within the private sector.
5. A lack of accountability in the development process and a lack of public input in the decision-making process.

In the absence of a national tourism plan in New Zealand, central government has recently encouraged regions, at the level of the united council, to take the initiative in tourism planning. Most effort appears to have been directed at regional promotion though a broader approach has been adopted in Northland where public input has been sought from the beginning and where the roles of the different regional bodies responsible for the implementation of different facets of the strategy has been recognized (Northland United Council, 1986).

The regulatory and land use aspects of development planning are encompassed by the united council's regional planning scheme, the marketing plan is the responsibility of the regional tourism industry board, with the regional development council assisting with investment and information. Without some overall framework such as the regional tourism strategy these different functions can readily get out of step, while some important areas may get overlooked entirely or duplicated by different agencies.

Heeley (1981) draws attention to the multiplicity of inputs into planning for tourism at the regional level in Great Britain. In addition to the strategies for Britain's ten Economic Regional Planning Regions which generally have a tourism section, regional tourism strategies have been formulated by England's eleven regional tourist boards, regional strategies exist for sport and recreation, with a regional strategy for forest recreation also being drawn up for each of the Forestry Commission's conservancy areas.

Smith, Hetherington and Brumbaugh (1986) provide some useful practical insights into public participation in the preparation of a regional tourism marketing plan in North-eastern California during the early 1980s. The concept which emerged through expert assistance and community input was that of a tourism region united by Highway 89, a concept similar to other regional tourism plans based on theme itineraries or tourist corridors (Pearce, 1987).

Some success was achieved in developing this concept, in associated promotional activities and in attracting new touring business but the long-term effectiveness of the venture has been put in doubt by the failure to maintain a regional tourism council after an initial externally sourced establishment grant ended in 1984. In this respect, Smith, Hetherington and Brumbaugh (1986) note:

Provincialism and serfdom still hamper progress. Verbally the regional concept is vigorously approved but not reinforced with local money. Working together on a project funded by an outside force was acceptable but the concept of local joint funding is still not accepted.

The parallel between rural tourism in north-eastern California and Third World countries seems striking. Even when aided by expertise and socially nurtured, it requires the influence of outsiders, be they carriers, hotel chains or tour operators, to come, initiate and operate tourism enterprises.

The community approach was thus not without its limitations in this case but the authors nevertheless remain optimistic that the fostering of local leadership and the establishment of a broader information base will provide a firm foundation for future tourist development in the region.

2.2.4 Planning at the Local Level

Considerable variation exists in planning for tourism at the local level because of the immense variety of situations at this scale. A general concern is with land-use planning, with tourism constituting but one form of land use which the municipality or statutory local authority must plan for. In many instances, this is not positive development planning but rather is regulatory in nature and is concerned with reducing conflict over the use of land. Some local plans may be concerned with the management of specific areas, especially natural areas such as National Parks (Heeley, 1981; Davies, 1987).

In other instance, specific tourism development planning may occur as in the creation of new coastal or ski-resorts or in the development or conservation of urban areas. Many of these have been concerned primarily with physical planning and have not necessarily included marketing and promotional elements nor given much attention to the broader issues of development. Heeley (1986) observes that local planning authorities in Britain have traditionally been concerned with 'product and place, but not promotion and price.' A very useful review of tourism in structure plans in England is provided by White (1981). Specific tourism marketing and promotional plans are often prepared by local tourist boards having no statutory authority.

Whether the concern is with land-use zoning or development planning, a key consideration at the local level is the physical organization of the sectors. The primary attractions, be they natural or historical, will commonly be a focus for planning as their location is often fixed and their features vulnerable. The distinction between transport to and within the destination is critical at this level. The range of accommodation types, including residential housing, must be kept in mind and appropriate densities and height limitations determined. Provision must be made for services such as shops and restaurants as well as other functions and forms of land use, particularly where tourism is but one of several activities.

Development will take several forms depending on whether planning is for a beach resort, an historic or cultural centre, or for tourism in an urban area. Details and emphasis will also vary site to site but several general principles and considerations apply to most situations.

Rosenow and Pulsipher (Tourism: The good, bad and ugly, 1979) identified four steps for local planning using. They are:

1. Delineate distinctive features.
2. Plot critical zones
3. Establish use objectives
4. Formulates specific action programmes

Step 1 should be handled during the inventory process. Distinctive features refer to the community's resources that are important for tourism development. Critical zones are those areas where tourists are often found. These may be transportation corridors, city centers, recreation sites or any where degradation of the resource will attractiveness. Once critical zones have been identified, land use objectives can be applied and then specific action programmes can be implemented.

Requirements for local level planning:

Planning at the local level entails the different process. Given below are the certain requirements for local level planning:

1. **Resource analysis:** One of the basic requirement for all localities embarking on tourism development efforts is to be aware of the resources available to attract tourist to an area before undertaking any efforts. Too often, local development efforts focus on bringing tourists into an area before understanding why anyone would want to come. Resource analysis or inventory preparation, thus, is the basic pre-requisite for local level planning.
2. **Community awareness:** Local residents do not often understand the economic benefits from tourism, especially if they are not on receiving end of the tourist expenditures. Instead, they tend to focus more on the negative impacts resulting from congestion and overcrowding, inflation and other ills related to hosting function. Community tourism development specialists recommend periodic awareness programmes to instruct local residents of benefits of tourism. Failure to do so can result in a loss of tourism market share, as guest-host relations turn from a positive experience to one resentment.
3. **Opportunity recognition:** One of the most difficult things is to recognize the tourism possibilities in their own area. Too often, communities overlook even some of the spectacular attractions available to them. There appears a feeling that if it exists in your backyard, then it must not be a notable attraction. Attractions that are easily recognizable such as

ethnic or socio-cultural resources, receive even less attraction. At the same time what might be identified may not have a market; hence, proper identification of attraction is crucial.

4. **Tourist profiles:** Concurrent with attraction inventory assessment, a visitor profile assessment should be undertaken. Current tourists can reveal a great deal of information should not only the quality of present attractions, but of services present or lacking and the need for additional attractions. Tourists profile will also reveal the quality of guests coming to the area and whether the residents want these kinds tourists or not.
5. **Use zones:** Zoning is a concept that is understood and applied, although loosely, throughout the world. Basically, it is a technique to designate a specific area for specific activity.

Check Your Progress -2

1. What do you understand by regional level planning?

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2. Explain the importance of local level planning in tourism sector.

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3. Local level planning contributes to the significant development of tourism. Justify with some reasonable examples.

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2.3 IMPORTANCE OF TOURISM PLANNING:

Tourism should be planned at national, regional and local levels. At all these levels, planning is considered with tourism development policies, structure plans, facility standards, institutional factors and all the other elements necessary to develop and manage tourism. Then, within the framework of national and regional planning, more detailed plans for tourist attractions, resorts, urban, rural and other forms of tourism development can be prepared.

There are several important specific benefits of undertaking national, regional and inter-regional tourism planning. These advantages include:

- Establishing the overall tourism development objectives and policies- what is tourism aiming to accomplish and how can these aims be achieved.
- Developing tourism so that its natural and cultural resources are indefinitely maintained and conserved for future, as well as present, use.

- Integrating tourism into the overall development policies and patterns of the country or region, and establishing close linkages between tourism and other economic sectors.
- Providing a rational basis for decision-making by both the public and private sectors on tourism development.
- Making possible the coordinated development of all the many elements of tourism sector. This includes inter-relating the tourist attractions, activities, facilities and services and the various and increasingly fragmented tourist markets.
- Optimizing and balancing the economic, environmental and social benefits of tourism, with equitable distribution of these benefits to the society, while minimizing possible problems of tourism.
- Providing physical structure which guides the location, types and extent of tourism development of attractions, facilities, services and infrastructure.
- Establishing the guidelines and standards for preparing detailed plans of specific tourism development areas that are consistent with, and reinforce, one another, and for the appropriate design of tourist facilities.
- Laying the foundation for effective coordination of the public and private sector efforts and investment in developing tourism.
- Offering a baseline for the continuous monitoring of the progress of tourism development and keeping it on track.

The planned approach to developing tourism at various levels is now widely adopted as principles, although implementation of the policies and plans is still weak in some places. Many countries and regions of countries have had tourism plans prepared. Other places do not yet have plans, but should consider undertaking planning in the near future trends. Founded on accumulated experiences, the approaches and techniques of tourism planning are now reasonably well understood. There is considerable assurance that, if implemented, planning will bring substantial benefits to an area.

2.4 WTO Planning Processes and Global Scenario:

A number of planning processes are used and promoted by the World Tourism Organization (WTO). The group of processes (also known as the 'comprehensive approach') provides a framework for tourism planning at national and regional level. Their aim is to develop and manage tourism sustainably through a centralized top-down approach implemented by a 'tourism plan'. They operate within a framework of national and regional planning (see regional and district tourism strategies and Resource Management Act framework). More detailed plans can be prepared that pertain to specific tourism attractions, resorts etc. The approach is useful because it provides for an overarching policy base for tourism planning in a particular area. Elements of the WTO framework are

evident in New Zealand tourism planning including the New Zealand Tourism Strategy 2010.

WTO approaches are widely used in international tourism planning at national and regional levels. In some countries a national tourism plan is prepared and implemented by central authority - very much a “top-down” approach, but with a strong focus on sustainable development. A more “bottom-up” approach can also be used where early public involvement determines what the community would like to see developed. Local Objectives are then fitted together in the national or regional plans. A combination of both ‘top-down’ and ‘bottom-up’ approaches can be used.

Different models of tourism planning can be used at the more detailed local level plans and can be directed by a policy approach at national and regional level. For example:

Planning Tourism as an Integrated System - balance of ‘demand’ and supply’ factors.

Planning for Sustainable Development - balance of economic and environmental systems, conservation emphasized in natural areas; host community considered.

Environmental Regional Planning approach - addresses all environmental elements and key focus on community-based tourism and maximizing benefits to local community.

Quality Tourism Approach - related to sustainable development - achieves benefits to both marketing perspective and community.

Long Range and Strategic Planning- The general processes for tourism planning under the WTO approach do not differ greatly from those used in non-statutory strategic planning in New Zealand, including phases of Terms of Reference and objective setting, steering or reference group formation, survey, analysis and synthesis, policy and plan formulation, institutional recommendations and implementation and monitoring. As a top-down approach, however, driven by national or regional government, implementation mechanisms not part of New Zealand system may be available to agencies implementing plans. National and regional objectives generally prevail over local or sectoral concerns. Monitoring is considered an integral part of plan implementation and management under the WTO approach. Typically monitoring will address progress of implementation, the number and types of tourists to see if market is being maintained, tourism satisfaction levels, economic, environmental, socio-cultural impacts of tourism generally. Targets can be set and these can then be monitored as to their achievement.

2.5 LETS SUM UP

Tourism is affected by planning policy at national and local level, and it is important to be aware of how this can affect proposed developments. Anyone

considering carrying out a tourism-related development is advised to seek the advice of consultants, such as an architect or planning consultant, and ask them to conduct pre-application discussions with the relevant planning authority to ensure that proposals are in line with their policies.

Tourism also exerts major influences on the places for which local authorities are the responsible planning bodies. Authorities, therefore, must also respond to the pressures of tourism. The planning process can encourage positive management and appropriate development, or, if done badly, it can frustrate the achievement of social, economic and environmental benefits.

It is naive to suggest that the relationships between local authorities and the industry are always harmonious at the planning interface. However, it is important that they aim to be so, especially as planning has a vital role to play in promoting more sustainable approaches to tourism.

Tourism planning at the national level should be such that it helps to preserve, retain and enrich the country's tourism attractions, life style, cultural expressions and heritage in all its manifestations. As a rule, all countries that wish to develop tourism as an industry of repute and seek economic benefit have to prepare a guiding national plan that gives the direction of growth. Government has a vital role of tourism planning at the national level. This role is normally assigned to the Department of Tourism, i.e., the national tourism organization. The national tourism plans should aim for sustainable development and growth. The planned approach to developing tourism at the regional level is now widely adopted as a principle. Although the implementation of the policies and plans is still weak in many areas, it is gradually gaining ground.

This Unit described the features for identifying tourism regions and the various aspects that ought to be covered in a regional plan. Regional planning is complimentary to national planning. Plans should not be static. Rather tourism plans need to be revised based on present day circumstances and likely future trends. More so, for regions because regional plans will get disrupted sooner than national plans. It is at the local destination level that the tourists consume the services and direct interaction takes place between the host communities and tourists.

Hence, the importance of planning tourism at the local level is gaining prominence. There has been a focus shift from top-down to bottom-up approach in tourism planning. Local level planning must involve all the players and affected parties in tourism. Increasing the destination life cycle has to be the prime objective for planning. This can be achieved by adopting sustainable development principles and balancing the match between demand and supply. Creating tourism awareness, infra-structural development, visitor services management, narrowing down of economic imbalances, developing attractions, resorts, etc. all form a part of tourism planning. Constant interaction and coordination between the public and private sectors leads to better planning.

Application

Typically a plan prepared under a WTO model would include the following elements:

Spatial - should cover most natural areas - generally concentrates tourism activities into zones (zoning) to maintain environmental protection, and adopts techniques of reducing impacts of tourism.

Site-specific details are not usually covered at regional or national levels.

Conservation - provides a focus on conservation in terms of providing capacity in an area that otherwise without tourism may not be conserved well. It considers that tourism is always a critical component to consider in the establishment and management of protected areas: if well planned it helps justify and pay for conservation of important natural areas, archaeological and historic sites, helps improve environmental quality, and increases local environment awareness. The WTO has published an influential set of guidelines that provide a theoretical structure and practical guidelines for natural area tourism managers. The underlying aim is to ensure that tourism contributes to the purposes of protected areas and does not undermine them.

Environmental Protection - is often an integral part of the planning process - seen as application of environmental planning and sustainable development approach including establishing carrying capacities of tourism areas. At national and regional levels, biophysical carrying capacities must be considered more generally.

Economic - planning is driven by a view that tourism 'fuels' economy, conservation, protection, heritage and cultural values of an area. Economic benefit is recognised as the primary reason for developing tourism but the approach acknowledges that economic, environmental and socio-economic costs and benefits must all be weighed together to achieve a balanced development.

Social- Host communities considered as something to address as opposed to direct involvement in plan and policy development. Host community not generally considered except where bottom-up tourism plans used at more detailed level, nothing about indigenous peoples.

Institutional / legal - planning generally carried out under a framework where central government assumes control and implementation of national and regional plans. Sometimes this makes an erroneous assumption that local communities have capacity and desire to work effectively within a national or regional framework

EXERCISE QUESTIONS:

- 1) Explain how tourism planning changes the global tourism scenario.

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2) Describe the regional level planning and local level planning and find out their relationship in terms of tourism development.

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3) Describe various terms that needs to be considered in national level planning.

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4) What is the importance of tourism planning at various levels?

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5) What are the requirements for local level planning?

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6) Describe the tourism planning framework by WTO.

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UNIT 3: ENVIRONMENTAL, ECONOMIC AND SOCIO CULTURAL ADVANTAGES OF TOURISM PLANNING

STRUCTURE

- 3.1 Introduction
- 3.2 Environmental Considerations
 - 3.2.1 The Impact on Environment
 - 3.2.2 Impact Mitigation Measures
- 3.3 Environmental Planning Process
- 3.4 Tourism and Economy
- 3.5 Tourism Development and Economic Planning
- 3.6 Planning to Enhance Economic Benefits
 - 3.6.1 Strengthening Economic Cross Sectoral Linkages
 - 3.6.2 Ownership of Tourist Facilities and Services
 - 3.6.3 Local Employment
 - 3.6.4 Local Management of Tourist Facilities and Services
 - 3.6.5 Local Tour and Travel Services
 - 3.6.6 Shopping
 - 3.6.7 Expansion of Tourist Activities
- 3.7 Tourism Investment Strategy
- 3.8 Economic Analysis and Recommendation
- 3.9 Socio-cultural Considerations
- 3.10 Let us sum up

OBJECTIVES

The following objectives are reviewed:-

- Environmental, economic and socio cultural advantages of tourism planning.
- understand why environment, society and culture are so important for tourism planning
- know about the steps undertaken to preserve these resources, and
- identify the economic issues which crop up in tourism planning
- to understand and analyze the major considerations of planning process in tourism

3.1 INTRODUCTION

This Unit discusses the relationship between tourism, environment and socio-cultural quality. Tourism, perhaps, more than most other economic activities relies heavily on a good quality Environment, society and culture (the

three major resources) to deliver a product which the consumer desires. The tourism industry has perhaps the potential to either contribute to environmental improvement or alternatively, to destroy the assets on which tourism is built. However, governed by immediate profit motives, many players in this industry even knowingly ignore this aspect. It is well known that provision of facilities associated with tourism development transform the natural environment. This process can modify and even eradicate the original source of attraction. There is also recognition of the fact that tourism must strive to develop as a socially responsible industry. More specifically it must move pro-actively rather than simply responding to various pressures as they arise. Today resident responsive tourism is the watchword for tomorrow in this industry. Community demands for active participation in the setting of the tourism agenda and its priorities for tourism development and management cannot be ignored. This has to be acknowledged as a fact by the industry.

During the 1960's, and even much of the 1970's, tourism was developed primarily based on economic objectives, with limited regard in many areas for environmental and socio-cultural impacts. Because of the much manifested negative impacts resulting from that earlier development, concern in the 1980's and 1990's focused on prevention and control of environmental and socio-cultural impacts, along with achieving economic objectives.

The surge of interest in environmental issues in recent years has led to a critical assessment of the role which tourism plays. From the Lake District in England to Acropolis in Athens, from the hills of Chamba to the shores of Puri, tourism has taken its toll. The result has been pollution, danger to wildlife, deforestation, strain on local resources, damage to historical monuments and negative effects on local culture. Though attempts have been made to prevent this kind of damage, the lure of tourism revenue has proved too strong. The reason why much of the development has resulted in undesirable outcomes is quite simple to understand. A region whose comparative advantage depends on outstanding natural beauty may attract too many tourists, leading to congestion, overcrowding, pollution and the destruction of the environment which formed the basis for the areas competitiveness. Similarly, this can occur and has occurred with ancient buildings, monuments and waterways. Where property rights are well defined the private markets have attempted to solve such problems by charging a price, thus excluding those unwilling to pay and using some of the income to maintain their assets. However, substantial parts of the tourism products are based on common property such as scenery, coastlines, mountains and society, etc. So, they become properties / objects used by all but nobody is responsible for their upkeep. This is where planning becomes inevitable so as to sustain these public properties and to check that the natural and cultural resources of a region are not destroyed. In this Unit, we will discuss how environmental and socio-cultural issues are paramount for the development of tourism and what approach of planning should be adopted to maximize returns.

In this Unit, we will also discuss the various environmental policies and more specific impact control measures that can be applied to achieve environmentally and socially integrated tourism development. This kind of development does not generate negative environmental impacts but reinforces positive ones and, where needed, improves the overall environmental quality of tourism areas.

3.2 ENVIRONMENTAL CONSIDERATIONS

The era of environmental concerns was ushered in by the World Conservation Strategy and the Brundtland Commission in the 1980's. It was given renewed impetus following the Rio Summit and the adoption of Agenda 21. In the tourism sector, too, support for ecologically sustainable development is now emerging strongly as the logical way of balancing environmental concerns with growth and development of the industry.

A conference held in Canada on 'Global opportunities for business and the environment' concluded that sustainable development holds considerable promise as a vehicle for addressing the problems of modern tourism (Tourism Canada, 1990). What was recognized was the interdependence between environmental and economic issues and policies. Further, the acceptance of the fact that sound environmental management and planning does not merely cost, it pays, was a crucial decision. Typically, the initial force motivating tourists is the landscape, encompassing attributes of both the physical and social environment. As a tourist destination matures, attractions are added, facilities are provided and infrastructure is expanded to present a new blend of structures, activities and functions. Not all such additions are incorrect and change always does not mean a negative impact. If carried out sensitively, tourist development can contribute to substantial upgrading of the environment and enhance visitor enjoyment along with ecological sustainability. What is important to understand is that decline is not inevitable. With sound planning and management it is possible for the downturn to be checked, rejuvenation achieved and viability sustained. A more positive alternative could be to sustain and enhance the environment for tourism.

3.2.1 The Impact on Environment

Some major potential impacts of tourism on the built environment have been discussed as:

Impact Aspect Potential Consequences

Urban Form

1. Change in character of built area through urban expansion or redevelopment.
2. Change in residential, retail or industrial land uses (e.g. move from private houses to hotels).

3. Changes to the urban fabric (e.g. roads, pavements etc.)
4. Overload of infrastructure (e.g. roads, railways, car parking, electricity grid, communication systems, waste disposal, buildings, water supply. Provision of new infrastructure or upgrading of existing infrastructure.

Visual Impact

1. Growth of the built-up area
 - a. New architectural styles
 - b. People and belongings, litter
 - c. Beautification
2. Restoration
 - a. Re-use of disused buildings
 - b. Restoration and preservation of historic buildings and sites
 - c. Restoration of buildings and second homes.
3. Erosion Damage of built assets from feet and vehicular traffic (including vibration effects)

Pollution

- a. Air pollution from tourists and tourist traffic.
- b. Air pollution from non-tourist sources causing damage to built assets.

(Source: *Hunter, Colin & Green, Howard, Tourism and the Environment: A Sustainable Relationship?*, Routledge, 1996.)

3.2.3 Impact Mitigation Measures

Butler (1991) provides a review and critique of measures which can be used to decrease the pressures of tourism on the environment. According to him, there are four main approaches to impact mitigation, namely:

- i) Changing the tourist type,
- ii) Changing the resource for resistance,
- iii) Education, and
- iv) Curbing tourist numbers.

Changing the tourist type means moving away from mass tourism to some form of alternative tourism. This means involving a different type of responsible tourist who is unlike a traditional mass tourist. However, Butler has criticized this measure in a number of ways. Firstly, he is of the view that there are insufficient alternative tourists to supply all the destinations which seek them. Secondly, a large proportion of expenditure of such tourists is made out with the destination area. Thirdly, even the most environmentally conscious tourists can degrade the environment. Finally, it is suggested that small-scale alternative tourism operations may well grow and change through time into potentially more destructive forms.

Another possibility is to try and change the resource base so that one is able to understand tourism pressure. This might involve making the resource more resistant. This is particularly appropriate in and around fragile heritage

resources, wildlife parks, monuments, etc. This would involve discouraging tourist exploration and provide new infrastructure, etc. Butler recognizes that increasing the resistance of the resource base has been successful in some cases. At the same time he questions its acceptability to tourists and others in situations where:

- any change to the resource base might reduce its inherent attractiveness, or
- Where tourists are unconvinced of the need for protection.

Butler is also sceptical of a management approach based on curbing tourist numbers, whether this is used to reduce numbers where they are already high, or to limit numbers before they reach some level. He argues that attempts to reduce tourist numbers are rare, because of the risk to jobs and the standard of living amongst the host population which a reduction in tourist revenue might bring.

For Butler, the best and possibly only prospect of reducing tension pressures in existing tourist centers over long run lies in education. According to him, the environmental impacts of tourism need to be better understood by developers and others in the industry, governments and other public sector agencies, local population and tourists themselves.

Many destinations have already initiated measures in this regard. Certain tourism organizations like the PATA have also come forward for generating awareness through educational films, formulating a code of conduct for the tour operators, etc. However, education is not the only solution. An evaluation of both, the environmental as well as social considerations at the planning stage itself can ensure environment friendly tourism development.

3.3 ENVIRONMENTAL PLANNING PROCESS

The best way to avoid negative environmental impacts and reinforce positive impacts is to plan tourism properly, i.e., using the environmental planning approach before development. This planning must take place at all levels – national, regional, local and site specific areas for hotels, resorts and tourist attraction features.

Environmental planning follows the same process which is used for development planning, but more emphasis is placed on considerations of the physical environment and socio-cultural requirements. The process involves the steps outlined below:

i) Establishing Development Objectives

The general objectives of developing tourism must be decided as a basis for planning. These must necessarily be preliminary until they are determined as realistically compatible with one other. Environmentally oriented objectives in a regional plan, for example, often include developing tourism in such a manner

that no serious negative impact results, and using tourism as a means of achieving conservation objectives such as preservation of cultural monuments or development of national parks, etc.

ii) Survey of the Existing Situation

This survey includes all aspects of the existing situation, particularly the detailed characteristics of the environment. For example in a beach resort area, the survey would include the climatic and weather patterns of rainfall, temperatures, humidity, sunshine and winds; land and underwater topography; extent and quality of the beach, beach erosion; near shore water current flows, etc. There is now an increasing awareness of environmental auditing but it is by no means a general practice. The audit has its origins in manufacturing industry where the technique was developed to measure a company's compliance with environmental regulations and controls.

The European Union uses the following definition in this regard: "A management tool comprising a systematic, documented and periodic evaluation of how well organizations, management and equipment are performing with the aim of safeguarding the environment by facilitating management control of environmental practices."

Few tourism companies in the developing countries have adopted this practice although some hotels in India have done so. Few tour operators have also taken note of this. It may be that as governments become more concerned about the environmental issues, legislation will be used to enforce standards. There is no single approach to environmental auditing. The methodology selected will depend very much on the nature of tourism business and the location of the activity. Some countries such as Singapore, have very high standards of environmental legislation and control, whereas others have none.

iii) Analysis

The planning process includes several types of inter-related analysis such as socio-economic impact of tourism development; types of tourist attractions to be developed; type and extent of transportation facilities and services required. The physical environmental characteristics are analyzed to determine the carrying capacity of the area, the levels of tourism development and how best the development can fit into the environment. From the environmental standpoint, one of the most important analytical techniques is determination of the carrying capacity of the planning area. Capacity analysis is a basic technique now commencing to be widely used in tourism and recreational planning. It is done to systematically determine the upper limits of development and visitor use and optimum utilization of tourism resources.

As defined by Mathieson and Wall (1982), carrying capacity "is the maximum number of people who can use a site without an unacceptable alteration in the physical environment and without an unacceptable decline in the

quality of experience gained by visitors”. To this definition should be added, without an unacceptable adverse impact on the society, economy and culture of the tourism area. Establishing carrying capacities is based on the concept of maintaining a level, of development and use that will not result in environmental or socio -cultural deterioration or be perceived by tourists as depreciating their enjoyment and appreciation of the area. Carrying capacity analysis provides an essential guideline to be used in formulating a tourism plan at any level.

Check Your Progress

1. Explain the relation between tourism and environment.

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2. What is the impact of tourism on environment of a region?

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3. Describe the various environmental considerations that need to be adopted while planning for tourism.

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4. Explain the term impact mitigation measures.

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3.4 TOURISM AND ECONOMY

It is generally recognized that tourism stimulates the development of several sectors of the national economy. Tourism:

- creates new local requirements for equipment, food and other supplies fostering new industries and commercial activities and creating a new market for them,
- has a favorable impact upon employment in a country as it increases the opportunities available for jobs in accommodation, food industries, tour operations and travel agencies, government tourist offices, handicraft and

souvenir trades, recreational, amusement and entertainment activities and various selling outlets,

- Increases urbanization through the continuous growth of construction and renovation of tourist facilities. This implies creating and improving infrastructures and tourism superstructures, particularly in remote and depressed areas,
- helps to increase the state earnings of hard currency necessary for bridging or reducing whatever deficit there is in the balance of payments, and thus fosters the development of national economy,
- is one of the most effective redistributive factors in international economic relations. To explain this, one has to admit that travel is a social activity arising from surplus income. Thus, the focus of foreign travel is directed towards developing regions which are more attractive naturally as they are not yet spoiled by industrialization. Thus, tourism redistributes capital between developed and developing countries, and
- activates the economic circuit in a country, thus accelerating the multiplier effect.

With as many benefits accruing out of tourism, it becomes essential that it be planned well even on the economic front. The following illustration explains how tourist dollars enter into the main economy through just one sector – the restaurant. All the other sectors also repeat this process. Food rent other spending Savings Farmers Others Leakage Supplies of raw materials Supplier employees Supplier other spending Food Rent Other spending Savings Employees Food and Liquor purchases Local government taxes .Other spending Tourist Dollars Restaurants Hotels Tour Operators Shops Attractions.

3.5 TOURISM DEVELOPMENT AND ECONOMIC PLANNING

Tourism planning can be viewed as a form of economic development planning that is directed towards tourism-related objectives. Examples of tourism planning include:

- A plan to increase the foreign exchange earnings of a nation by encouraging the growth of tourism.
- A plan to improve local employment through tourism industry.

The plans listed above generally involve public resources and objectives, such as the creation of land use controls, the construction of a network of highways, and the provision of affordable housing to residents. Consequently, this planning is done by the government. Private sector planning activities generally occur at the investment level with specialists in various aspects of product development, building, finance, marketing, management and operations providing technical information and expertise to the planning process.

Tourism development works best when it is fully integrated into the economic base of an area. When it is only one of the groups of industrial

activities, the economy will be diversified and less susceptible to major economic fluctuations.

For example, if tourism declines because of a shortage of fuel for transportation, a tourism dependent community will be harder hit than one which also has an agricultural or manufacturing base. Thus, for these communities economic planning becomes essential.

3.6 PLANNING TO ENHANCE ECONOMIC BENEFITS

Tourism facilities and services have to be planned to match the demand for such facilities and services. Excess capacity is wasteful. Inadequate capacity leads to customer dissatisfaction. The problem is one of matching the arrivals with services. Even when well matched, it is almost impossible to avoid delays in attending to customers while some facilities and servers remain idle. When a server is busy, any arrival during this period has to wait, thus a waiting line gets formed.

There are several techniques that can be applied to enhance the economic benefits of tourism. These should be incorporated into the planning process so that possible problems are prevented or reduced before they occur. In the initial tourism development of an area application of these measures can be commenced, realizing that considerable time may be required to fully implement them, depending on the local situation and especially on the general level of economic development of the area. Some of the common approaches are highlighted in the following Sub-sections.

3.6.1 Strengthening Economic Cross-Sectoral Linkages

Basic to the enhancement of economic benefits is making optimum use of goods and services produced within the country, region, and community as inputs to tourism that is, increasing the local value addition to tourism. This reduces the leakage factor of money spent (often valuable foreign exchange at the national level) to purchase imported goods and services. In some areas, such as resource-limited island economies, it may be necessary to import a considerable amount of items used in tourism. This situation is justifiable because tourism still brings substantial benefits that otherwise would not exist. However, opportunities for import substitution and increasing tourist expenditures should be explored in any environment.

Cross-sectoral linkages between tourism and agriculture and fisheries can often be strengthened through improving local production of food items – vegetables, fruits, dairy products, meat, poultry, fish, and other seafood – used in tourist restaurants. It may be necessary to modify existing or develop new types of food items for the tourist market in terms of variety and quality. Production and marketing must be integrated to ensure that a reliable supply of the items is available when and where needed. In some places, where suitable soils are

limited or the climate is not suitable, hydroponic farming can be economically viable compared to the cost of imported food items. Similarly, aquaculture techniques are also used to increase seafood production. There may also be scope to include more of the local cuisine, based on locally produced food items on the tourist menu. It should not necessarily be assumed that tourists only want to eat food to which they are accustomed. In certain cases local cuisine itself is a tourist attraction.

Other opportunities for using locally produced goods exist in the incorporation of local building materials in the construction of tourist facilities and in the manufacture of furnishings and supplies for hotels and other facilities. Facilities and furnishings should be designed to make use of local materials if they are available and suitable. For example, locally made furniture, ceramics and dishware, and textiles can be designed for hotel rooms, lobbies, and restaurants. This, in fact may make these places more interesting for tourists if local styles are incorporated. Tour buses and other tourist transportation can perhaps be manufactured or at least assembled locally. Expanding handicraft production is also a technique that can be used to increase local input of materials as well as labour in tourism, as has been referred to previously. Local handicrafts can be used as décor in hotels and other tourist facilities.

Many of these local goods and services developed or improved for tourism are also often marketable and may have potential for direct export. This further improves the economy and, at the national level, increases foreign exchange earnings.

3.6.2 Ownership of Tourist Facilities and Services

Obviously, complete local ownership of hotels and other tourist facilities and services such as restaurants and tour and travel agencies will maximize retention of profits from the capital investment made, as well as give the local population more control over tourism development and operation. But if local capital resources are limited, which is often the case in newly developing tourism areas, or if some of the available capital is needed for other economic sectors, it may be necessary to allow outside capital. In some cases, outside capital investments are encouraged in order to get tourism started. This is done to generate the needed income and employment.

Joint venture ownership as a combination of outside and local capital is a commonly used technique to capitalize projects so that at least some local capital is utilized. Often, joint venture is required to have a minimum of 51 per cent local input so that local control of the project is ensured. Techniques for promoting local control can include such measures that, over time, the local investment input in a joint venture project are increased gradually as local capital becomes more available. Sometimes, the value of the land on which tourism projects are located, if locally owned, can be used as part of the local contribution to the capital investments. Various forms of subsidies or loans can also be made

available to local persons or companies to acquire equity ownership in tourist facilities. In many developing countries specific corporations have been made by the governments to finance tourism projects.

To encourage the spreading of equity ownership among the general local population, so that it does not concentrate in the hands of few locals or outsiders (whether elsewhere in the country or foreigners), various techniques can be employed. Hotel or resort corporations can be set up with public sale of shares, perhaps with first priority for purchase given to the local population, with the profits being distributed as dividends to the shareowners. Another technique is organization of condominium type accommodation units, whether part of a hotel or self-catering apartments, townhouses, and villas, which can be individually sold to local persons or families with modest resources. The units can still be under common property management in order to benefit from management expertise and marketing activities but with the individual owners receiving their share of the profits. In some areas, development of locally owned small-scale hotels, guesthouses, and restaurants can be encouraged through loans and even technical and managerial assistance provided to local entrepreneurs.

3.6.3 Local Employment

Maximizing employment of local (as opposed to foreign or other national or regional) personnel in tourist facilities and services enhances local economic benefits. This is also because, in addition to the benefits of generating local employment, the workers' wages and salaries will remain in the local economy. Expatriate workers will spend some of their wages locally but will send a substantial percentage to their home countries or regions. In some cases, such as, the Middle Eastern Gulf Coast countries, foreign workers are essential to provide both, the numbers as well as policies of training local persons to assume jobs now held by foreigners. In other cases, foreign employees, especially at the managerial and highly skilled levels, are required initially because local capabilities have not yet been developed. This is done despite the local need for jobs. Where outside employment in tourism is considered to be a problem for either social or economic reasons, or anticipated to become one in newly developing tourism areas, policies must often be adopted that give priority for employment to persons from the local area. However, these policies must go together with implementation of training programmes to ensure that local persons possess the technical, managerial, and social skills to effectively work in tourism. This approach requires considerable time and investment for the proper training to be implemented but is usually worth the effort involved. In some cases, lower level jobs are occupied by local persons, but higher level technical and managerial positions are held by outsiders. Private sector management may prefer this situation. In such cases, it may be necessary for the government to adopt policies that the foreign employees be phased out over a period of time and replaced with local employees, often requiring that managements provide

appropriate training and experience for local persons to assume the higher level positions. This is, of course, desirable but must be done within the framework of maintaining the quality level of the establishments.

3.6.4 Local Management of Tourist Facilities and Services

In country or local management of hotels and other tourist facilities, that are locally owned and employ local persons, the result is a greater amount of the profits being retained in the country and greater local control over tourism. However, foreign management, especially by a large international hotel chain, brings the benefits of competent management skills and an international marketing network and name recognition as well as integrated reservation services. Some tourists, for example, want to stay only in well-known international chain hotels wherever they travel. Each situation must be specifically evaluated as to the relative advantages and disadvantages of utilizing international management companies. Many countries have both locally and internationally managed large-scale hotels and therefore optimize the respective advantages and disadvantages. If international chain hotels are allowed to operate in a country or region, the management contracts should be carefully negotiated to be fair to both the local and international parties involved. At the same time raising the standards to understand levels, better customer care quality assurance adds value to local products. This in due course of time creates a brand for the local services.

3.6.5 Local Tour and Travel Services

International tour and travel operators serve an essential function in organizing and promoting tours to an area. However, sometimes they may also control local tour operations, especially if the local agency operations are not well developed. This results in the loss of potential income and employment from the economy, as well as limiting local control of tourist activities. Usually, it is desirable to develop the local inbound tour operations capability to handle this function, and in some cases, the government may need to establish a regulation that inbound tour services be handled only by local operators. This approach may also require that suitable training programmes be organized for local tour operators. Along with this emphasis should be there on training qualified tour escorts, coach and taxi drivers, etc. Expenditure on training programmes in these areas should be treated as an investment.

3.6.6 Shopping

Shopping for handicrafts souvenirs, specialty and duty-free items, and general consumer goods is an important activity for many tourists. It can constitute a major component of tourist expenditures and a source of tourist income. One way to encourage higher expenditures by tourists is to provide a greater variety of goods for tourists to purchase within the framework of

maintaining the quality integrity of handicrafts and specialty items. However, any major investment in expansion of shopping facilities should be based on a careful feasibility analysis and effective merchandising techniques applied.

3.6.7 Expansion of Tourist Activities

In addition to shopping, a common technique to increase tourist expenditures and often their length of stay is to expand the variety of tourist activities available. Tourist attractions can be added, including natural, cultural, and special types of attractions, and additional tours can be organized to new places in the area. Tourism product improvement and diversification is becoming an important aspect of expanding or upgrading tourism in already developed tourism areas. In an effort to diversify the tourism product by developing new tourist attractions and activities and opening up new tourism areas, it is important not to neglect maintaining and, where necessary, improving the existing tourism product in order to retain its viability and appeal to tourists. Expansion of tourist activities should also be based on careful market and economic feasibility analysis, to ensure that the investment will be justified.

If deemed necessary, a specific programme can be prepared and integrated into the area's overall economic development programme that will provide a structured approach to apply economic enhancement techniques. Integrated economic programming may be especially needed for establishing stronger cross-sectoral linkages. However, this can be a complicated process and requires careful handling.

Check Your Progress

1. What is the effect of tourism on economy of a country?

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2. How tourism can help in increasing the economical level of a destination?

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3. Why there is a need of tourism planning in terms of economic development of a tourist destination?

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4. Explain how tourism helps in maintaining cross sectoral linkages?

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5. Write a critical analysis on employment generation process of tourism planning at a destination.

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3.7 TOURISM INVESTMENT STRATEGY

Each country should devise a strategy for tourism investment which best suits its circumstances and needs. Such a strategy should involve the following considerations:

- Specific tourism development projects, whether public or private investment oriented, should, wherever possible, be identified based on their being part of a tourism development plan and programme.
- The projects should additionally be identified on the basis of a thorough feasibility analysis (which may have been conducted as part of the overall development planning and programme process).
- Projects should be carefully evaluated to minimize the foreign exchange costs wherever possible.
- Domestic funding should be explored as a priority source of financing, before seeking international funding sources. The next priority should be joint domestic-international funding.
- Fiscal, legislative and administrative structures should be supportive of the project. Project development procedures should be streamlined as much as possible, while still maintaining the integrity of project review.
- When a package of investment incentives is to be offered for private sector projects, this should be selective, monitored and adjusted periodically, based on current investment needs.
- Care should be taken to ensure that project management is monitored, but not to the extent where initiative is stifled.

Countries must carefully determine their priorities for the tourism sector and then again about what within the sector. Investment strategies should be realistic and targeted to achieve their stated objectives.

3.8 ECONOMIC ANALYSIS AND RECOMMENDATIONS

In relation to measure the contribution made by tourism for economic development, a tool being increasingly used by planners is the input-output analysis (IOA). As a framework IOA relies upon interdependency of different industries or sectors. The basic principle here is that for producing output an industry requires input from another industry and so goes the chain. You are already aware that the tourism product is a combination of a variety of services. At the initial planning state itself the output multiplier of the initial expenditure can be projected. This can be taken care of by accumulating the direct, indirect and induced effects of projected tourism expenditure divided by the initial expenditure.

Let us explain this with an example. A tourist buys a tour package from an inbound tour operator and pays amount X. This is a direct effect of his or her expenditure. The tour operator after keeping profits spends the amount for paying to the service providers in the region whose services have been packaged in the tour. This is the indirect effect of tourist expenditure.

All these service providers who receive money through indirect effect again spend it in the region. This spending can be termed as the induced effect of the tourist expenditure X. The output multiplier is the ratio of the combined three effects divided by the initial expenditure. Thomas W. Blaine (1992) mentioned that “properly constructed models, by taking into account the relationship between sectors within a region, make possible the calculation of personal income multipliers, value added multipliers, and employment multipliers.”

He further stressed that “IOA will almost certainly become an indispensable tool for planners interested in monitoring their region’s success and potential for reaping the economic rewards from tourism.” In fact, not just for monitoring purpose but also while making investments for tourism, planners should make projections and estimates for rewards that are to be achieved. Other aspects that should be considered while planning include:

- Determination of the present and projected tourist expenditures by amount and type.
- Calculation of the present and projected economic impact of tourism by the standard measurements of contribution to GNP or GDP (or contribution to the regional economy), gross and net foreign exchange earnings, extent and types of national or regional economic leakages, income generated, the multiplier effect, direct, indirect and induced employment generated and contribution to government revenues.
- Recommendations on ways to enhance the economic benefits of tourism at the community, regional and national levels.

3.9 SOCIO-CULTURAL CONSIDERATIONS

There can be both positive and negative socio-cultural impacts resulting from tourism. This depends on the type and intensity of the tourism developed as well as the characteristics of the host society. Whether impacts are considered positive or negative depends, in part, on the objective criteria (such as income earned) and also on the perceptions of the host community.

It is also possible that different community groups have varying reactions to their tourism development, with no consensus reached by the whole community. There are some generally accepted socio-economic policies and impact control measures that are being applied with some successful results in various places in the world. These are applied to prevent the negative socio-cultural impacts in future or mitigating the existing ones. Reinforcing positive impacts is the other side of this measures. Tourism can be used as a technique of cultural conservation and revitalization. However, for achieving this, it should be based to the extent possible on the cultural resources of an area. By proper planning and policy, tourism can be deliberately used to help justify and financially support:

- the preservation of archaeological and historic sites,
- conservation and even expansion of traditional dances, music, drama, arts and handicrafts unique to the area,
- Development of museums and cultural centers, and organization of cultural events.

As per the **World Tourism Organization's** publication on **National and Regional Tourism Planning** (1994), tourism, if well planned, developed and managed in a socially responsible manner, can bring several types of socio-cultural benefits. These include the following:

i) Improves the living standards of people and helps pay for improvements to community facility and service, if the economic benefits of tourism are well distributed.

ii) Conserves the cultural heritage of an area which otherwise might be lost as a result of general development taking place.

iii) Helps develop and maintain museums, theatres and other cultural facilities. These are in part supported by tourism but are also enjoyed by residents. Many major museums and theatres in the world receive much financial support from the admission fee paid by tourists.

iv) Reinforces or even renews a sense of pride by residents in their culture when they observe tourists appreciating it. This is especially true of some traditional societies which are undergoing rapid change and losing their sense of cultural and self confidence.

v) Provides opportunity for cross-cultural exchange between tourists and residents who learn about and come to respect, one another's cultures. This exchange can best be achieved through certain forms of tourism-educational and

other types of special interest tours; village tourism; home visit programmes etc., whereby tourists can arrange to visit local families.

At the same time absence of proper planning leads to socio-cultural disasters also. Many of these may not be immediately visible but they appear in due course of time. For example:

1) Overuse and over-crowding at monuments, archaeological sites etc. not only deteriorates their condition but adversely affects their conservation leading to loss of precious heritage.

Example: Too many visitors in the Ajanta Caves at a time were adversely affecting the paintings leave aside checking graffiti.

Solution: At a time entry of visitors restricted to 30 in a cave.

Problem: More expenses on guards; visitors would attempt to bribe their way in.

Solution: Sensitize the visitors before allowing entry; tour operators and escorts to be educated on the issue. Heavy fines on defaulters; close monitoring and all these you need to incorporate in the plan.

2) Commercialization of performing arts can bring about loss of authenticity.

Example: A tour operator packaging a Rajasthani dance for evening entertainment. Performers wear the traditional dance dress but dance on film songs – the gestures, steps, etc. nowhere near the authentic dance form.

Solution: Well, educate the tour operator. Tell him if the tourists realize this false staging he will lose business.

3) Increase in drug abuse, prostitution, crime, etc. at a destination as a result of tourism.

4) Overcrowding can lead to tensions between residents and tourists/tourism services providers.

Example: Consumption of water, electricity increases and residents face cuts; parking problems for locals, price rise; short supplies.

Result: Hostility, tensions.

Solution: Better advance planning.

5) Demonstration effect, i.e., imitation of tourist by residents without knowledge of economic or cultural gaps.

6) No respect for local customs, values, social norms, etc. by tourists or vice-versa.

Hence, there emerges the need for specific socio-cultural impact control measures that can be applied in tourism areas. These can include aspects like maintaining the authenticity of local culture-dance, drama, arts, crafts and dress. In particular, religion and religious rituals should never be modified for adapting to the needs of the tourists. Infrastructure that is developed for tourists should be such that residents not only utilize it but also have convenient access to it. If residents can't afford to use existing commercial tourist facility they should be provided with inexpensive or subsidized facilities. For example it is common practice for allowing residents to pay lower admission fee to attraction features

than those paid by foreign tourists. Another very important aspect of tourism is to educate residents about tourism – its concepts, benefits and problems. Public awareness programmes about tourism can be organized utilizing radio, television, newspapers, magazines and public meetings. This should exist at both ends. Tourists should also be informed about the local society – its customs, dress codes, acceptable behavior in public places, courtesies etc. Lastly, there should be strict controls on drugs, crime and prostitution if tourism has to succeed.

CHECK YOUR PROGRESS

1. Explain the economic development analysis involved in tourism.

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2. Describe the socio cultural aspects of tourism.

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3. Suggests the various steps to minimize the negative socio cultural impacts of tourism on host destination.

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3.10 LET US SUM UP

For both socio-cultural and environmental reasons, it is important to develop tourism in a gradual manner so that the local residents have sufficient time to adapt to, understand and participate in it and that the government can properly plan, organize and monitor tourism development as it proceeds. A form and scale of tourism development that is appropriate for the local society and the environment should be planned and maintained. The concept of social and environmental carrying capacity should definitely be included in the overall carrying capacity study. If the social carrying capacity or tolerance level is exceeded, not only will residents be irritated and resentful, but they will also not present a hospitable and friendly face to tourists, which will result in tourist dissatisfaction. On the other hand if environmental carrying capacity is not adhered to, it will result in tourists keeping away from that destination as they have no lure in it.

In conclusion, tourism is a multi-crore rupee/dollar business. As it cannot be precisely defined, it makes it far from measurable. In this situation, it is imperative that it's economies be definitely planned so that fluctuations may not hamper it totally. Among economic planners are many supporters of balanced growth, who believe that tourism should be viewed as only one element of a broadly based economy. In other words, these planners suggest that the tourism supply needs the support of other businesses and that these other businesses should be local ones. This requires a great deal of economic planning, with the objective of integrating all the various sectors so as to increase the tourism multiplier.

On the other hand, there are those who support unbalanced economic growth, who believe in expanding tourist demand so that the supply will follow. These people think that creating tourist demand will spark surrounding economic growth in the form of creating tourist supply and peripheral business. However, tourism coordinated growth is a compromise between balanced and unbalanced growth and it is often easier to achieve when a viable tourist base already exists and is then supplemented as the need arises.

EXERCISE QUESTIONS:

1. What do you understand by environmental planning process?
2. What type of socio-cultural benefits can tourism bring?
3. What all should a plan carry so far the economic side is concerned?
4. What is socio cultural consideration in tourism?
5. Briefly describe the impact mitigation measures in tourism.
6. Define the environmental considerations in tourism at present scenario and its importance in tourism development.
7. Tourism industry contributes to the economic development of a country directly or indirectly. Justify with examples.
8. Describe the major considerations of tourism investment strategy.

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UNIT 4: CONSEQUENCES OF UNPLANNED TOURISM DEVELOPMENT

STRUCTURE

- 4.0. Introduction
- 4.1. Environmental consequences
 - 4.1.1 Carrying capacity and sustainability.
 - 4.1.2 Afforestation and Urbanization
 - 4.1.3 Wildlife conflicts
- 4.2 Table of environmental impact aspect and potential consequences
- 4.3. Socio-cultural consequences.
 - 4.3.1 Acculturation consequences.
 - 4.3.2 Gambling and drug abuse.
- 4.4. Economic consequences.
- 4.5. Uneven distribution of tourism benefits
- 4.6. Economic Analysis and Recommendations
- 4.7. Consequences of unplanned tourism on Bali - a case study
- 4.8. Lets Sum Up

OBJECTIVES:

- To study the various consequences of unplanned tourism development.
- To study the case study of Bali as a concept overview.

4.0 INTRODUCTION:

In every sphere of economic development, careful planning and implementation is required. This is essential in order to achieve the overall objectives of the development. Planning in general signifies a proposed method of action or procedure to achieve a pre-determined goal or objective. The need for planning arises whenever some rational thinking is required to arrive at choice among a set of limited means so certain ends are satisfied, especially when means are substitutable among themselves. As far as tourism industry is concerned, Planning is a very delicate part to be considered and discussed. The development of various elements of tourism like attraction, infrastructure, and various services needs to be involved in a broad spectrum in any tourism plan by developers as it involves the criteria of intangibility. Problems arises when the different tourism sectors do not develop in harmoniously or when the dimensions

for the tourism are neglected, lost or avoided. Planning is perhaps the most neglected part of the industry especially in developing countries. Thus arises the various known and unknown contradictions and complications and ultimately the destination has to face all such things directly or indirectly. This Unit emphasis on the various consequences of unplanned tourism development and their significances on destination.

Consequences:

Consequences of unplanned tourism can be discussed through various related aspects as given below:

4.1 ENVIRONMENTAL CONSEQUENCES:

A destination's environment in all its form is a major motivating factor for the initial visitor interest in a host destination. If any deterioration in the environment of a host area or if the quality of the environment is threatened by visitors or by tourist development itself, the very reason for tourism development may be defeated.

The tourist boom which characterized the 1960s as result of the introduction of jet air travel was also responsible for the advancements in the development of statistical measurements and evaluation of tourism. More and more governments realizing the importance of tourism to their country's economics started collecting and compiling the basic tourist statistic to determine the benefits and also to plan for future developments. There were large movements from urban areas to beaches, mountains and other natural resources for rest and recreation.

This impact of mass movement of tourists to various places was, however not healthy. The great increase in no. of visitors to these places resulted in rapid, unplanned construction of hotels and other dwellings for use of tourists and for migratory service employees. Thus unplanned growth threatened to destroy the very environment that was the tourist attraction in the first place. There appeared an environmental threat both aesthetic and ecological from overcrowding of particularly attractive areas.

4.1.1 Carrying capacity and Sustainability:

Carrying capacity and sustainability are closely related concept in environment consideration process. Every tourist destination has its own carrying capacity in terms of tourists as well as for any other type of use. The capacity varies with the fragility of the area concerned and the nature of the tourist's activity contemplated.

For example, an island rainforest is a very fragile environment which could be easily endangered by excessive number of tourists using it. Thus it can be said that the negligence of carrying capacity of the destination in a plan or in

other words the unplanned development of tourism at a fragile destination in terms of environment makes the place for few time.

As far as sustainability is concern it is the major focus term in the tourism especially in developing or newly emerging destinations. As tourism depends highly on the resources that either natural or manmade so the sustainable development is preferred. The sustainable development approach to planning is actually important because most tourism development depends on attractions and activities related to the natural environment, historic heritage and cultural patterns of areas. If these resources are degraded or destroyed, then the tourism areas cannot attract tourists and tourism will not be successful. It is also important that residents of the tourism area should not have to suffer from a deteriorated environment and social problems.

Unplanned an unregulated management of tourism programmes leads to structural or visible modifications of the natural and social environment that are often destructive and difficult to remedy. One main problem is that the benefits of tourism have been measured in economic terms but the ecological factors cannot be calculated in monetary terms and are therefore ignored.

All tourist destinations are ecosystems in their own right and have carrying capacities. They could be: of the public amenities and utilities (normally intended to serve the needs of a smaller local community), the ecology or the environment of the locus, or the capacity of the people to live a life of comfort, satisfaction and dignity in their own cultural and social milieu. At what point, therefore, does a tourist destination become something other than what it was intended to be? When does its character so dramatically change that it no longer attracts people for the purpose it was promoted - be it the beauty of nature, a pristine culture, impressive architecture or a unique history? (It may still attract people, but for completely different reasons: for gambling, nightlife, shopping, or just hotel resorts which provide a perfect holiday.)

Carrying capacity is a notion which recognizes that both natural and human impacections have upper limits in their capacities to absorb visitors, a capacity above which a deterioration of the resource itself takes place. It has been defined by Grady and Alison that tourist development or recreational activity beyond which the environment is degraded (environmental carrying capacity), facilities are saturated (physical carrying capacity), or people's enjoyment diminished perceptual or social carrying capacity). Although the concept is simple, its application is complex because of: the problem in making changes which occur, and discovering the casual relationships between tourism factors and their effects on the environment. Carrying capacity is a function of a number of tourism factors as well as of a variety of social, economic and environmental features of the destination area. Among the latter are environmental features like:

- climate, topography, flora and fauna,

- the level of economic development of the area,
- the sophistication of its social and political organization, and
- the scale of tourist infrastructural development.

All these things together will govern the capacity of a destination to absorb the demands placed on it by tourism.

This emphasises very careful examination of these factors prior to developing any new tourism project or programmes. Once such an exercise is undertaken (known as Environmental Impact Assessment or EIA), its results must be made public, and the residents of the project are must be involved in arriving at a final decision. Although the tourism carrying capacity of a specific destination can help determine an optimum level of development, this must be accompanied by appropriate legislation and policies. This must be regularly monitored and evaluated for effectiveness. This is seldom done or generally ignored by governments and tourism policy planners.

The trust of the New Tourism Policy 1992, in India, emphasises opening up of hitherto protected areas as Special Tourism Areas. For tourism development massive subsidies and incentives are given to private sector developers (See Unit 29). This is a prime example of the non-application of carrying capacity concepts or Environmental Impact Assessments in tourism policy planning.

It is high time that such policies were reviewed in the light of available data from tourist destinations around the Third World and from recent experiences within India, such as that of Goa, Kashmir, Rajasthan and Orissa. Instead of ignoring the methodological possibilities that technique such as EIA offers, planners must adopt, adapt and utilize EIA applications - including socio-economic cost benefit analysis within its scope.

4.1.2. Afforestation and Urbanization:

The ultimate development of tourism at any destination requires the infrastructure development at various levels, thus destroying the natural resources. Cleaning up of the forest areas and using them for the infrastructure development like roads, hotels, etc. causes afforestation and a large extent the major causes the pollution. Not only this, the concept of urbanization has also resulted in the environmental conflict so that the destinations known for their natural beauty has lost their originality.

In context with these conflicts and consequences the destination in the effect of unplanned tourism development has also to face the natural disaster as landslides, etc.

4.1.3. Wildlife conflicts:

Due to the carving out for national parks and reserves, local communities lost invaluable herding and sometimes agricultural land. In this instance, local

communities bear the cost of conservation because of foregoing opportunities to use their land.

Further the wild animals in the parks usually move in and out in response to spatial temporal occurrence in the park distribution of fodder and water. The lands outside the parks are crucial to wildlife; they serve as dispersal areas. These areas are threatened with increasing land sub- division, agricultural expansion and unplanned development of the tourist accommodation, thus increasing human- wildlife conflict.

4.1.4. The impact of unplanned tourism development can better be understood through the below given table.

IMPACT ASPECT	POTENTIAL CONSEQUENCES
Urban form	Change in character of built areas through urban expansion or redevelopment Change in residential, retail or industrial land uses(e.g. move from private houses to hotels) Changes to urban fabric (e.g. roads pavements)
Infrastructure	Overload of infrastructure. Provision of new infrastructure or upgrading of existing infrastructure. Environmental management to adapt areas for tourist use.
Visual impact	Growth of built up area New architectural styles People and belongings, litter Beautification
Restoration	Re-use of disused buildings Restoration and preservation of historic building and sites Restoration of buildings and second homes
Erosion	Damage of built assets from feet and vehicular traffic (including vibration effect)
Pollution	Air pollution from tourists and tourist traffic. Air pollution from non tourist sources causing damage to built areas.

4.1.5 Environmental planning process:

The best way to avoid all these discussed consequences is to plan tourism properly, i.e. using the environmental planning approach before development. This planning must take place at all levels- regional, national and local levels and specific site areas for hotels, resorts and tourist attraction features.Environmental planning follows the same process which is used for development planning, but more emphasis is placed on considerations of physical environment. The process involves the following steps:

Establishing development objectives

The general objectives of tourism must be decided as basis for planning. These must necessarily be preliminary until they are determined as realistically compatible with one another. Environmentally oriented objectives in a regional plan, for example, often include developing tourism in such a manner that no serious negative results, and using tourism as a means of achieving conservation objectives.

Survey of the existing situations

This survey includes all aspects of existing situations, particularly the detailed characteristics of the environment. For example in a beach resort area, the survey would include the climatic and weather patterns of rainfall, temperature, beach erosion, etc.

There is now an increasing awareness of environmental auditing but it is by no means a general practice. The audit has its origin from manufacturing industry where technique was developed to measure a company's compliance with environmental regulations and controls.

Analysis

The planning process includes the several types of inter- related analysis such as environmental impact of tourism development; types of transportation facilities and services required. The physical environmental characteristics are analyzed to determine the carrying capacity of the area, and how best development can fit into the environment. From the environmental stand point, one of the most important analytical techniques is determination of the carrying capacity of the planning area.

Check your progress:

1. Explain in brief the various consequences of unplanned tourism on environment.

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2. What are the effects of unplanned tourism development on wildlife?

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3. Explain the conflict arises due to unplanned tourism in terms of carrying capacity of a destination.

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4.3 SOCIO-CULTURAL CONSEQUENCES:

Promoting the destination at making it use by the mass tourists can result in the conflicts between the tourists and the host. No doubt the tourism is the only industry that relates the various cultures to each other and is the source of cultural interactions. But, its only fruitful when it is implemented and developed in a planned manner. The unplanned tourism development at a destination may arises major problems that results in the declining of the destinations authentication for which is famous or known to the in the tourism industry.

4.3.1. Acculturation:

The impact of tourists on the society at the destination can have a chain effect in unforeseen and unplanned ways. While tourists are individuals who have a limited exposure to the hosts, tourism is a continuous activity. The hosts' adopt the tourists' values and attributes much faster without having the knowledge about the importance of their own culture and causes the acculturation with the time. It is the unplanned scenario that the most tourist destinations have lost their cultural importance and by the passage of time their ethnicity has also weakened.

Loss of culture has often been described as an inevitable cost of tourism and can include the loss of language, exploitation of traditional ceremonies, disruption of native political and economic balance, transfer of guests, values and behavior, adoption of tourists/ guests, dress, changes in family structure, and others. With the effect negligence of proposed effects of unplanned tourism it has also seen that the cultural aspect of the destinations has become just for the display and selling part of the tourism.

Even the host population also adapts the new provisions for earnings leaving their regional and cultural employment as handicraft, paintings, etc. which have a specific cultural importance

4.3.2 Gambling/drugs:

Casinos have been used to promote destinations all over the world. However, there are aspects in this form of gambling that have links with under world and criminal control. There is also the issue of equal popularity in gambling. America encourages its indigenous population to run gambling games as a source of income. Gambling has always been associated with prostitution and crime. All though all societies do encourage this attraction of trying to win enough money, but it somehow encourages criminality.

Unplanned and uneven destination development for the means of benefits the evil effects as drug abuse and other criminal activities may also arise at a destination if not given the due considerations.

CHECK YOUR PROGRESS:

1. What are the socio cultural consequences of unplanned tourism at a destination?

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2. Define the term acculturation. How it affects the hosts' destination?

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4.4. ECONOMIC CONSEQUENCES:

Despite many examples of inappropriate tourism development around the world, several destinations are still trapped by an almost inevitable vicious circle which destroys the very essence of tourism. Tourism supposedly developed in order to improve the prosperity of local people at destinations, mainly through stimulating their local economy. However, unplanned and inappropriate development, often driven by human greed, generates an oversupply of tourism facilities. This is particularly evident in remote, peripheral and insular destinations, due to the decline of the non-tourism related activities and the lack of alternative investment and employment opportunities. Several disastrous consequences emerge in this case for both destinations and enterprises:

- either fail to limit development or to implement plans against politicians, industry and developers;
- Principals are Destinations are forced to develop tourism, which then evolves to mass tourism as planners unable to attract their intended target markets and they rely on heavy discounting for attracting consumers;
- Principals also depend heavily on distribution channel members, such as tour operators, for achieving their financial targets. Intermediaries take advantage of the situation and use excessive bargaining power to reduce principal's prices even further in order to achieve competitive advantages in their market;
- Tour operators in particular demand constant reductions of prices by principals and at the same time they request an improvement of the quality of services and facilities. This is intensifies through the vertical integration of tour operators and their geographical expansion, which enable them to concentrate more negotiation power.
- Destinations are sold on price rather than their merit or attributes, and thus they are easily substituted with other cheaper destinations around the world; Environmental and socio cultural

resources face degradation and their sustainability is seriously jeopardized;

- Facilities and services also suffer because lack of profit prevents enterprises from renovating facilities as well as from hiring qualified personnel and maintaining training standards, They also try to save money by reducing the quality of the ingredients used, and by “cutting corners” (e.g. the times they change linen in rooms). As a consequence the quality of the product is further reduced and consumers are willing to pay less, generating another vicious circle;
- Consumers often misbehave (e.g. hooliganism, drug drunkenness, sex tourism) and commit crimes in some traditionally peaceful societies, which do not have police resources to maintain order;

Effectively both the destination and principals suffer the consequences as they cannot attract the appropriate market segments and fail to meet their economic/financial targets whilst having to bare socio-cultural and environmental costs.

Ultimately destinations and principals cannot make sufficient returns on the resources they utilize for the development and delivery of tourism. Consequently, tourism becomes an unprofitable industry, which can only generate some low-paid employment.

4.5. Uneven distribution of tourism benefits:

Uneven distribution of tourism benefit in terms of economy is one of other consequences of the unplanned tourism development. No doubt, tourism is a multiplier benefits, but lack of planned development and implementation and use of economy may cause devastating effect and all the development process may fell to negative aspect. Even, it may happen that the money invested at the destination not remitted to the destination directly or indirectly. Hence there increase the chances of leakage of monetary to the outside sources like foreign owned enterprise and to the hosts'. Also the host destination also loses tourism generated foreign exchange through repatriation of wages, management fees, profits, dividends, and franchise agreements when there evolve the lack of proper channelization of host contribution in tourism and its development knowing their consequences, etc.

4.6. ECONOMIC ANALYSIS AND RECOMMENDATIONS:

In relation to the contribution made by the tourism for economic development, a tool being increasingly used by planners is the input-output analysis (IOA). As a framework IOA relies upon interdependency of different industries and sectors. The basic principles here is that for producing output an industry requires input from industry and so goes the chain. At the initial planning

stage itself the output multiplier of the initial expenditure can be projected. This can be taken care by accumulating the direct, indirect and induced effects of projected tourism expenditure divide by the initial expenditure. Let us take an example. A tourist buys a tour package from an inbound tour operator and pays amount X. this is a direct effect of his expenditure. The tour operator after keeping profit spends the amount for paying to the service providers in the region whose services have been packaged in the tour. This is the indirect effect of tourist expenditure.

All these service providers who receive money through indirect effect again spend it in the region. This spending can be termed as induced effect of the tourist expenditure X. the output multiplier is the ratio of combined three effects divided by initial expenditure. Thomas W. Blaine (1992) mentioned that 'properly constructed models, by taking into account the relationship between sectors within the region, make possible the calculation of personal income multipliers, value added multipliers, and employment multipliers.' He further stressed that "IOA will almost certainly become an indispensable tool for planners interested in monitoring their region's success and potential for reaping the economic rewards from tourism". Infact, not just for monitoring purpose but also while making investments for tourism, planners should make projections and estimates for rewards that are to be achieved. Other aspect that should include while planning is:

- Determination of the present and projected tourist expenditures by amount and type.
- Calculation of present and projected economic impact of tourism by standard measurements of contribution to GNP or GDP, gross and net foreign earnings, contribution to government revenues, etc.
- Recommendations on ways to enhance the economic benefits to tourism at the community, regional and national level.

Political implications:

The links between tourism and politics in many Third World nations are almost inevitable. Given the need to boosting images of their sagging regimes and fattened bureaucracies, politicians often see the tourism industry as a direct way of gaining powerful friends, including Western governments, ad agencies and investors. A healthy balance of payments can be achieved by prominently displaying gross earning from tourism, which in turn can be used to obtain aid and investments. On the part of the critics, they have emphasised several aspects of tourism that have divided political implications, some of which are:

- 1) the relationship of 'master-slave' between tourists and locals,
- 2) the priority given to external assistance, investments and imports, over and above developing local capabilities, enterprise and production,

- 3) that a priority for tourism takes budgetary allocations away from social sectors such as education, health, sanitation and provision of other basic necessities,
- 4) that tourism being of a volatile nature, over-dependence on it can be dangerous for a country's future development which ought to be more diversified, less mono-cultural, and
- 5) the lack of protection for workers in the tourism industry.

Several other arguments can be cited, not least of which is the issue of land use for recreational purposes, in the context of inadequate and ineffective land reform policies. Plans and projects should not be evolved secretly or continue to be veiled long after approvals have been given and construction begun. Efforts by local groups to obtain information should not be shunned. Tourism activists have complained of harassment, threats and even physical violence. It is a sad reality that peoples' participation in tourism decisions must often takes the form of agitations, campaigns, legal and others forms of action in certain areas.

Primarily, the issue is one of democratic participation in decision making about tourism. Tourism activists make the point that they have the right to have their opinion heard and taken into consideration, since the development of tourism has a direct repercussion on their economy, ecology, culture and everyday life. Governments and industry must realize that the underlying conviction is the desire for greater political participation in economic and social processes, of which tourism is only a part. Ignoring this sentiment can only lead to greater dissatisfaction, further agitations and campaigns, even attach on the industry and tourists, as has happened in some parts of the Third World. Such a situation would hardly be a conducive setting for attracting tourists.

4.7. CONSEQUENCES OF UNPLANNED TOURISM ON BALI- A CASE STUDY:

The island of Bali, Indonesia, always has been an enchanting place for foreigners. Images of rice paddies, beautiful beaches and temples and a fascinating culture draw tourists from all around the world. It was only in the 1970s that tourism in Bali started to develop. The industry did bring many benefits to the island, such as increased employment, and its transformation from a marginal economic area of the country to the most important area in Indonesia after Jakarta. However, Bali's tourism development occurred quickly and without proper planning. Therefore, tourism has caused some serious damage to the island's environment. As one example, the sleepy village of Kuta became a tourist enclave, with its natural resources degraded and its infrastructure overwhelmed.

Mass tourism in Bali began in 1969 with the construction of the new Ngurah Rai International Airport, allowing foreign flights directly into the island,

rather than arrival via Jakarta. Three years later, in 1972, the Master Plan for the Development of Tourism in Bali was drawn by the government of Indonesia. The government wanted to make Bali the "showcase" of Indonesia and to serve as the model of future tourism development for the rest of the country.

(1) The plan was financed by the United Nations Development Programme and carried out by the World Bank. A consulting company from France, SCETO, drew up the plans, which called for the development of tourism in the southern peninsula of the island, Nusa Dua, and allowing day- trip excursions to the interior in order to protect the cultural integrity of Bali, the island's main attraction.

(2) The plan was to cater to well-to-do tourists from Australia, Japan, Europe and North America. The original government strategy did not produce the expected results. Instead of attracting the well-heeled to luxury hotels and resorts, the island drew many young and budget-conscious travelers, eager to see more of the island than just resort facilities. Consequently, the tourist industry in Bali unintentionally evolved in order to cater to two types of tourism: the "package-tour group high-spending tourists on the one hand," and "individual low-spending tourists on the other."

(3) Locally owned tourist facilities sprung up in Kuta, Ubud, Batur, Lovina and Candi Dasa to cater to the increasing number of budget travelers. The big, luxury resorts pampering the upper- scale tourists were owned by big multinationals from both Indonesia and abroad.

(4) It was not until the 1980s, however, when an oil market collapse forced Indonesia to promote other exports and investments that the expected tourism targets the government anticipated were reached. Moreover, after Garuda Airlines, the Indonesian airline, decided to allow foreign airlines to fly directly into Bali, tourism soared. Tourist arrivals in Bali grew from 30,000 in 1969 to 700,000 in 1989.

(5) From 1990 to 1993, these numbers rose from 2.5 million to 4 million.

(6) Bali's population in 1992 was about 3 million.

(7) The rapid and unplanned tourism development of Bali has had a great impact on its natural environment, affecting water resources, increasing pollution and localized flooding and putting pressure on the island's infrastructure.

(8) There has been an increasing generation of waste due to the rising local population and tourist numbers. In the capital Denpasar, for instance, about 20 percent of the solid waste was not collected or disposed of. Instead, it was left in "informal" landfills, dumped into canals or left on the streets.

(9) Other environmental problems due to mass tourism are deterioration of water quality in coastal areas and destruction of coral reefs, which are used in building construction.

(10) Hotels have been built along the coast and other areas without regard to the water supply and waste disposal capacity, and many commercial developments do not conform to provincial regulations regarding the protection

and integrity of historical and sacred sites. Candi Dasa, which attracts travelers wanting to escape the crowds in Kuta and Sanur, already shows the strains on the environment due to unplanned tourism. The coral reef around the shoreline has been damaged by the villagers who use it for building new guest houses. But as the reef disappeared, beach erosion began. To save what remained of the beach from washing out to sea, "a row of monstrous concrete sea walls was built, worsening the erosion and adding an eyesore."

(11) Because of this environmental degradation, Candi Dasa is losing tourists, and is "well on its way to becoming Bali's first tourist ghost town."

(12) It is not only the coastal regions that have been affected by tourism development. Many large inland agricultural areas and river basins have been affected as well. There has been a steady loss of agricultural land, in particular the wet irrigated rice fields, or sawahs, because of the increasing urbanization and tourism development.

(13) Ubud, the quaint inland artist's village, has not been able to escape environmental damage done by tourism. As the town is becoming more popular, the rice paddies around the area are being drained in order to build more guest houses.

This rapid development of Kuta produced many negative effects on the town's environment and infrastructure. Kuta became a "polluted, unpleasant, and diminished" town.

(14) The coral reefs were badly damaged since much of it was sold for the construction of the airport and new roads for Nusa Dua. (See CORAL case, BARRIER case, SRICORAL case, JAMTOUR case). This was not only a loss of a natural resource, but also caused severe beach erosion of about 2 centimeters a year, and loss of beachfront property during high seas.

(15) There were severe trash problems along the beach, much of it from plastic bags and drinking straws. As Hussey points out, "[a]t low tide, the wet sand is now a slick morass of trash, and plastic bags and straws bob on the surface of the murky waters."

Tourism development in Bali also has had an adverse effect on some of its wildlife. The Sangeh Monkey Forest, one of the most popular tourist places in Bali, is home to the long-tailed macaque. Unfortunately, bad management of the site and uneducated tourists have caused a "twisted relationship" between the tourists and the animals. As researcher Meredith Small discovered, these "normally gentle and friendly animals had turned into beggars and thieves." The animals "stood up on two legs and yanked on clothes. They jumped on people, pulled hair, and rifled pockets." Tourists are warned not to wear glasses, hair ribbons, or handkerchiefs around the monkeys.

Food vendors and hawkers contribute to the problem. They encourage tourists to feed the animals. Also stationed near the entrance to a local temple are men who call themselves "guides," who sell photos of tourists feeding the monkeys. Small describes the typical scene:

As a tourist enters, a guide tags along offering tidbits of information (mostly incorrect) about monkey behavior. At the first sight of a monkey, the guide pulls bits of food out of his pack and puts it on the tourist's shoulder. The monkey, of course, leaps up. The animal quietly munches away, and the Polaroid camera flashes. The monkey is then shooed off, often hit, and the guide demands 6,000 rupiah (about \$4).

The guides also bolster stealing among the animals: when monkeys pilfer a non-edible item, the monkeys are rewarded with bananas or peanuts, which perpetuate the behavior. It is thus clear how uncontrolled tourism can affect animal's behavior as well as the natural physical environment. (See KOALA case)

The pressure that tourism has brought to Bali's infrastructure and natural resources eventually forced the Indonesian government to impose a freeze on hotel construction in 1991 in order to control growth. The government realized that the poor planning and rapid tourism development that Bali went through could in fact ruin the island's physical and cultural assets that were, and still are, its main attractions. The island's government also decided that Bali needed to diversify its economy in order to avoid dependency on the tourism sector. This policy divided the economy into three areas: agriculture, making up 32 percent of the island's gross domestic product; finance, industry and services, making up 35 percent of the GDP; and tourism, making up 33 percent. (27) By 1991 exports had jumped 17 percent, more than half of the US\$ 225 million earned by small companies producing traditional fabrics, garments and handicrafts. (28) In fact, traditional exports from small, labor-intensive industries, such as paintings, batik, silver and wood carvings, have averaged a 20 percent growth. (29) The government is also looking for more balanced tourism development, since the southern part of the island is being strained by increasing tourism. The island's planners have solicited the help of a United Nations agency for planning a more balanced tourism development for the rest of the island, emphasizing cultural integrity and the environment. Part of the plan includes encouraging the Balinese to lease instead of selling their land to developers, and to assume new policies that "increase awareness of the need to avoid commercialism of the culture . . ."

CHECK YOUR PROGRESS:

1. Explain in brief the various consequences of unplanned tourism in Bali.

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2. How tourism development affected the wildlife of Bali as a tourist destination?

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4.8. LET US SUM UP:

To move forward the destination's tourism must be guided by comprehensive planning. Articulating good development objectives for the sector without context of a plan will not fully resolve the critical issues of tourism. It is through planned development of tourism that the destination can avoid the issues associated with unplanned development as insufficient structure, and pollution at the destination area.

The lack of tourism planning leads to serious environmental and socio-cultural problems and a deterioration of the tourism product. Soon, tourists stop coming and this may seriously affect a country's reserves. However planning is not a panacea for all problems associated with tourism. By providing goals and objectives of tourism planning, and comparing these with national development goals and objectives, it may become possible to work out whether the expectations of tourism as a tool for development are being met.

EXERCISE QUESTIONS:

1. Explain the various consequences of unplanned tourism development.
2. What conflicts may arise in term of socio cultural aspects of tourism due to negligence of planned development?
3. How environmental conflicts impose the consequences and conflicts in the lack of a planned development of destination?
4. What are the economical issues that are involved in tourism development at Bali?
5. Write a detail note about the environmental impacts of unplanned tourism development at Bali.

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UNIT 5: BARRIERS IN PLANNING TOURISM

STRUCTURE

5.0 Introduction

5.1 Barriers in Planning Tourism

5.2 Factors involved as barriers

5.2.1 Economic Factors

5.2.2 Physical and Natural Resources

5.2.3 Community and Influence

5.2.4 Government Structuring

5.2.5 Ways in Which International Relations and Tourism Influence Each

Other

5.3 Check Your Progress

5.4 Barrier to Tourism Development and Possible Resolution

5.5 Factors Affecting Tourism Plan Formulation and Implementation:

5.6 Let Us Sum Up

5.7 Exercise Questions:

5.8 References:

OBJECTIVES

The following objectives are reviewed:-

- To understand the various factors acting as barriers in tourism planning
- To analyze their affects on tourism planning procedure.
- To find the Resolutions of overcoming tourism planning barriers.

5.0 INTRODUCTION:

In the present unit you will learn about the different barriers in planning and the factors involved in the barriers aswell as resolutions of tourism. Tourism development germinates special ecological problems not encountered in other types of economic activity. The environmental resources 'exploited' recreational possibilities or educational and cultural interest. Planning tourism occurs when a community, regardless of the size, is interested in having people from various locations visit for enjoyment and recreation. Planning for tourists can sometimes follow the same guidelines tourists themselves use when planning to visit another location, which may be foreign to them. Since tourism has evolved as a vital

activity, tourism planning must develop with it. Tourism planning has to be more flexible and capable of accommodating a wide array of political, social, economic and environmental changes.

5.1 BARRIERS IN PLANNING TOURISM

Planning tourism occurs when a community, regardless of the size, is interested in having people from various locations visit for enjoyment and recreation. Planning for tourists can sometimes follow the same guidelines tourists themselves use when planning to visit another location, which may be foreign to them. Unfortunately, there may be barriers that can keep a community from achieving its goal of accommodating the tourists. Each community has different goals and reasons for planning tourists, and with each goal certain issues will need to be weighed and handled.

Barriers to tourism development have hardly been discussed. Hunt (2005) outlines in broad terms such as constraints to include the following:

- A lack of community participation in development policy
- A lack of knowledge and awareness
- Power imbalances between governments and local communities
- Segmented and complex institutional arrangements
- Lack of financial resource.
- According to McGinty, (2003) , Taylor, (2003), Cronin, (2003) and Hunt, (2005), there are following barriers in community capacity building in local communities:
 - Lack of power as a component of community development
 - Inadequate focus on human resource development at the community level
 - Lack of information to facilitate informed decisions
 - Lack of authority for communities to control important matters
 - Lack of effective and strong governance institutions
 - Dependency on government and bureaucracy to meet needs
 - Lack of capacity to solve problems (Cronin, 2003:3; Makuwira & Yumbah).

5.2 FACTORS INVOLVED AS BARRIERS

5.2.1 Economic factors

- Arm Twisting is the foremost barrier in tourism planning activity in this case the Advisors of Indigenous country protects their people to cross the any tourism activity as these advisors have researched their internal conditions in terms of politics, urgency and climate.
- Crime: In this case the tourism activities are highly hampered as the people/ tourists get afraid of being the plunged into crime related activities, molestation, assault and so on.

- Lust for earning has also been a major cause of barrier for tourism planning as people moving to urban areas neglecting their regional employment services and their regional tourism development. Hence becoming the major backdrop for the tourism planning policy.

5.2.2 Physical and Natural Resources

Physical environment is perhaps the most widely recognized barrier.

- Having an influx of individuals visiting the community as tourists may cause a strain on the overall natural resources and conservation of the environment. For example, if a community located in the Amazon rain forests wants to increase the number of tourists in the area it may experience some damage to the natural wildlife inhabiting the rain forests. Resources must also be in place to protect certain wildlife parks and other natural resources, which may require further revenue.

Communities may assume that tourism will boost their economy, create more jobs and cause the inhabitants to further develop their communities and areas. Unfortunately, some barriers can include a maximization of income. Maximizing income means that there are only enough resources available to equip a certain amount of tourists, which can place a cap on the income the community can make. The community must also consider the locations and activities they make available to their tourists to motivate them to visit again and again. Tourism development germinates special ecological problems not encountered in other types of economic activity. The environmental resources 'exploited' recreational possibilities or educational and cultural interest. Modern tourism's most paradoxical trait capacity to destroy those attributes which attracted the visitor in the first place. The well known economic analyst and futurologist, Herman Kahn, described the rapidly expanding tourism as "next only to atomic power in its potential for environmental destruction". Mass tourism has brought in its wake certain ecological and environmental pollution problems.

The environmental amenities which attract tourists have tended to be taken for granted. Preservation of their quality has only recently begun to concern tourism development planners. For tourism the quality of environment is the basis for attracting visitors and needs to be conserved. Tourism development can become a positive factor for improving environment if some amount of intelligent planning is done. Infact, the quality of the tourism product depends upon a high Quality natural environment.

The major social benefits accrue to tourists themselves. But tourism also has a valuable spillover benefits for tourist-receiving countries. Notable among these is the contribution of tourism to the preservation of historic and cultural values. Careful maintaining, cleaning and beautifying the monuments, clearing the areas around the monuments, improving them for tourism purposes is a case in point. Through tourism development, the environment is not degraded but, infact, can be improved.

5.2.3 Community and Influence

Effective tourism planning requires resident involvement to overcome the negative impacts to channelize the benefits associated with tourism development. Tosun (2000), in his study of limits to community participation in the tourism development process in developing countries pointed out that it is important to involve local community in tourism development process.

Tosun (2004) states that most of the developing countries are characterized by a number of structural deficiencies, which can be grouped under three main headings- (a) socio-economic features, (b) political features, (c) cultural features. Socio economic factors includes low level of living, lack of services of welfare state, high rates of population growth and dependency, low per capita national income, low economic growth rates, increasing income inequality, increasing unemployment and inadequate human resources. Secondly political features consists of features like high level of centralization in public administration system, elite domination in political life, high level of favoritism and nepotism, and high level of clashes among supporters of different ideologies or tribes. Finally a cultural feature includes apathy among the poor, lack of education and poor living in highly stratified societies. All these kind of deficiencies creates serious troubles in the process of community participation and slows down the destination development process.

- Communication must be implemented with the inhabitants of the community to ensure that they have a positive towards the tourists they are planning for. Sometimes, the inhabitants may view the increase of tourists as an opportunity for violence and crime. For example, in the United States, there are certain countries the government does not recommend visiting at this time due to the dangerous nature of the places. Also, tourists may be interested in relocating to the community. Eventually, the influence of different backgrounds in the community can shift the cultures and customs of that community.

The practical applications of the ideas around community tourism are relatively recent. However, research into community participation dates back to the mid 1980s, and the past twenty years have revealed some interesting issues which may limit stakeholder involvement. These are explained below under headings offered by Beech and Chadwick, who give a definitive list of the conclusions reached by a range of researchers. (These issues are also summarized well in a book by Mathieson & Wall.

- 1. Nature of politics:** A large part of the population lacks political literacy and fails to understand how political processes work. Additionally there is a tendency to voice opinions at public meetings or by attending public sector led events, but a reluctance to become actively involved.
- 2. Perception and nature of tourism:** Concern about the impacts of tourism, coupled with a failure to understand the industry and its relationship with the

local economy means communities are not engaged in a long-term view and do not acknowledge that management rather than prevention is needed.

3. **History of involvement in tourism:** Where communities have played a strong role, or form part of the historical commodity on view, they tend to be more tolerant and accepting. Examples include re-enactment societies, local festivals and events.
4. **Attitudes of media:** When all is good media plays a key role in promoting tourism, selling positive stories and strengthening reputation. It is effective at raising support for charities and events in the sector. However, one negative feature about new developments or negative research damages the reputation of the sector.
5. **Apathy amongst citizens:** Communities often feel there is little they can do to change a situation so are reluctant to become involved in local politics or projects.
6. **Cost in relation to time and money:** Successful participation requires time, energy, commitment and maybe even money. This is often an underpinning factor in apathy.
7. **Decision making takes longer with community involvement:** Sometimes it can take longer to make a decision, but this is primarily a perception which exists because of beliefs about planning processes and political systems, again leading to apathy and a failure to understand politics.
8. **Ensuring fair opportunities for representation from the whole community:** This is hard to achieve for any organization, be it public, private or voluntary sector.
9. **Lack of understanding of complex planning issues and processes:** Many people don't understand what decision makers do. They tend to refer to them with terms such as 'the Council' and 'them in their ivory towers' and are unwilling to participate except to oppose change.

These barriers should not, however, be treated as a cause for concern but the *raison-d'etre* to try harder to consult and talk to communities. Securing engagement, trust and enthusiasm now will pay dividends in future, and does a great deal to improve perceptions of the public sector, the tourism industry and tourists.

5.2.4 Government Structuring

Government the key player of tourism development and a great contributor to tourism in the developing countries. As already discussed that the tourism is the economical enhancer and ultimately contributing with the govt. in development of destination directly or indirectly, there lies the need of tourism promotion and planning policies to be implemented at the local, regional and national level as well.

There must be a government infrastructure set up to ensure that tourists feel safe and protected, as well as to provide for the allocation of funds to

prepare for and maintain tourists. There is also the pressure from supra-national forces, which is defined as a mixture of countries that have agreed to come together for policy making, assistance and possibly developing tourist planning in certain areas.

Supra-national or international forces may suggest tourists not to visit the community that wants to plan tourism, as it may stagnate their goals. Violent conflicts and lack of political stability will be a constant problem in Sea in tourism in future years. A lot of conflict full of violence has occurred among or between countries and it is probable that it will occur again although the details of the way of doing this will fluctuate from one situation to another.

Lack of effective political organization will cause public discontentment to change to extra-law forms. In addition, internal conflict and the potential failure and inability of the government, which has resulted from substitution crisis, will happen in all developing countries in future years. The incongruity existing between different tribes which are a necessary but insufficient condition for creating a violent conflict has become common in all countries of this region. Therefore, it is probable that weak organizations having weak bureaucracy and limited central control cooperate with other discontented group and create a barrier for stability and development of the region.

According to Frances Brown (Tourism Reassessed, 1998), "The very establishment and operation of a tourism industry can be viewed (depending on one's perspective and political leanings) either as mean of development, modernization and 'progress' or as an example of structural dependency and neo-colonial exploitation." She has elaborate list of how international relations and tourism affect each other:

5.2.5 Ways in which International Relations and Tourism Influence each other

- **War / Conflict:** Discourages Visitors to within a wide radius: knock on economies impact.
- **Economic competition:** Tourism chosen as easy to implement.
- **Currency movement/inflations:** Tour operators & tourists switch to cheaper countries.
- **Global integration:** Tourism draws 'traditional' or isolationist societies into 'global mainstream
- **Growth /development:** Tourism supplants agriculture in LDCs; replaces manufacturing in DCs
- **Neo-colonialism, core periphery relationships:** tourism as agent preceptuation of colonially imposed structural dependency.
- **Secessionist/independence:** Target tourist to hurt govt. financially, or draw attention to cause.

- **Promotion of ideology/way of life:** Tourism an image enhancer, notably via mega-events.
- **Discouragement of others' ideology or policies:** Travel embargoes; extra-territorial legislation.
- **International co-operation:** Regional marketing strategies.
- **Deregulation:** Higher/lower fares; better / worse services; travel safety issues.
- **Sovereignty:** Country may facilitate tourism to disputed territory to strengthen its claim.
- **Flow of people across borders:** Possible regional integration; may foreshadow or predict aid flows.
- **Currency flows across borders:** International balance of trade affected.
- **Foreign/outside investment in destination:** New political power arrangements; rise of new interests
- **Demonstration effects:** social changes which may be welcomed or not by govt.
- **Imposition or removal of Visa requirements:** Barometer of countries' relation & alliances
- **High visibility of tourists:** Potential target for disgruntled groups.

In many countries where Ministries of tourism have been established, it is the economic impact rather than political potential that has led the policy framework. Tourism has direct impact on International Relations, Public administration and Policy making.

Political changes have an impact on tourism flows. For example, the fall of the Soviet republic and creation of new states led to an influx of tourists in a big way. Similarly the opening of China, diverted tourist flow from other destinations and an equivalent situation arose with the South Africa after down fall of the Apartheid regime.

On the whole poor or developing nations need tourism the most and yet they are the ones with failed possibilities or wrongly executed projects. Thus their exist a wide need of government's contribution to effective tourism development and planning.

5.3 CHECK YOUR PROGRESS

1) What are the various barriers in tourism planning?

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2) How economic factors act as barrier in tourism?

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5.4 BARRIER TO TOURISM DEVELOPMENT AND POSSIBLE RESOLUTION

Barriers	Possible Resolutions
Lack of vision	Facilitate focus groups with stakeholders and representative from the company
Lack of education about tourism impacts	Hold open houses and educational assemblies where community members can learn about positive and negative impacts of tourism. Involve local media in development process. Involve community leaders in disseminating information.
Lack of Education about development process	Appoint Sub Committee to research laws regulations concerning all aspects of development: real estate, sign ordinance, DOT plans, Historic Preservations.
Insufficient infrastructure	Concentrate on bettering what already exists rather than using limited resources to add new infrastructure to an insufficient foundation
Lack of direction and organization	Develop standard means of communication within the industry, such as calendar of events or newsletter. Use past research and future data collection efforts to identify the target markets & to aid in product development. Local marketing efforts can also be used to state’s long – rang direction
Politics	Ensure that diverse groups from community are represented proportionately in developing stages. Maintain the focus of all efforts as a QUALITY OF LIFE issues the whole community. Employ an outside agency for assessment, development and policy.

5.5 FACTORS AFFECTING TOURISM PLAN FORMULATION AND IMPLEMENTATION:

Numerous tourism plans have been formulated for tourists’ destinations throughout the world over the past three decades (Choy, 1991). However, implementation of many tourism plans has been relatively unsuccessful. A survey conducted by WTO in 1979, for instance, shows that of the 1619 tourism plans, only half of them had actually been implemented. The plan implementation process may be affected adversely by the existence or the absence of a number of factors taking place at formulation and /or implementation phases. These

include **(1)** the lack of incentives to co-operate and the existence of blocks to collective action, **(2)** the vagueness of proposed goals, **(3)** the lack of crucial information about goals, means and actors, **(4)** the inclusion of some actors which may discourage the participation of the necessary actors or the absence of important actors, **(5)** the absence of commitment from some actors, and **(6)** the main characteristics of a characteristics of centralized approach are among other factors which may hamper the process of formal planning.

Plan implementation may also suffer from the misuse of resources, a lack of accountability, non- transparency in decision making excessive rules and regulations, priorities set which are inconsistent with appropriate development, a high degree of concentration of political power, and incompetent administration. For example, overlapping responsibilities, bureaucracy and fragmentation among government departments and public authorities have been identified as major shortcomings thwarting plan implementation in a world heritages site, Pamukkale, Turkey (Yuksel et al 1999).

Detailed consideration now is given to four potential causes: the problems of top- management where decisions are taken centrally; neglect of interdependencies between multiple organizations involved in tourism in tourism management; obstacles related to network of institutional arrangements; and problems arising from the uneven distribution of power and responsibilities.

Top - Down Management: There are numerous cases where tourism programmes formulated at the top and implemented by people at the bottom have not achieved the desired outcomes. One reason for this consequence is that the formulation and application of policies by central government is out of touch with the needs of local people and is not based on detailed knowledge of the local environment. Tourism programmes developed by a mono actor form of centralized administration, generally overlook the knowledge, skill and goals of local tourism organizations, both the public and private, in their design phase, and subsequently there may be resistance from the implementing bodies, such as from local government.

Ambiguous Institutional Arrangements: The tourism policy process takes place within a certain institutionalized context and tourism programmes have little chance of success, unless the context is considered and arranged carefully. The institutional arrangements may either facilities or inhibit the plan implementation process. Tourism programmes involve interactions between government agencies and quasi- government and private organizations, and information, goals and resources are exchanged in these interactions. An institutional process forms as a result of frequently recurring interactions with participation patterns and as a consequence of the development and formulation of interaction rules (Kickert, Klinj and Koppenjan, 1997). An understanding of the of the institutional context and where possible changing it, is imperative for managing complex interactions between various actors involved in the process (Klijn, 1997).

Uneven Distribution of Power and Responsibilities: the extent to which the power is distributed equally or it is concentrated in a relatively small group of organizations that dominate decision processes can be an important influence on the plan success or failure. In this sense, the empowerment of local government of local governments to deal with local tourism development issues has become a key concept. This is because the success of planning activity and profitability of tourism industry is likely to depend upon the efficiency and effectiveness of the planning and coordinating activities and power of local government. The absence of the important actor in the plan formulation phase, or the lack of commitment from this actor to common purposes at the implementation stage, is likely to be a key reason for tourism plan failure.

Relation Patterns and Nature of Tourism Environment: Plan implementation involves the joint efforts of various organizational parties, often located at different tiers of government. The implementation success is, therefore, closely tied to whether these organizations interact and coordinate fragmented activities effectively so that all decisions, policies and activities are consistent and coherent and not at cross-purposes (Hall, 1991). In addition, the political culture of the country, its general economic conditions as well as broader government policies may communication networks between different levels of governmental agencies, their interdependencies, their strategic perspectives, and their problem solving capacities (Pearce, 1992; Klijn, 1997). Thus, an understanding of the elements of micro and macro tourism environment and of patterns of relations among interdependent parties involved in plan formulation and implementation is imperative.

5.6 LET US SUM UP

Since tourism has evolved as a vital activity, tourism planning must develop with it. Tourism planning has to be more flexible and capable of accommodating a wide array of political, social, economic and environmental changes. This would require an integrated, dynamic, multi-scale approach and new techniques. If tourism is to be encouraged as a developmental tool, it must be planned towards the goal of enhanced visitor satisfaction, community integration and above all greater resource protection. Planning, today, has a new look worthy of attention by all sectors involved in development. This Unit gave you an idea of the importance of planning in tourism while taking into account the steps in the planning process and the approaches to planning.

5.7 EXERCISE QUESTIONS:

1. Discuss the various approaches to tourism barriers.
2. Explain how govt. interference acts as barrier to tourism development.
3. Suggests the ways to avoid the tourism barriers with suitable examples.

4. What are the factors affecting the tourism planning and implementation?

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UNIT 6: DESTINATION MIX- CONCEPT AND COMPONENTS

STRUCTURE

- 6.0 Introduction
- 6.1 Concept of destination marketing
- 6.2 The marketing mix
- 6.3 Product Branding
- 6.4 Pricing
- 6.5 Place (Distribution)
- 6.6 Promotion
- 6.7 Advertising
- 6.8 Newspapers
- 6.9 Direct Mail
- 6.10 Internet
- 6.11 Television
- 6.12 Magazines
- 6.13 Radio
- 6.14 Outdoor Advertising
- 6.15 Personal Selling
- 6.16 Public Relations
- 6.17 Service Quality
- 6.18 Internet Marketing
- 6.19 The complexities of destination marketing
- 6.20 Current weaknesses in destination marketing in the UK- a case study
- 6.21 Let us sum up

OBJECTIVES

After studying this Unit, you will be able to learn:

- about the role of intermediaries in tourism industry
- how to select an effective channel of distribution
- understand the importance of product positioning
- understand how pricing can be used as a tool to achieve marketing objectives
- Determine key pricing policies.

6.0 INTRODUCTION

In the present unit you will learn about the destination marketing and its methods, though the Marketing destination is perhaps the most complex and difficult form of marketing in tourism. Yet, as more and more villages, towns, cities, regions and countries seek to attract tourists, it is an activity being undertaken by a growing number of local authorities and partnership agencies in the developing countries and world-wide. However, destinations seem to be struggling to find ways of having a major impact on the market and what actually happens in the destination.

Product is one of the four basic elements in the Marketing mix. In view of the customers' needs and interests it becomes the responsibility of marketing manager to devise appropriate products. Specific attention should be given to the customers' expectations, capability to pay and how the product is perceived by customers. In this Unit you will learn, what is product, different stages in the development of product, how to formulate tourism products and product positioning along with the concept of product life cycle. Along with product, price and promotion, distribution (place) is a major component in the Marketing Mix. Tourism product has certain special characteristics and because of its nature, it requires channels to reach the customer. Distribution system provides the channel or means by which tourism supplier gains access to the potential customers of the product. In this Unit, we have explained the importance of the distribution system in tourism marketing. How to decide a distribution strategy and distribution channels and the importance of intermediaries in marketing tourism products are the other issues dealt with in the Unit.

Price is as much a tool of marketing promotion, and plays a critical role in the marketing mix. The price of a product or service should be seen not only as the outcome of market forces. Price conveys something to the consumer about the nature of the product or service. By managing price in combination with product quality and the promotional messages, sales can be activated in a new market, or market share can be increased at the expense of competitors. In order to understand how to use: price as a tool, we need to have a clear picture of how customers interpret price of goods and services they buy or avail, tourism included. Pricing for tourism product should take into account the complexity created by seasonality of demand and the inherent perish ability of the product.

6.1 CONCEPT OF DESTINATION MARKETING:

Destination Marketing has many unique features that make sure that it is intrinsically complex and difficult, which includes the following:

- While talking about the marketing of a destination, it has to be kept in mind that it's an independent product compared to a seat in airlines or a hotel stay. Addition of numerous individual products makes a successful

destination. These numerous products comprises of natural attractions, tourist attractions, hotels, restaurants and spas and many others.

- It is quite similar to a Lego set, a visitor/can create his own set of products according to his taste and travel requirement. However, different travelers will pick different products from a single destination to design their own bespoke product or experiences that are unique and distinctive.
- Since destinations offers varied products to different sectors at various time intervals, in such circumstances' recognizing the competitors is one of the major chore for the destinations.

6.2 THE MARKETING MIX

The marketing program combines a number of elements into a workable whole— a viable, strategic plan. The tourism marketing manager must constantly search for the right marketing mix—the right combination of elements that will produce a profit. The marketing mix is composed of every factor that influences the marketing effort.

1. **Timing.** Holidays, high season, low season, upward trend in the business cycle, and so on, must all be considered?
2. **Brands.** The consumer needs help in remembering your product. Names, trademarks, labels, logos, and other identification marks all assist the consumer in identifying and recalling information about your product
3. **Packaging.** Although tourism services do not require a physical package, packaging is still an important factor. For example, transportation, lodging, amenities, and recreation activities can be packaged and sold together or separately. Family plans or single plans are other forms of packaging.
4. **Pricing.** Pricing affects not only sales volume but also the image of the product. A multitude of pricing options exist, ranging from discount prices to premium prices.
5. **Channels of distribution.** The product must be accessible to the consumer. Direct selling, retail travel agents, wholesale tour operators, or a combination of these methods all comprise distribution channels that must be developed.
6. **Product.** The physical attributes of the product help to determine its position against the competition and provide guidelines on how to best compete.
7. **Image.** The consumer's perception of the product depends to a great extent on the important factors of reputation and quality.
8. **Advertising.** Paid promotion is critical, and the questions of when, where, and how to promote must be carefully considered.
9. **Selling.** Internal and external selling are essential components for success, and various sales techniques must be incorporated in the marketing plan.
10. **Public relations.** Even the most carefully drawn marketing plan will fail without good relations with the visitors, the community suppliers, and employees.

11. Service quality. Outstanding service is necessary to have satisfied customers and repeat business.

12. Research. Developing the right tourism marketing mix depends in large part on research.

The preceding list makes it obvious that the marketing manager's job is a complex one. Using knowledge of the consumer market and the competition, the marketing manager must come up with the proper marketing mix for the resort, attraction, or other organization. The marketing manager's job begins with planning to allow direction and control of the foregoing factors.

The many elements in the marketing mix have been defined most frequently as "**the four ps**," a term popularized by E. Jerome McCarthy, coauthor of basic marketing and essentials of marketing. While the four Ps are an oversimplification, they do provide a neat, simple framework in which to look at marketing and put together a marketing program. The four Ps are **product, place, promotion,** and price. The product includes not only the actual physical attributes of the product but also product planning, product development, breadth of the line, branding, and packaging. Planning the product should consider all these aspects in order to come up with the "right" product.

Place is really concerned with distribution. What agencies, channels, and institutions can be linked together most effectively to give the consumer easy access to the purchase of your product? Where is the "right" place to market your product?

Promotion communicates the benefits of the product to the potential customers and includes not only advertising but also sales promotion, public relations, and personal selling. The "right" promotional mix will use each of these promotional techniques as needed for effective communication.

Price is a critical variable in the marketing mix. The "right" price must both satisfy customers and meet your profit objectives.

Mill and Morrison have added another "three Ps" that they believe are particularly relevant to tourism. Programming involves special activities, events, or other types of programs to increase customer spending or to give added appeal to a package or other tourism service. Tourism policy views programs as a strategic consolidation of a range of different activities designed to ensure a clear focus for development and marketing efforts. The second of the additional three Ps concerns people. This P is intended to stress that tourism is a "people business"—that we must not lose sight of the importance of providing travel experiences that are sensitive to the human side of the visitor as well as to the functional requirements. The final P is defined as partnership. This highlights the high degree of interdependency among all destination stakeholders, as well as the need for alliances and working relationships that build cooperation—sometimes with competitors as well as colleagues.

6.3 PRODUCT BRANDING

A fundamental concept in traditional marketing is that of the product brand; “a distinguishing name and/or a symbol (such as a logo, trademark, or package design) intended to identify the goods or services of one seller, or groups of sellers, and to differentiate those goods or services from competitors who would attempt to provide products that appear to be identical.”⁴

Recently, tourism marketers have been attempting to “brand” their destinations. While the approach has considerable potential, the transference of its application from traditional products and services to the tourism setting is not without its difficulties.

One particularly useful transference of branding from products to tourism destinations postulates that “place branding” performs four main functions. First, destination brands serve as “communicators,” where brands represent a mark of ownership and a means of destination differentiation that is manifested in legally protected names, logos, and trademarks. Second, they provide an image for the destinations, which is characterized by a set of associations or attributes to which consumers attach personal value. Third, brands serve as “value enhancers” that create brand equity for the destination in the form of improved streams of future income. Finally, a destination brand can be viewed as possessing a personality that enables it to form a relationship with the visitor.

6.4 PRICING

One of the most important marketing decisions is the pricing decision. Price determines how consumers perceive the product and strongly affects other elements of the marketing mix.

The tourism marketing manager must consider the following factors that influence price policies.

1. Product quality. The quality of the product really determines the price-value relationship. It is common sense that a product that offers greater utility and fills more consumer needs than a competitive product can command a higher price.

2. Product distinctiveness. A staple or standard product with no distinctive features offers little or no opportunity for price control. However, a novel and different product may be able to command higher prices. The Hyatt Corporation, for example, features lobby atriums; this attractive novelty combined with excellent service and facilities makes it possible for the Hyatt Hotels to command higher prices.

3. Extent of the competition. A product that is comparable to competitors’ products must be priced with the competitors’ prices in mind. The product’s price to some extent determines its position in the market.

4. Method of distribution. The price of the product must include adequate margins for tour operators, travel agents, or the company’s own sales force.

5. Character of the market. It is necessary to consider the type and number of possible consumers. If there is a small number of consumers, then the price must be high enough to compensate for a limited market. However, one must also consider the ability of consumers to buy and their buying habits.

6. Cost of the product and service. It should be obvious that price must exceed cost over the long run or else the business will not survive. Both cost and market conditions should serve as guides to pricing.

7. Cost of distribution. Distribution costs must also be included in the pricing equation. Unfortunately, in many cases they are much more difficult to estimate than other costs.

8. Margin of profit desired. The profit margin built into the price of the product must be more than returns realized on more conventional investments in order to compensate for the risk involved in the enterprise.

9. Seasonality. Most tourism products are affected by seasonality because of school-year patterns and vacation habits; consequently, the seasonal aspects must be considered in developing prices.

10. Special promotional prices. Many times it is good strategy to offer introductory prices and special one-time price offers to acquaint consumers with your product. However, these must be carefully planned so that they fill the proper intent and do not become a regular discount price.

11. Psychological considerations. Throughout our economy we see psychological pricing employed, usually using prices that are set in odd amounts such as 19, 99, \$19.95, or \$29.99. Consumers respond well to odd pricing, and there seems to be something particularly magical about prices that end in nine.

6.5 PLACE (DISTRIBUTION)

Another difficult decision for the marketing manager concerns what distribution channel or channels will be used. The distribution decisions affect the other elements of the marketing mix, and in the best marketing mix all aspects will be compatible with one another. Chapter 7 contains a description of the travel distribution system.

Channels of distribution are selected by: **(1)** analyzing the product, **(2)** determining the nature and extent of the market, **(3)** analyzing the channels by sales, costs, and profits, **(4)** determining the cooperation you can expect from the channel, **(5)** determining the assistance you will have to give to the channel, and **(6)** determining the number of outlets to be used. For example, if you want intensive distribution, exposing your product to maximum sale, you will use many travel agents. In contrast, with an exclusive distribution policy, you would sell your product through one or a few agents who would have the sole right to sell your product or service in a given area.

Check Your Progress

1. Define the term 'Marketing Mix' and explain the various factors that influence the marketing effort.

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2. What are the 4Ps of marketing mix? What is their importance in marketing mix strategy?

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3. Describe briefly the concept of Product branding in tourism marketing.

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4. How pricing effects the marketing mix concept in tourism.

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5. What are the major considerations of distribution of tourism product?

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6.6 PROMOTION

The aim of promotion activities is to create demand for a product or service. . Promotion is a broad term that includes advertising, personal selling, public relations, publicity, and sales promotion activities such as familiarization tours, giveaways, trade shows, point of purchase, and store displays.

To sell the product, it is necessary to: **(1)** attract attention, **(2)** create interest, **(3)** create a desire, and **(4)** get action. Either personal selling or advertising can carry out all of these steps in the selling process; however, the two used together tend to be much more powerful. Advertising is ideally suited to attract attention and create interest in the products and services. Personal selling is best suited to creating desire and conviction on the part of the customer and to closing the sale. Advertising and personal selling are even more effective when supplemented by publicity and sales promotion activities. Familiarization tours (or "fam tours," as they are commonly called) are a form of promotion of particular importance in the travel industry. Travel agents and other persons who influence

travel decisions are invited on a “famtour” in order to become more knowledgeable about the destination.

6.7 ADVERTISING

Advertising has been defined as any non personal presentation of goods, ideas, or services by an identified sponsor. In travel marketing, these paid public messages are designed to describe or present a destination area in such a way as to attract consumers. This can be done through the use of the major advertising media such as newspapers, magazines, direct mail, television, outdoor, or radio. Effective advertising gains the attention of the prospective visitor, holds the attention so the message can be communicated, and makes a lasting positive impression on the prospect's mind. Each advertising medium has advantages and disadvantages. A key decision in developing promotional strategy is to select the right medium to maximize advertising expenditure. To assist in media selection, turn to Standard Rate and Data Service (SRDS), 1700 Higgins Road, Des Plaines, IL 60018. SRDS publications contain advertising rates and other media information required to make intelligent decisions. The advantages and disadvantages of the major media are as follows.

6.8 NEWSPAPERS

Newspapers give comprehensive coverage of a local market area, are lower in cost than other media, are published frequently, are flexible (short lead time) and timely have a wide audience, and get a quick response. Most newspapers have travel sections. The major disadvantages are low printing quality and short life.

6.9 DIRECT MAIL

Although mail costs have increased rapidly, direct mail is one of the most important advertising methods for tourism enterprises. It is the most personal and selective of all the media; consequently, it is the most effective medium in minimizing waste circulation. Direct mail gets the message directly to the consumers that one wishes to contact. Direct-mail advertising is self-testing when it asks for a response.

The critical problem with direct mail is obtaining and maintaining the right mailing lists. Many types of lists are commercially available through firms specializing in this activity. (One source of such information is Standard Rate and Data Service.) For the tourism industry, previous visitors comprise the most important mailing-list sources. However, names and addresses must be correct, and the lists must be kept in ready-to-use form, such as address plates or on a computer. Other good sources of prospects are the inquiry lists.

6.10 INTERNET

Although a relatively recent arrival on the advertising scene, Web sites have very rapidly established themselves as one of the most pervasive and most powerful means of directly communicating with individuals in the marketplace. They are particularly valuable to small and medium-size tourism operators who in the past had difficulty conveying information regarding their products and services to their many potential customers. Care must be taken, however, to ensure a well designed Web site. Because of the ease of access to Web sites, many firms assume that a simple listing of products and services is adequate. This is far from true. The growing sophistication of Web site marketers, means that both innovation and functionality must be carefully built site for it to be successful.

6.11 TELEVISION

Television presents both an audio and a visual message and comes as close to approximating personal selling as a mass medium can. Television requires minimal exertion on the part of listeners and is very versatile. However, television is not a flexible medium; commercials have a short life; and advertising on television is expensive relative to the costs of using other media. Nevertheless, despite television's expense, many destinations are using television and finding it very cost effective.

6.12 MAGAZINES

The major advantage of magazines is their print and graphic quality other advantages are secondary readership, long life, prestige, and favorable cost per thousand circulation. Many special-interest magazines reach specialized market segments effectively, making it possible to target markets. Regional editions allow further selectivity, with a minimum of waste circulation. Some of the unfavorable characteristics of magazines are that they require long lead times and that changes cannot be made readily. Magazines also reach the market less frequently than do newspapers, radio, and television.

6.13 RADIO

Radio has the advantage of outstanding flexibility and relatively low cost. While the warmth of the human voice adds a personal touch to the selling message, radio has the disadvantage that it presents only an audio message. Tourists driving in their automobiles are typically radio listeners, and many attractions find radio an excellent medium.

6.14 OUTDOOR ADVERTISING

Outdoor advertising has been used with great success by many tourism organizations. It is a flexible, low cost medium that reaches virtually the whole population. It has made the Wall Drug Store in Wall, South Dakota, and world famous. Outdoor advertising has the disadvantage that the message must be short; however, it does reach travelers. An additional problem is highway signing laws, which are making it more difficult to advertise tourism attractions.

Using an Advertising Agency

While promotion managers must know the fundamentals of marketing, advertising, personal selling, and public relations, the specialized skill and experience of an advertising agency can greatly increase business—aid can do it profitably. An advertising agency will do the following:

1. Work with ideas in copy and layout. Copy is the term used to describe written messages; layout refers to the arrangement of copy, art, and pictures.
2. Advise on the choice of media to convey advertising messages, devising an organized and carefully worked-out plan using newspapers, magazines, radio, TV guidebooks, posters, direct mail, postcards, folders, or other advertising media.
3. Conduct market analysis and research so that advertising efforts can be directed to the best prospects.
4. Assist in planning and carrying out a public relations program.

The advertising program must be planned objectively by setting forth specific, achievable goals. The advertising agency can help to establish such goals. When seeking the services of an advertising agency, look at the agency's experience in promoting tourism, and check the agencies past advertising campaigns and clients to determine the campaign's effectiveness.

6.15 PERSONAL SELLING

Personal selling is the most-used and oldest method of creating demand. Because it is adaptable to the prospect, it is the most compelling and effective type of selling. In contrast to advertising, which is the impersonal component in the promotional mix, personal selling consists of individual, personal communication. The U.S. economy depends on salespeople; there are over 13 million people working in sales compared to about 500,000 working in advertising.

In many companies, personal selling is the largest operating expense item, ranging from about 8 to 15 percent of sales. Expenditures for sales peoples' compensation, expenses, training, and supervision and the cost of operating sales offices make management of the sales force an important task.

Personal selling is so widely used because it offers maximum flexibility. Sales representatives tailor their presentation to each individual customer. They can tell which approaches are working and which are not and adjust accordingly. Prospects can be identified so target market customers are approached and efforts are not wasted.

Counterbalancing these advantages is the fact that personal selling is the most expensive means of making contact with prospects, and productivity gains are unlikely. Another limitation is that it is not always possible to hire the caliber of person needed for the sales job. Because of the importance of personal selling, all staff should be sales-minded.

They must be trained to offer sales suggestions to prospects when opportunities present themselves. This includes expert selling on the telephone; the telephone receptionist, for example, can create a favorable image for a resort. Inquiries can often be the opening for a polite and skillful sales effort. Obviously, an unfriendly manner can discourage customers and sales.

6.16 PUBLIC RELATIONS

Public relations may be defined as an attitude—a “social conscience” that places’ first priority on the public interest when making any decisions. Public relations permeate an entire organization, covering relations with many publics: visitors, the community, employees, and suppliers.

Acceptance of any tourist destination by the public is of utmost importance. No business is more concerned with human relations than is tourism and all public interests must be served. Serving one group at the expense of another is not sound public relations. Furthermore, each individual business manager and the group he or she represents must be respected and have the confidence of the community. There is no difference between a personal reputation and a business reputation.

Favorable public relations within the firm emphasize respect for people. Employees must have reasonable security in their jobs and be treated with consideration. Externally, tourism employees have a powerful influence on the public as they represent the owners in the public’s eye. Employees should be trained to be courteous, respectful, and helpful to guests. Little things make a big difference, and the attitude of employees can make or break a public relations effort.

Considerations for the public relations effort include being aware of public attitudes toward present policies; ask some of the visitors for feedback. Communication is the lifeblood of good relations. In publicizing the firm, first do good things and then tell the public about them. Above all, give the public factual information about your area. False information is detrimental; you must describe conditions as they exist.

6.17 SERVICE QUALITY

Service quality is the customers' perception of the service component of a product. Service quality is an important element of the marketing mix and in building and delivering a competitive advantage in tourism.

Outstanding service quality leads to customer satisfaction, which leads to repeat business. Customer satisfaction and loyalty are the keys to repeat business and long-term profitability. Keeping customers satisfied is everybody's job in an organization. Employees should strive to exceed customer expectations.

Since in tourism, there are many service transactions over the course of a trip, or a vacation, it is increasingly useful to introduce the concept of the quality of the experience (QOE) in tourism—where the tourism experience consists of a complex chain of service transactions and visitor participation in a broad range of activities and events. Using this framework, the goal of the tourism managers is to provide the visitor with a holistic combination of services, activities, and events from which he/she derives a high level of satisfaction.

Unfortunately, because the experience chain involves such a diverse mix of services, activities, and events, a great number of the links in the chain are outside of the control—or even the influence—of any single manager. As such, it is important to develop management structures and processes that can assist in coordinating and enhancing the quality of the various services, activities, and events of the experience chain. It is here where the Destination Management Organization (DMO) plays a critical role.

6.18 INTERNET MARKETING

The Internet has become pervasive in tourism marketing today. It is being used by the tourism industry to perform multiple tasks and impact a number of areas of the marketing mix. Direct e-mail marketing, advertising, customer service, relationship marketing, providing information, distribution and sales, and research are all tasks being performed by the Internet. The Internet provides the same capabilities found in direct mail and telemarketing, it provides a new advertising medium, it provide interaction with the customer, and it has the ability to deliver a message 24 hours a day, 7 days a week, 365 days a year. A large segment of consumers are looking to the Internet for information, research, trip planning, and even booking trips; therefore, the Internet will continue to grow as an important marketing tool.

Check Your Progress

1. Differentiate between public relations and personal selling.

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2. Define the term Publicity. Explain its importance in tourism marketing mix.

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3. What is the role of internet in tourism marketing concept?

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4. Write a short note on:

- a) Outdoor Advertising.
- b) Internet.

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.....
5. What is the aspect of service quality concept in marketing mix?

6.19 THE COMPLEXITIES OF DESTINATION MARKETING

Wherever it takes place in the world, destination marketing has some characteristics that ensure that it is inherently complex and difficult, including the following:

- The destination is not a single product like an airline seat or a hotel bed. It is a composite product, made up of hundreds and even thousands of individual products, such as bars, hotels, visitor attractions, restaurants, and so on. It is rather like a Lego set, a 'box' of building bricks from which the visitor constructs their own product. Often, different visitors will use different bricks from the same destination 'box' to build totally different 'products' or holiday experiences for themselves. This fact makes it difficult to try to present simple brand images of the product that will incorporate all elements of the product and appeal to all target markets.
- Because destinations offer different bundles of products to different markets at different times, it is very difficult for destinations to identify their competitors. This is a problem because identifying competitors and striving to beat them provides a strong focus for marketing activities in other sectors.
- Destinations are not discrete entities around which it is possible to put neat boundaries that are recognised by marketers and tourists alike. Destinations overlap geographically in several ways. Firstly, there is a geographical

hierarchy from district to county to region to country, but the district is still part of the country as well as being an independent entity. Each of these levels probably has a government entity – local or central – responsible for it, and each one of these is likely to be involved in place marketing in some way. This is another additional complexity, particularly if there is not enough co-operation between these levels in the hierarchy. Secondly, there is the difference between government boundaries that define places, and tourists' perceptions of places and, the author suggests, the two often do not coincide.

Most destinations are marketed by local authorities, government agencies, or public private partnership agencies, in which the public sector plays a leading role. This fact also creates complexities and difficulties in destination marketing, notably:

- Destination marketing often has a number of complex, and potentially conflicting, objectives, including job creation, enhancing an area's image, improving the quality of life of the residents, helping rejuvenate industrial towns and cities, and rural development. Compared to the simpler objectives of private sector companies, such as profit maximization and increasing market share, the objectives of destination marketers look very ambitious!
- Most destination marketing agencies are managed by committees with each member representing different motivators, knowledge, objectives and resources. Decision-making can be slow and focused on reaching agreement and preventing conflict, rather than on the best marketing ideas.

Most destination marketing organizations do not control the 4 'Ps' of the marketing mix for the destination, namely the product, price, place or distribution, and promotion. While they can seek to influence these variables, they cannot control them, which make it very difficult for them to effectively market destinations. The only 'P' where these agencies can have a significant impact is promotion, which is why most of their activities are focused in this field. However, unless you control the other 'Ps', this can result in glossy brochures that contain few concrete products that tourists can buy, and no distribution channels by which the brochures or products can be obtained or purchased by tourists

6.20 CURRENT WEAKNESSES IN DESTINATION MARKETING IN THE UK- A CASE STUDY:

It is clear, therefore, that destination marketing is intrinsically a complex and difficult task. However, in the currently competitive international tourism market, it is important for all destinations to strive to become more effective at marketing. There is no doubt that destination marketing has become more professional in recent years in the UK. Nevertheless, the author believes that there are still issues to be tackled in the UK if the country is to become even more successful as a destination. Some of these issues are highlighted below:

- From the level of the British Tourist Authority to individual local authorities, **marketing budgets are too small**. Marketing is an expensive business, particularly when one is trying to build strong brand images for countries, regions, and resorts. It seems unlikely that more public money will be forthcoming, so the budgets will only be swelled through partnerships with private sector operators and trading activities.
- While the situation has improved, there is still **a lack of marketing expertise in some destinations**. There are still too many people with general marketing experience trying to market this highly specialised 'product', the destination, as well as people from non-marketing and non-tourism backgrounds who are struggling to become destination marketers.
- **Successful marketing requires clear objectives and prompt decision-making**, yet both often seem to be lacking in UK destination marketing. It is not always clear what some destinations are trying to achieve through their marketing. At the same time, there are often so many people involved in even quite basic decisions, such as over the design of brochures, that the result is often the 'lowest common denominator', a compromise that will achieve little in the market place, but is simply designed to keep the peace within the organisation.
- **The quality of marketing research in UK destinations is generally poor**. It often involves data which is out-of-date and it tends to focus on facts and figures about demand, rather than things which are of more value to marketers, notably:
 - research on people who do not currently visit the destination,
 - tourists' perceptions of destinations,
 - data that helps a destination segment its markets,
 - longitudinal research to identify market trends,
 - techniques for identifying and monitoring competitors.
- **Local government boundaries still seem to be important** to destination marketers, whether they be districts, cities, counties or regions. These boundaries usually mean little to tourists. It is rare to find two or more local authorities mounting a major joint marketing campaign for their mutual benefit.
- Few destinations appear to have taken on board, fully, **the fashionable concept of relationship marketing**. It is clearly more expensive to gain a new customer than it is to keep an existing one, so it is an issue that:
 - few destinations appear to regularly communicate with their existing customers, probably because they do not have a comprehensive database of such customers;
 - hardly any destinations seem to have developed loyalty schemes, like the frequent flyer programmes offered by airlines;

- the author knows of no UK destination which uses regular visitors as a focus group to help it monitor satisfaction levels and identify market opportunities.
- **Many UK destination brochures, particularly those of the seaside resorts, look very similar to those 30 years ago.** This may well be a good way of retaining existing customers who are conservative and do not want to see anything change about the resort. However, they do little to attract new visitors which the resorts need desperately to ensure their future viability.
- Most UK **destination brochures** are glossy but still **do not give details of products, such as packages**, which tourists can actually buy. Instead, they offer lists of different hotels and attractions and leave the tourist to do all the work. It is unlikely, therefore, that such brochures will encourage many new customers to visit UK destinations.
- **The Internet is being used effectively by relatively few UK destinations.** **Most** of them now have sites with information but few offer the opportunity to make on-line reservations. This ignores the potential of the Internet which allows customers to gain information and make bookings in the same transaction, at any time, anywhere in the world.
- Branding is highly fashionable in UK destination marketing today but **building a brand is an expensive business.** Most UK destinations simply do not have the money to effectively market a brand. They also, understandably, often find it difficult to agree on a brand because of the complexity of destinations as 'products'.
- In recent years, **segmentation has come a long way** in marketing, with the rise of psychographic segmentation based on the customer's lifestyle and personality. Yet, much of the UK tourism industry still seems to be wedded to cruder, older methods, such as demographic or geographical segmentation.
- **UK cities have yet to follow the example of Scandinavian cities and introduce 'city cards'** which give free or reduced price use of public transport and attractions as well as discounts in shops. These are undoubtedly attractive to tourists and encourage tourists to fully explore destinations. These cards can be sold with the proceeds going to destination marketing. They may also be used as incentives for short break visits by hotels, which may give such cards, free, to weekend guests.
- The UK is highly successful in attracting international visitors, but **many destinations are still not good at meeting the needs of tourists from other countries** and cultures. This will become a bigger issue in the future, as the number of tourists grows from countries as diverse as India, Brazil and China.
- **Many destinations still seem to pursue a 'we offer something for everyone' approach to marketing** at a time when niche marketing is in fashion. Being seen to be good for older people may seem unattractive to

- young people, and vice versa. Perhaps destinations need to be bold and target particular complementary niche markets instead. These niches could be based on anything from age to nationality, hobbies to sexual orientation, concerns with environmental issues to people with disabilities.
- **Destinations make relatively little use of the concept of marketing consortia.** There are very few examples of destinations in similar geographical areas or markets, pooling their resources to mount major marketing campaigns for their mutual benefit. Yet, we know from the hotel and attractions sector that consortia can give small players greater power in the market place than they could achieve on their own.
 - **Many destinations still are not doing a great deal to develop skill levels and source quality through training and education.** There are few large-scale effective training schemes offered by destination marketing agencies, even though everyone agrees that service quality is vital for competitive advantage in tourism.
 - The concept of partnership is very fashionable in tourism today. However, in the UK these **partnerships seem to be problematic, with the public and private partners often having different objectives**, being suspicious of each other, and working to different time horizons, with commercial operators taking a shorter-term view than the public sector.
 - Too many **destination marketing strategies seem to be weak on competition analysis, and implementation**, both crucial aspects of any successful marketing strategy.
 - **Many destinations are not very good at measuring the effectiveness of their marketing activities.** There are not enough measurable performance indicators and too much promotional activity is still undertaken on the basis that it must be a 'good thing'. This lack of critical evaluation prevents the development of more effective marketing activities.
 - **It has to be said that there is a general lack of 'joined up' holistic thinking in UK destination marketing.** This is partly caused by the compartmentalization and division of related issues such as marketing, planning, training and education, transport, environmental services and so on, between different departments and organisations.
 - **Destination marketing in the UK is quite a fragmented sector.** In spite of the effort of the relevant professional bodies, **there is no single voice speaking for this vitally important activity.** A way needs to be found to overcome the gaps between rural, urban and coastal destinations, and between individual resorts and city destinations, regions, and the country as a whole.

More controversially, we should perhaps be willing to accept that leisure tourism is not a viable option for every place in the UK. We should stop 'flogging a dead horse' in those places which do not realistically have long-term prospects of success in the tourism market. These destinations can then build an economy

based on other activities, whether that be information technology, education, acting as commuter settlements, retirement colonies, or shopping centres. They could still function as business tourism destinations and they could still provide leisure facilities, but these would be for the local market and day trip visitors. Such destinations might include anything from old seaside resorts to industrial towns.

This would lead to a rationalisation of UK destinations with only the fittest surviving. This may be necessary in that:

- resources can then be focused on the places with the best chance of success,
- the UK could then compete more effectively with its international competitors,
- the image of UK tourism would not be tarnished by tourists' experience of destinations which are clearly failing.

It is clear that a negative view of UK destination marketing so far in this study. There are many examples of good practice but this does not reduce the validity of the points made above. Some of the issues noted in this section are true of destination marketing in many countries, while some are found much more in the UK than elsewhere.

6.21 LET US SUM UP

This Unit familiarized you with various aspects related to product designing process in the Marketing Mix. A product is offered in the market to satisfy customer's wants or needs and from the marketer's point of view has five levels to be considered. In the case of tourism, the product covers the entire experience that a tourist has from the beginning to the end of the journey. The challenge for a product designer and developer in tourism is to convert the routine into something unique for the tourist. Besides explaining the Product Mix, this unit cautioned against ignoring the societal orientation in devising tourism products. Different constituents of the tourism industry devise their own products yet there is a close linkage amongst them. The tourists' experience depends on all the products put together. As in other sectors in travel and tourism also, distribution is an important element in the Marketing Mix. Distribution actually provides an access to customers and in the case of tourism product and services there are a number of intermediaries that constitute the distribution system. Organization planning is required to select a proper channel for marketing of tourism products and services and certain decisions have to be undertaken in this regard. It is after evaluating the various available alternatives that an organization develops its distribution strategy. The capabilities, infrastructure, access to market, volume of business etc. of the channel to be adopted are considered in this regard. Pricing the tourism product explains the concept of value and costs to the consumer in respect of the tourism product, as being central to the pricing decision. The relationship between demand, elasticity of

demand and prices has been explained. The Unit also describes in detail the various pricing objectives followed by tourism suppliers and the pricing setting in practice. A common trend in tourism marketing, discounting tactics was also discussed in the Unit.

EXERCISE QUESTIONS:

- 1) What role intermediaries play in tourism marketing?
- 2) List four factors which influence the selection of distribution channels.
- 3) Internet has revolutionized the marketing concept especially of tourism industry. Justify the statement with examples.
- 4) Why the place is considered as one of the important factor of marketing mix?
- 5) Explain how tourism relies on service quality?
- 6) What factors influences the tourism destination as a product?
- 7) What are the basic considerations of pricing in tourism?
- 8) Explain how promotion strategies influences the marketing mix.
- 9) Describe the factors involved in placing the product and how they influence each other?
- 10) What is the role of marketing mix in tourism industry?

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UNIT 7: STEPS AND STAGES IN DESTINATION PLANNING

STRUCTURE

- 7.1 Introduction
- 7.2 Planning tourism
- 7.3 Importance of Destination Planning
- 7.4 Elements of a Tourism Destination Plan
- 7.5 Methods for managing tourism destination
- 7.6 Steps and stages in destination planning
- 7.7 Approaches to tourism planning management
- 7.8 Obstacles to development of supply
- 7.9 Let us sum up

Objectives

The following objectives are reviewed:-

- To familiarize yourself with the goals setting for tourism development,
- Understand the components of tourism development and
- Learn the method of plan preparation.
- To understand the various approaches to tourism planning.
- To understand the importance of destination planning
- To analyze the various obstacles in destination planning

7.1 INTRODUCTION:

In this unit we will understand the importance of the destination planning and different stages in it. Tourism provides a major economic development opportunity to many countries and a means of improving the livelihood of the residents. Both the public and private sectors involved in tourism depend on planning to achieve sustainable tourism development that respects the local community, creates appropriate employment, maintains the natural environment and delivers a quality visitor experience. However, many tourism destinations have pursued development without proper planning and without considering the many impacts such development will bring to the community.

Proper planning of the physical, legal, promotional, financial, economic, market, management, social, and environmental aspects will help to deliver the benefits of tourism development and it can be carried out much more effectively when fully integrated with the process of policy formulation.

National, regional, community and resort tourism planning commenced in the late 1950's when it became apparent that tourism was going to become a significant socio-economic activity. In the Asia-Pacific region, for example, the 1959 State Plan of Hawaii, now one of the most developed and successful island tourist destinations included tourism as a major component and was quite progressive for its time in integrating tourism planning into the total regional development plan.

During the 1980's and 90's, tourism planning has been undertaken for many places of the more and less developed world. This has included revision and updating of some of the plans prepared previously. Compared to the earlier plans, the recent tourism plans give much more emphasis to the environmental and socio-cultural factors of tourism development. At the same time current tourism planning does not ignore existing development, but often incorporates its features into the modern plan. In this Unit we discuss, how these plans are formulated and what all is incorporated into them.

7.2 PLANNING TOURISM:

In the field of tourism, the need for planned development is of paramount importance. Many countries in the world, especially the developing countries, have lately realized the importance of tourism and benefits which it brings out. The uses of macroeconomic planning techniques for tourism sector are however relatively new. The planning methods for national economic development which have been largely utilized since early fifties do not always cover tourism development as a source of income, employment generation, regional development and as a major factor in the balance of payments for many countries has been attracting increasing attention on the part of many governments as well as others with an interest in economic development. Thus, tourism development became more and more a particular field of research in the economic planning undertaken by many countries.

Tourism planning is the process leading to tourism development as it is through the planning process that the set developmental goals are achieved. Tourism planning is also a tool for addressing the various choices associated with tourism development. It fosters the achievements of tourism objectives and goals and also the assessment of tourism benefits and costs. Tourism development on the other hand is a broader term which incorporates planning, tourist infrastructure, management of facilities, tourist attractions and transport services. Tourism planning is a continuous process of preparing a destination for receiving tourists and also continuously upgrading and improving a destination's attractions for the tourists.

Community involvement in the entire process of tourism planning and development is crucial. In fact communities are the basic elements of tourism. In recent years, communities have become of their participation in the

developmental process and have realized the need to be more proactive and responsive in their approach to tourism. Tourism depends upon the goodwill and acceptance of the local host communities. It is therefore necessary that planning must consider the desires and preferences of the local community whose participation is vital in tourism planning.

UN Conference

The United Nations conference on International Travel and Tourism held in Rome in 1963 emphasized the need for planning in tourism and made several recommendations. Some of these were as follows:

That the governments of developing countries should give high priority to projects concerning the development of tourism in their respective countries;

That the governments of developing countries should consider the possibility of seeking the assistance of the United Nations Special Fund for Regional and Sub-regional Surveys of existing and potential tourist traffic estimates and forecasts, with a view to the establishment of short term and long term plans for the development of tourist facilities and plant.

The conference endorsed the relevant comments of the group of experts who had pointed out that tourism was expanding swiftly as world economy improved and more and more travelers sought out new places to visit. It further stated that, to the extent permitted by its economic resources, a country should see a steady growth in the number of new tourist resorts developed. Existing possibilities of attracting tourists for mountaineering, fishing, hunting, festivals and sporting events should likewise be developed and practiced.

Emphasis was laid on the importance of ensuring protection, not for monuments, archaeological remains or architectural importance but also for the customs, traditions and folklore of indigenous people. The conference also agreed that a developing country which proposed to set up a national tourist organization should consider obtaining a preliminary survey in order to assess clearly what positive tourist attractions the country already had, what potential tourist attractions existed, and how they could most effectively be developed within the limits of funds available.

The conference recommendations had far-reaching complications as far as planned development of tourism was concerned. All member states and the specialized agencies of the UN were called upon to consider and implement as appropriate recommendations contained in the report of the conference. These were of particular interests of those countries which were just beginning to develop tourism. Until quite recently tourism was principally a feature of, and was largely confined to, the developed countries. Many of the developing countries saw the possibilities in tourism development. Encouraged by the conference recommendations, among developing countries introduced tourism development programmes.

Careful planning is a prerequisite for complete success of any programme. The haphazard development in many countries had made the planners aware of the need for planning of tourism development based on scientific research. Any country, whether it already has an active flourishing tourist industry, has to decide on many crucial issues before launching tourism development. The governments in developing countries have to decide on the following issues:

- Rate of growth of the tourism sector, whether it wishes to encourage mass tourism or develop it more slowly, gradually and selectively;
- The importance of the tourism sector to the national economy and how its development and growth are to fit in with the plans for national, regional and local development;
- The respective roles which it assigns to public and private sectors in the development of the industry;
- The respective roles to be played by domestic and foreign capital. Whether the foreign investment are to be encouraged in case the country's financial resources are limited;
- Decision as to whether the tourist industry should be treated in the same way as other industries or whether the peculiar character of the industry warrants it being given special treatment;
- Decision as to whether tourist industry is to be developed on a continuous long term basis or only as short term arrangements to overcome the trade deficit.

The fact that tourism is by its nature somewhat different from other sectors of the economy makes it more necessary that there should be careful planning. This is much more important for the developing countries which cannot afford to waste scarce resources. The various issues involved in the planning and development of tourism especially in the developing countries to show how necessary it is for these countries to adopt a monetary policy, a policy of agriculture, of public works, of health, of transport, etc, as different elements of its national economic plan, and it should on the same grounds, adopt a specific policy of tourism development.

7.3 IMPORTANCE OF DESTINATION PLANNING:

Tourism planning is primarily economic development planning that is directed towards tourism related objectives which differ the public sector and the private sector. In the public sector, most planning is done by different levels of government. Public sector tourism planning includes consideration of economic and social factors, land use policies and zoning controls, environmental concerns, infrastructure development, employment concerns, and the provision of public services. Private sector tourism planning is usually concerned with

investment objectives involving various aspects of product development, building and design, financial feasibility, marketing, management and operations.

Tourism planning is important because it provides a common vision, direction and commitment for tourism which are the result of participation of many representatives. The process of tourism planning includes:

- Assessing the possible impacts of development and the resource problems which will be faced.
- Analyzing the competitive status of a destination and its ability to respond to changes in the travel market.
- Providing a level of stability and predictability in the progress of the overall development of tourism in a given area.

It may be claimed that an integrated destination planning has five purposes:

- To identify alternative approaches to
 - ✓ Development;
 - ✓ Industry organization;
 - ✓ Tourism awareness;
 - ✓ Support services and activities;
 - ✓ Marketing.
- To adapt to the unexpected in
 - ✓ General economic conditions;
 - ✓ Energy supply and demand situations;
 - ✓ Values and life-style;
 - ✓ Fortunes of individual industries;
 - ✓ The external environment;
- To maintain uniqueness in
 - ✓ Natural features and resources;
 - ✓ Local cultural and social fabric;
 - ✓ Local architecture;
 - ✓ Historical monuments and landmarks;
 - ✓ Local events and activities;
 - ✓ parks and outdoors sports areas;
 - ✓ Other features of destination areas
- To create
 - ✓ High levels of awareness of benefits of tourism;
 - ✓ Clear and positive images of the area as a tourism destination;
 - ✓ Effective industry organization;
 - ✓ High levels of cooperation among individual operators;
 - ✓ Effective marketing, signage and travel information programs;
- To avoid
 - ✓ Friction and unnecessary competition among individual tourism operators;
 - ✓ Hostile and unfriendly attitudes of local residents towards tourists;
 - ✓ Loss of cultural identities;

- ✓ Loss of market share;
- ✓ Termination of unique local events and activities;
- ✓ Overcrowding, congestion and traffic problems;
- ✓ Pollution;
- ✓ High seasonality.

Tourism activity is becoming more competitive, more complicated, and more demanding of host communities and their culture and environment. In order for the tourism enterprise in any destination area to respond positively to all these challenges, it is necessary for tourism planning to be practiced in a fashion commensurate with the needs of destination area and the nation.

7.4 ELEMENTS OF A TOURISM DESTINATION PLAN:

Tourism destination plans generally include the following elements:

- **Tourism demand analysis:** demand analysis examines the existing and intended visitor markets for the destination. It involves a market analysis that examines the tourist arrivals and characteristics and the travel pattern and trends of the market. Demand analysis is essential in analyzing the competitiveness of the destination with other tourism destinations with similar attractions.
- **Tourism supply analysis:** supply analysis examines the destination itself including its attractions, accommodation, and facilities. The analysis should include transportation, infrastructure, human resources, and other factors which have a direct significant impact on the visitor experience. In the assessment of a new development for previously undeveloped area, site selection is an important element and the analysis will examine various locations or sites for proposed hotels and commercial buildings. In the case of self contained resort destinations where planning is for integrated resort development, consideration must be given to a number of factors including:
 - Relationship of the site to tourist attractions
 - Desirability of climate
 - Attractiveness of physical environment
 - Availability of land for development
 - Access to tourism gateways and regional attractions
 - Adequate transportation and utilities infrastructure
 - Attitudes of the resident population to the development
 - Availability of a local work force and sufficient housing
- **Tourism impact analysis:** two of the most important impacts in a tourism plan are the environmental impacts and the socio-cultural impacts of development. While tourism generally is considered environmentally friendly, sustainable tourism development places a high priority on preservation of the environment including land use, water quality, natural setting and avoid exploitation of the natural resources. Many analyses include a study of the carrying capacity of a

destination which defines the environmental and physical limits and ability of the destination to accommodate a given level of visitors with the least destruction to the natural resources. Tourism can have both beneficial and harmful effects on local culture as a result of the use of culture as a tourist attraction and the direct contact between residents and tourists.

- **Economic and financial analysis:** for most destinations, economic development is the primary reason for tourism development. Tourism is viewed as a source of visitor expenditures which will benefit the local economy, creating spending and employment while increasing the standard of living of the local population. However, the economic perspective differs between the public sector or government and the private sector. For the public sector, the economic benefit for local community is the most important concern. In the economic analysis for the public sector, the areas which are examined are the types of visitor seek, the important costs and supply of goods required by visitors, the costs related to infrastructure development and maintaining an adequate work force with the required skill and training for the industry. For the private sector, financial risk and profitability are the primary focus including the sources of capital for the planned project extent of foreign ownership or control, wage rates for the labor force, and availability of private sector funds for investment.
- **Action plan and recommendations:** The action plan is the final product of the planning process and will depend on the goals of the plan. It generally includes a summary and analysis of all the data used in the planning process and includes strategies, guidelines, recommendations, and schedules for development.

CHECK YOUR PROGRESS:

1. What is the importance of destination planning in tourism?

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2. What are the major considerations of tourism planning?

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3. Explain in brief the aspect of financial and economic analysis in destination planning.

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7.5 METHODS FOR MANAGING TOURISM DESTINATION:

Most policy directions will require specific implementation methods to be effective. Although not exhaustive, this section illustrates a range of tools that could be applied to local circumstances. These can generally be categorized into:

- regulatory methods for managing the effects of tourism activity or development
- regulatory methods for managing resources that have value for tourism
- Non-regulatory methods.

Councils need to consider how best to provide clear links between regulatory methods set out in plans and non-regulatory and strategic planning initiatives documented elsewhere. Where alternative methods are used it is important that they fit with and support plan provisions.

Managing tourism activity or development: Tourism zones/policy units Councils can use 'specific zones ' as a method of managing tourism activities in particular locations in the district or region. Zoning to encourage the location of tourism related activities in certain areas

Some plans use standard zones, (e.g., rural, coastal, residential) but have additional provisions within these general zone statements to indicate particular areas where tourism activities exist or are to be encouraged to locate. The Thames Coromandel District Plan, for example, provides for non-residential activities such as tourist accommodation in its coastal village Policy areas.

Structure plans: Structure Plans can be developed to ensure special or particular environmental features and issues are addressed when subdivision and development is proposed for a particular area or locality (e.g. infrastructure, eco-tourism).

Rules for tourism activities: Plans can include a wide array of rules to control the location, design and development of tourism activities. The status of these activities can be determined through 'activity lists ', compliance with performance standards or a combination of both. Specific assessment criteria can also be provided to help assess the impact tourism activities might have on the environment.

General rules and standards to manage the effects of all activities: Many plans treat tourism activities the same as any other commercial, residential or outdoor recreation activity. In developing or reviewing plan provisions relating to tourism, councils should consider whether reliance on general rules adequately addresses any specific effects identified or whether additional rules are required.

Managing resources that have value for tourism: Protecting and enhancing urban design through the use of precinct/character areas

The identification of precincts/character areas to protect and enhance the urban design or heritage characteristics of an area can help ensure tourist values are maintained or enhanced.

Controls on built form: As buildings can be a focal point that adds to the visitor experience a number of plans treat construction of new buildings as a controlled activity with applications assessed against specific design criteria. .

Rules and assessment criteria to protect natural character, landscapes and the coastal environment:

Many types of council have defined significant and outstanding landscapes and natural character areas in their plan as well as areas of the coastal environment that require specific protection. These areas often function as 'overlays ' and have specific rules and assessment criteria that apply over and above any general rules for the area.

Lay bys and viewpoints protected along scenic routes: Rules can be used to manage the effects on amenity values of inappropriate development along state highways or scenic routes.

Heritage protection: Many plans contain rules that prevent or place conditions on the destruction or alteration of heritage resources. This can have the effect of protecting both the heritage and associated tourism values of these resources. .

Non-regulatory methods

- Strategic planning initiatives including tourism strategies
- Education/advocacy/awareness raising
- Council funding and/or works
- Bylaws
- Covenants on titles
- Reserve management plans
- Esplanade reserve strategy
- Land acquisition
- Incentives
- Partnerships with communities and other organisations.

7.6 STEPS AND STAGES IN DESTINATION PLANNING:

The basic tasks of planning are

- To set goals and objectives
- To analyze the past and present
- To prepare for the future
- To select the best course of action

Planning within the tourism industry takes at both at macro and micro levels. The micro level involves such planning that specific operators undertake when determining the feasibility of their business activity. the basic planning process that applies to the preparation of any type of plan can be represented in many ways but the conceptual approach is the same. Broadly, there can be seven phases:

- ✓ Study preparation

- ✓ Determination of objectives
- ✓ surveys
- ✓ Analysis and synthesis
- ✓ Formulation of policies and plans
- ✓ Preparation of the final, preferred plan
- ✓ Determination of means of implementation and means of monitoring

A brief description is given here of these seven principle steps:

Study preparation: Realization of need for planning and systematic preparation of tourism plan and Preliminary interpretation of

- Current tourism circumstances
- Pending tourism development
- Latent tourism opportunities
- Potential problems for and because of tourism
- Decision to undertake systematic assessment
- Preparation of terms of reference
- Specification of the problem to be addressed
- Specification of preferred end-product (e.g. set of guidelines, comprehensive tourism plan, or specialist plan)

Determination of objectives: The objectives expressed early in the study process will be provisional, and may be modified as experience and information is gained.

- Derived from:
 - general government objectives
 - consultation process (mainly involving government and tourism industry)
- usually referencing such matters as:
 - principal targets to be achieved
 - principal safeguards (especially culture, community and environment) to be imposed
 - principal opportunities to be seized.
- Objectives set in two categories:
 - Those which are essential (quantities of visitors, protection of environment, or limits to carrying capacity)
 - Those which are discretionary.

Surveys: Each study will determine its own spectrum of surveys

- Surveys will cover such matters as
- Existing tourist profiles
- Assessment of tourism features
- Assessment of complimentary features
- Assessment of investment sources and capability.

- Assessment of government structure and organization, and their involvement in activities which interact with tourism.

Analysis and synthesis: Market assessment of demand, supply and feasibility of matching demand and supply

- Integrated analysis of environmental, social and economic factors, to reveal
- Tourism opportunities,
- Problems to be addressed,
- Needs for tourism,
- Interpretation of potential environmental, social and economic impact and the determination of management strategies to overcome any potentially detrimental impact
- Assessment of the impact of prevailing government policies and organizations and industry bodies on the achievement of the set objectives.

Formulation of policies and plans: Preparation of a series of integrating policies concerned with

- Economic strategy
- Marketing
- Human resources development
- Environmental conservation
- Investment
- Organization

Cross referencing with preliminary objectives- perhaps necessitating review and revision in the light of future experience

- Preparation of integrated development options.

Preparation of final plan

- This may be either of the previously considered options, or new hybrid with a mix of the best compatible features from these options
- Finalization of the plan in respect of:
 - ✓ tourism development regions/zones.
 - ✓ transportation links.
 - ✓ Infrastructure systems
 - ✓ Tourism attractions
 - ✓ Labour skills
 - ✓ Investment levels and sources
 - ✓ Environmental and cultural conservation
 - ✓ Organization (including legislation)

Means of implementation and monitoring

- Creation of an agency or agencies with the responsibility to ensure the finalized plan is implemented and monitored.

- Preparation of a schedule of tasks to be completed within prescribed time frames and period for review and revision
- Creation of an agency or agencies for ongoing supervision to ensure the plan remains relevant and feasible

Good planning defines the desired result and works in a systematic manner to achieve success. The followings briefly describe a logical sequence.

1. Define the system. What is the scale, size, market, character, and purpose? Formulate objectives. Without a set of objectives, the development concept has no direction the objectives must be comprehensive and specific and should include a timetable for completion.

2. Gathering data. Fact finding, or research, provides basic data that are essential to developing the plan. examples of data gathering are preparing a fact book, making market surveys, undertaking site and infrastructure surveys, and analyzing existing facilities and competition.

3. Analyze and interpret. Once collected, the many fragments of information must be interpreted so the facts gathered will have meaning. This step leads to a set of conclusions and recommendations that leads to making or conceptualizing a preliminary plan.

4. Create the preliminary plan. Based on the previous steps, alternatives are considered and alternative physical solutions are drawn up and tested. Frequently, scale models are developed to illustrate the land-use plans; sketches are prepared to show the image the development will project; financial plans are drafted from the market information, site surveys, and the layout plan to show the investment needed in each phase of the project and the cash flow expected; and legal requirements are met.

5. Approve the plan. The parties involved can now look at plans, drawings, scale models, estimates of costs, and estimates of profits and know what will be involved and what the chances for success or failure will be. while a great deal of money may have been spent up to this point, the sum is a relatively small amount compared to the expenditures that will be required once the plan is approved and master planning and implementation begin.

6. Create the final plan. This phase typically includes a definition of land use; plans for infrastructure facilities such as roads, airports, bike paths, horse trails, pedestrian walkways, sewage, water, and utilities; architectural standards; landscape plans; zoning and other land-use regulations; and economic analysis, market analysis, and financial programming.

7. Implement the plan. Implementation carries out the plan and creates an operational tourism development. It also follows up and evaluates. Good planning provides mechanisms that give continuing feedback on the tourism Project and the levels of consumer satisfaction achieved.

Good planning should eliminate problems and provide user satisfaction. The final user is the judge in determining how successful the planning process has been.

Following table provides a graphical summary of the above tourism planning and development process and illustrates the increasingly detailed nature of the process as we move from stage to stage.

The advantage of utilizing such a model is that it requires the planner to view the total picture and guides the thinking process. While no model can depict all interrelated facts of a planning process or eliminate all guesswork, such a model deserves inclusion in the initial phases of planning as a tool that helps to order, coordinate, and control the process.

STAGE 1	STAGE 2	STAGE 3	STAGE 4	STAGE 5	STAGE 6	STAGE 7
Define the system	Gather Necessary Data	Analyze & Interpret Data	Create Preliminary Plan	Approve the plan	Create the Final Plan	Implement the Plan
In doing so, ensure that the definitions for the policy formulation and destination planning are consistent.	Again, much of the data used for policy formulation may be helpful for the planning process. However, additional and much more detailed data will be required for the planning process.	In doing so, it is useful to relate data to the specific facilities, events, activities, and programs that impact on the factors that determine/influence destination success.	The plan should start to make clear the detailed nature of the facilities, events, activities, and programs that will deliver the unique high-quality destination experience that will enhance the competitiveness of the destination within strategic market segments.	It is critical to ensure that where approval is required no relevant stakeholders are overlooked.	All this stage, the level of detail becomes increasingly rigorous and directly related to the specific geography, legislation, financing, and timing of the "real world."	This stage allocates responsibility for development actions to specific individuals and organizations, defines the exact timing of these actions, and established contingencies for unexpected occurrences. This stage also monitors, follows up, and evaluates.

Table: an overview of the tourism destination planning process.

7.7 APPROACHES TO TOURISM PLANNING MANAGEMENT

Some of the common ingredients that can contribute to the development of a successful tourism planning response include:

- Close integration between the tourism industry, the Department of Conservation and the council.
- RMA plans with a clear policy framework that examine the economic, social and cultural well being of the district or region as well as issues impacting upon natural and physical resources.
- A strategic planning framework that provides an umbrella to guide a variety of plans and activities.
- Plans that recognise that the RMA is not the only tool available for managing tourism (e.g., reserve management plans, main street programmes) and that statutory methods are best integrated with more pro-active non-statutory tools to be most effective.
- Plans that make a clear link between their environment and its economic value for tourism (this tends to offer more weight to justifications for action where necessary to protect resources).
- Plans that understand that tourism is more than simply visitor accommodation and facilities.
- Plans that is flexible enough to cater for emerging trends (recognising that the tourism industry is not static and can change significantly in a local area over the 10 year life of a plan).

A recent review of practice reveals that councils are currently applying a broad range of approaches. These range from high level strategies that largely lie beyond the RMA to 'effects based ' approaches where proposals are assessed on their merits without reference to a wider strategic framework.

7.8 OBSTACLES TO DEVELOPMENT OF SUPPLY

The first obstacle to overcome in turning potential supply into actual supply is the lack of inadequacy of transportation and access routes to the tourist nucleus or center. It is, of course, not enough to get there. The tourist should also be induced to stay. To this end, another basic obstacle to the development of actual supply should be overcome: the lack or shortage of accommodation.

Tourists inevitably require a series of goods and services. Some may be found on the spot and may be economically flexible enough to adapt to the fluctuations of demand. The infrastructure capacity must meet maximum demand. Financing can be a major obstacle. Finally, we cannot overlook the need for sufficiently trained and hospitable personnel.

Internal obstacles

Internal obstacles found within the destination area can be corrected or eliminated by direct, voluntary means. They may occur in incoming as well as outgoing or internal tourism. As tourism in all its forms absorbs consumer goods, prices in this field tend to be extremely sensitive to movements in the prices of goods. The rising price of tourism has the same effect as a decrease in the income of the potential tourist. Consequently, when considering costs and planning a holiday, the tourist will choose to go—if the value is the same—where money goes the furthest. Another major obstacle is the attitude of government and business leaders in the destination area. If this leadership is resistant or even passive toward tourism, development will lag.

CHECK YOUR PROGRESS

1) What are the steps of a tourism plan?

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2) What are the stages of a tourism plan?

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3) Enlist the various obstacles in tourism planning.

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7.9 LET US SUM UP

This Unit emphasized the importance of the planning process along with its linkages with the goals for development. Enhanced visitor satisfaction, improvements in economy, protecting tourism resources and assets, etc. was discussed as part of planning goals. While going through the planning process one must have the knowledge of the various components of tourism, their inter-relationship and importance in tourism development. Different experts are taken as members of the planning team which prepares various reports. The end product of planning is generally a formal document or plan that is intended to guide further activity.

EXERCISE QUESTIONS:

1. What are the various components that are involved in tourism planning?
2. Suggest the ways to overcome the obstacles that may arise in tourism planning process.
3. What would be the influence of lack of accessibility on tourism plan?
4. Explain the significance of destination planning in terms of tourism development?
5. What are the major considerations of a successful tourism plan?
6. Why tourism planning is important?
7. Describe the various levels involved in destination planning.

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UNIT 8: SIGNIFICANCE AND APPLICATION OF COST BENEFIT ANALYSIS IN DESTINATION PLANNING

STRUCTURE

- 8.0 Introduction
- 8.1 Benefit Cost Analysis
- 8.2 History of Cost-Benefit Analysis
- 8.3 Optimum Credit Policy: A Marginal Cost-Benefit Analysis
- 8.4 Gross Benefits of an Increase in Consumption is an Area under the Demand Curve Gross
- 8.5 Methods of cost benefit analysis
- 8.6 Steps in cost benefit analysis
- 8.7 Reliability of cost benefit analysis in terms of tourism planning
- 8.8 Decision Criteria for Projects
- 8.9 Let us sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand the Significance and Application of Cost Benefit Analysis in Destination Planning
- To study the methods and process of cost benefit analysis in tourism planning
- To understand the reliability of cost benefit analysis in terms of tourism.
- To understand the decision criteria for projects.

8.0 INTRODUCTION

In the present unit we will discuss about the cost-benefits analysis and significance of destination planning. Rapid growth, increased competition and shifting consumer trends make tourism a demanding industry to navigate. Changes represented by the emerging growth of competing destinations, the expansion of convention facilities worldwide, funding accountability, and security and travel concerns present constantly evolving challenges and opportunities for destinations and businesses serving the travel and tourism industries.

Some think of benefit-cost analysis as a narrow financial tool. However this underestimates its versatility in addressing intangible values. A clear cost estimate against alternative ways of achieving an intangible benefit can be adopted. Choices that confront policymakers have to be made. Quantitative analysis of the probable outcomes of alternative courses of action can diminish the uncertainty and improve the decision-making process. Travel and tourism businesses require a formal approach to targeting, positioning and branding, and market research access and development are critical to ensure maximum return on resource expenditures.

8.1 BENEFIT-COST ANALYSIS

Benefit-cost analysis is a systematic method for evaluating the economic feasibility of a public investment, project, plan or other action. Its aim is to lead decision makers in public organizations towards the optimal use of resources by displaying the outcome of a variety of alternative scenarios. The questions this analysis is designed to answer is whether this project is feasible (that is, do benefits exceed costs), which of a series of competing projects should be developed, or in what order projects should be developed.

Benefit-cost analysis serves as a tool in public organizations, where decision making is based widely on economic, social and environmental grounds rather than on the economic arguments alone. Its use in public organizations is analogous to the use of capital budgeting in private organizations. For instance, in a tourism enterprise that planned on the construction of a new establishment, such as a hotel property, capital budgeting would be useful to compare the amount of capital spent to future profit expectations. The scope of the analysis is however wider, as it evaluates projects from a public or social perspective rather than just from the perspective of a single agency. This method of analysis serves in questions in which both the public interest and economic performance must be considered. Such decision making could touch, for instance, road building or preservation of wilderness areas for recreation. The problems may also be comprehensive in nature and even comprise ideological facets, such as whether massive tourism investments should be allowed to penetrate into sensitive local communities. The process of the analysis starts with the identification of the stream of costs and benefits that take place in the course of the project. The realization of the project, such as building and maintenance of a road, causes some immediate costs, such as working capital, material and labour expenses. Correspondingly, the road, once ready and in use, would directly serve motorists and public transport service. In addition to these apparent benefits and costs, the analysis may take into account issues that are more complex to identify.

For instance, the new road might cut down the number of traffic accidents, and these gains include savings in insurance payments. In other words, benefit-cost analysis strives for holism by taking also intangible benefits

and costs into account. It may, however, be somewhat sensitive to double processing. This means that some costs and benefits can simply consist of transfer payments from one agency to another (this is often the case with taxes). Rise in land values due to economic growth also portrays the risk of double counting. Therefore, the analysis should follow attentively that all benefits listed have a basis on actual change in productivity or wealth and, correspondingly, all costs draw on utilization of resources.

The analysis synthesizes benefits and costs that occur over time. Typically, costs come first, with benefits delayed. This is the case, for instance, with a tourism resort where the basic investments (such as infrastructure, building and recruitment) must be taken care of before the project starts bringing revenues in entrance fees. In order to fully compare costs with benefits, all such future transactions are converted by discounting them into their present value.

All costs and benefits in this analysis associated with the proposed development of a project are analyzed regardless of to whomsoever they accrue. Both tourists and the host locality must be considered, as well as other stakeholders. The most obvious costs fall on those who are responsible for the realization of the project, and the benefits are due to those who will most profit from the project. In addition to these apparent consequences, the analysis observes effects on more distant parties including people outside the marketplace. The road project taken as an example may cause reverberations that have no immediate market price, such as changes in the scenery, climate, or in air quality. These positive and negative third-party effects, also called externalities, are usually unintentional side effects of production, consumption or other economic transactions. Pollution caused by the tourism industry serves as an example of a negative externality provoking environmental damage to those living near the destination.

As the process draws on a wide scope of analysis, the total benefit of the given project is measured as its total utility to its users. The total utility of a product or service usually turns out greater than the price paid for it. For instance, the recreational value of a day visit to a national park may well seem greater than the minor entrance fee paid at the gate. The visitors then feel that they would be ready to pay a larger entrance fee, if needed. The gap between the total utility of the product or service and the price paid for it is called consumer surplus. In benefit-cost analysis, consumer surplus is taken into examination when identifying and assessing the benefits. Finally, the scope of benefit-cost analysis may be enlarged to touch social costs and benefits that fall not on their origin but on the whole society. For example, the costs of environmental damages caused by massive tourism development and accommodation of mass tourists may eventually fall on the whole society, as people living in the damaged areas may start to migrate to more attractive areas. This may cause unemployment in receiving areas and pressure on the social security system, as individuals in working age are paid unemployment benefits

8.2 HISTORY OF COST- BENEFIT ANALYSIS

CBA has its origins in the water development projects of the U.S. Army Corps of Engineers. The Corps of Engineers had its origins in the French engineers hired by George Washington in the American Revolution. For years the only school of engineering in the United States was the Military Academy at West Point, New York.

In 1879, Congress created the Mississippi River Commission to "prevent destructive floods." The Commission included civilians but the president had to be an Army engineer and the Corps of Engineers always had veto power over any decision by the Commission. In 1936 Congress passed the Flood Control Act which contained the wording, "the Federal Government should improve or participate in the improvement of navigable waters or their tributaries, including watersheds thereof, for flood-control purposes if the benefits to whomsoever they may accrue are in excess of the estimated costs." The phrase if the benefits to whomsoever they may accrue are in excess of the estimated costs established cost-benefit analysis. Initially the Corps of Engineers developed ad hoc methods for estimating benefits and costs. It wasn't until the 1950s that academic economists discovered that the Corps had developed a system for the economic analysis of public investments. Economists have influenced and improved the Corps' methods since then and cost-benefit analysis has been adapted to most areas of public decision-making.

8.3 OPTIMUM CREDIT POLICY: A MARGINAL COST - BENEFIT ANALYSIS

The firm's operating profit is maximized when total cost is minimized for a given value of revenue. Credit policy at a point may represent maximum operating profit. But it is not necessarily the optimum credit policy. Optimum credit policy is one which maximizes the firm's value. The value of the firm is maximized when the incremental or marginal rate of return of an investmental or marginal cost of funds used to finance the investment. The incremental rate of return can be calculated as incremental operating profit dividend by the incremental investment in receivable. The incremental cost of funds is the rate of return required by the suppliers of funds, given the risk of investment in accounts receivable. Note that the required rate of return is not equal to the borrowing rate. Higher the risk of investment, higher the required rate of return. As the firm loosens its credit policy, its investment in accounts receivable becomes more risky because of increase in slowpaying and defaulting accounts. Thus, the required rate of return is an upward sloping curve.

CHECK YOUR PROGRESS

- 1) How benefit cost analysis is important in destination planning?

- 2) Describe the process of cost benefit analysis.

- 3) Define the optimum credit policy in terms of cost benefit analysis.

8.4 GROSS BENEFITS OF AN INCREASE IN CONSUMPTION IS AN AREA UNDER THE DEMAND CURVE GROSS

The increase in benefits resulting from an increase in consumption is the sum of the marginal benefit times each incremental increase in consumption. As the incremental increases considered are taken as smaller and smaller the sum goes to the area under the marginal benefit curve. But the marginal benefit curve is the same as the demand curve so the increase in benefits is the area under the demand curve. As shown in Figure 1 the area is over the range from the lower limit of consumption before the increase to consumption after the increase.



Figure 1

When the increase in consumption is small compared to the total consumption the gross benefit is adequately approximated, as is shown in a welfare analysis, by the market value of the increased consumption; i.e., market price times the increase in consumption. The impacts of a project are defined for a particular study area, be it a city, region, state, nation or the world. In the above example concerning cotton the impact of the project might be zero for the nation but still be a positive amount for Arizona.

The nature of the study area is usually specified by the organization sponsoring the analysis. Many effects of a project may "net out" over one study area but not over a smaller one. The specification of the study area may be arbitrary but it may significantly affect the conclusions of the analysis.

8.5 METHODS OF COST BENEFIT ANALYSIS:

The various methods of cost benefit analysis are:

- Identifying alternatives;
- Defining alternatives in a way that allows fair comparison;
- Adjusting for occurrence of costs and benefits at different times;
- Calculating monetary values for things that are not usually expressed in such way;
- Coping with uncertainty in the data; and

Summing up a complex pattern of costs and benefits to guide decision-making.

CHECK YOUR PROGRESS:

1. How cost benefit analyses effect the demand curve in terms of tourism?

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2. Explain in brief the various methods of cost benefit analysis

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8.6 STEPS IN COST BENEFIT ANALYSIS:

There is no cookbook for cost benefit analysis. Each analysis is different and demands careful innovative thought. It is helpful, however, to have a standard sequence of steps to follow. This provides consistency from one

analysis to another, which is useful to both the analysts doing the study and the managers reading the report.

A set of standard steps are listed below:

1. Examine needs, consider constraints, and formulate objectives and targets. State point of view from which costs and benefits will be assessed.
2. Define options in a way that enables the analyze to compare them fairly. If one option is being assessed against a base, ensure that the base case is optimized.
3. Analyze incremental effects and gather data about costs and benefits. Set out the costs and benefits over time in a spreadsheet.
4. Express the cost and benefit data in a valid standard unit of measurement.
5. Run the deterministic model (using single value costs and benefits as though the values were certain). See what the deterministic estimate of net present value (NPV) is.
6. Conduct a sensitive analysis to determine which variables appear to have most influence on NPV. Consider whether better information about the values of these variables could be obtained to limit the uncertainty, or whether action can limit the uncertainty. Would the cost of this improvement be low enough to make acquisitions worthwhile? If so, act.
7. Analyze risk what is known about ranges and probabilities of the cost and benefit s value and by simulating expected outcomes of the investment. What is the expected net present Value (ENPV) Apply the standard decision rules.
8. Identify the option, which gives the desirable distribution of income (by income class, gender or region whatever categorization is appropriate).
9. Considering all of the quantitative analysis, as well as the qualitative analysis of factors that cannot be expressed in rupees, make a reasoned recommendation.

8.7 RELIABILITY OF COST BENEFIT ANALYSIS IN TERMS OF TOURISM PLANNING:

In addition to these apparent consequences, the analysis observes effects on more distant parties including people outside the marketplace. The road project taken as an example may cause reverberations that have no immediate market price, such as changes in the scenery, climate, or in air quality. These positive and negative third-party effects, also called externalities, are usually unintentional side effects of production, consumption or other economic transactions. Pollution caused by the tourism industry serves as an example of a negative externality provoking environmental damage to those living near the destination.

As the process draws on a wide scope of analysis, the total benefit of the given project is measured as its total utility to its users. The total utility of a product or service usually turns out greater than the price paid for it. For

instance, the recreational value of a day visit to a national park may well seem greater than the minor entrance fee paid at the gate. The visitors then feel that they would be ready to pay a larger entrance fee, if needed. The gap between the total utility of the product or service and the price paid for it is called consumer surplus. In benefit-cost analysis, consumer surplus is taken into examination when identifying and assessing the benefits.

Finally, the scope of benefit-cost analysis may be enlarged to touch social costs and benefits that fall not on their origin but on the whole society. For example, the costs of environmental damages caused by massive tourism development and accommodation of mass tourists may eventually fall on the whole society, as people living in the damaged areas may start to migrate to more attractive areas. This may cause unemployment in receiving areas and pressure on the social security system, as individuals in working age are paid unemployment benefits.

CHECK YOUR PROGRESS

1) Explain the reliability of cost benefit analysis in tourism planning.

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2) Explain the various steps involved in cost benefit analysis

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8.8 DECISION CRITERIA FOR PROJECTS

If the discounted present value of the benefits exceeds the discounted present value of the costs then the project is worthwhile. This is equivalent to the condition that the net benefit must be positive. Another equivalent condition is that the ratio of the present value of the benefits to the present value of the costs must be greater than one.

If there are more than one mutually exclusive project that have positive net present value then there has to be further analysis. From the set of mutually exclusive projects the one that should be selected is the one with the highest net present value.

If the funds required for carrying out all of the projects with positive net present value are less than the funds available this means the discount rate used in computing the present values is too low and does not reflect the true cost of capital. The present values must be recomputed using a higher discount rate. It may take some trial and error to find a discount rate such that the funds required for the projects with a positive net present value is no more than the funds

available. Sometimes as an alternative to this procedure people try to select the best projects on the basis of some measure of goodness such as the internal rate of return or the benefit/cost ratio. This is not valid for several reasons.

The magnitude of the ratio of benefits to costs is to a degree arbitrary because some costs such as operating costs may be deducted from benefits and thus not be included in the cost figure. This is called *netting out* of operating costs. This netting out may be done for some projects and not for others. This manipulation of the benefits and costs will not affect the net benefits but it may change the benefit/cost ratio. However it will not raise the benefit cost ratio which is less than one to above one.

An Example:

To illustrate how CBA might be applied to a project, let us consider a highway improvement such as the extension of Highway 101 into San Jose. The local four-lane highway which carried the freeway and commuter traffic into San Jose did not have a median divider and its inordinate number of fatal head-on collisions led to the name "Blood Alley." The improvement of the highway would lead to more capacity which produces time saving and lowers the risk. But inevitably there will be more traffic than was carried by the old highway. The following is a highly abbreviated analysis using hypothetical data.

TRIP DATA	No Extension, "Blood Alley" Only	101 Extension and "Blood Alley"
Rush Hours		
Passenger Trips (per hour)	3,000	4,000
Trip Time (minutes)	50	30
Value of Time (\$/minute)	\$0.10	\$0.10
Nonrush Hours		
Passenger Trips (per hour)	500	555.55
Trip Time (minutes)	35	25
Value of Time (\$/minute)	\$0.08	\$0.08
Traffic Fatalities (per year)	12	6

The data indicates that for rush-hour trips the time cost of a trip is \$5 without the project and \$3 with it. It is assumed that the operating cost for a vehicle is unaffected by the project and is \$4.

The project lowers the cost of a trip and the public responds by increasing the number of trips taken. There is an increase in consumer surplus both for the trips which would have been taken without the project and for the trips which are stimulated by the project.

For trips which would have been taken anyway the benefit of the project equals the value of the time saved times the number of trips. For the rush-hour trip the project saves \$2 and for the nonrush-hour trip it saves \$0.80. For the trips generated by the project the benefit is equal to one half of the value of the time saved times the increase in the number of trips. The benefits per hour are:

TYPE	Trips Which Would Be Taken Anyway	Trips Generated By the Project	Total
Rush Hour	6,000.00	1,000.00	7,000.00
Nonrush Hour	400.00	22.22	422.22

To convert the benefits to an annual basis one multiplies the hourly benefits of each type of trip times the number of hours per year for that type of trip. There are 260 week days per year and at six rush hours per weekday there are 1560 rush hours per year. This leaves 7200 nonrush hours per year. With these figures the annual benefits are:

TYPE	Trips Which Would Be Taken Anyway	Trips Generated By the Project	Total
Rush Hour	\$9,360,000	\$1,560,000	\$10,020,000
Nonrush Hour	\$2,880,000	\$160,000	\$3,040,000
Total	\$12,240,000	\$1,720,000	\$13,960,000

The value of the reduced fatalities may be computed in terms of the equivalent economic value people place upon their lives when making choices concerning risk and money. If the labor market has wages for occupations of different risks such that people accept an increase in the risk of death of 1/1,000 per year in return for an increase in income of \$400 per year then a project that reduces the risk of death in a year by 1/1000 gives a benefit to each person affected by it of \$400 per year. The implicit valuation of a life in this case is

\$400,000. Thus benefit of the reduced risk project is the expected number of lives saved times the implicit value of a life. For the highway project this is $6 \times \$400,000 = \$2,400,000$ annually. The annual benefits of the project are thus:

TYPE OF BENEFIT	VALUE OF BENEFITS PER YEAR
Time Saving	\$13,960,000
Reduced Risk	\$2,400,000

Let us assume that this level of benefits continues at a constant rate over a thirty-year lifetime of the project.

The cost of the highway consists of the costs for its right-of-way, its construction and its maintenance. The cost of the right-of-way is the cost of the land and any structures upon it which must be purchased before the construction of the highway can begin. For purposes of this example the cost of right-of-way is taken to be \$100 million and it must be paid before any construction can begin. At least part of the right-of-way cost for a highway can be recovered at the end of the lifetime of the highway if it is not rebuilt. For the example it is assumed that all of the right-of-way cost is recoverable at the end of the thirty-year lifetime of the project. The construction cost is \$200 million spread evenly over a four-year period. Maintenance cost is \$1 million per year once the highway is completed. The schedule of benefits and costs for the project are as follows:

TIME (year)	BENEFITS (\$millions)	RIGHT-OF-WAY (\$millions)	CONSTRUCTION COSTS (\$millions)	MAINTENANCE (\$millions)
0	0	100	0	0
1-4	0	0	50	0
5-29	16.36	0	0	1
30	16.36	-100	0	1

The benefits and costs are in constant value dollars; i.e., there was no price increase included in the analysis. Therefore the discount rate used must be the real interest rate. If the interest rate on long term bonds is 8 percent and the rate of inflation is 6 percent then the real rate of interest is 2 percent. Present value of the streams of benefits and costs discounted at a 2 percent back to time zero are as follows:

	PRESENT VALUE (\$ millions)
Benefits	304.11
Costs	
Right-of-Way	44.79
Construction	190.39
Maintenance	18.59
Total Costs	253.77
Net Benefits	50.35
*independent rounding	

The positive net present value of \$50.35 million and benefit/cost ratio of 1.2 indicate that the project is worthwhile if the cost of capital is 2 percent. When a discount rate of 3 percent is the benefit/cost ratio is slightly under 1.0. This means that the internal rate of return is just under 3 percent. When the cost of capital is 3 percent the project is not worthwhile.

It should be noted that the market value of the right-of-way understates the opportunity cost of having the land devoted to the highway. The land has a value of \$100 million because of its income after property taxes. The economy is paying more for its alternate use but some of the payment is diverted for taxes. The discounted presented value of the payments for the alternate use might be more like \$150 million instead of \$100 million. Another way of making this point is that one of the costs of the highway is that the local governments lose the property tax on the land used.

CHECK YOUR PROGRESS:

1 Explain how beneficial is the cost benefit analysis in decision making process in the preparation of a plan?

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2. Explain the importance of cost benefit analysis in the plan implementation. Give example.

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8.9 LET US SUM UP

Tourism Demand analysis examines the existing and intended visitor markets for the destination. It involves a market analysis that examines the likely tourist arrivals and characteristics and the travel patterns and trends of the markets. Demand analysis is essential in understanding the competitiveness of the destination with other tourism destinations with similar attractions. Tourism Supply Analysis examines the destination itself including its attractions, accommodations, and facilities. The analysis should include transportation, infrastructure, and human resources, and other factors which have a direct or significant impact on the quality of the visitor experience. In the assessment of a new development for a previously undeveloped area, site selection is an important element and the analysis will examine various locations or sites for proposed hotels and commercial buildings. By reducing the positive and negative impacts of a project to their equivalent money value Cost-Benefit Analysis determines whether on balance the project is worthwhile. The equivalent money value are based upon information derived from consumer and producer market choices; i.e., the demand and supply schedules for the goods and services affected by the project. Care must be taken to properly allow for such things as inflation. When all this has been considered a worthwhile project is one for which the discounted value of the benefits exceeds the discounted value of the costs; i.e., the net benefits are positive. This is equivalent to the benefit/cost ratio being greater than one and the internal rate of return being greater than the cost of capital.

QUESTIONS

1. Why there is a need of cost benefit analysis in tourism?
2. What is the scope of cost benefit analysis?
3. What factors influences the cost benefit analysis concept?
4. Explain the various considerations in cost benefit analysis in destination planning
5. Describe the process of cost benefit analysis.
6. How cost benefit analysis affects the planning process of tourism development in an area?
7. Explain why there is a need of cost benefit analysis in decision making of a plan?

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UNIT 9: TOURISM COMPLEX PLANNING - CONCEPT, SIGNIFICANCE AND CASE MODEL

STRUCTURE

- 9.0 Introduction
- 9.1 Concept of integrated tourism planning
- 9.2 Significance
- 9.3 Means of achieving integrated tourism planning
 - 9.3.1 Tourism policy
 - 9.3.2 Tourism planning process
 - 9.3.3 Master plan for tourism
- 9.4 Let us sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand the concept of integrated tourism planning
- Significance of integrated tourism planning
- Means of achieving integrated tourism planning

9.0 INTRODUCTION

Tourism destinations behave as dynamic evolving complex systems, encompassing numerous factors and activities which are interdependent and whose relationships might be highly nonlinear. Traditional research in this field has looked after a linear approach variable and relationships are monitored in order to forecast future outcomes with simplified models and to derive implications for management organizations. The limitations of this approach have become apparent in many cases, and several authors claim for a new and different attitude. While complex systems ideas are amongst the most promising interdisciplinary research themes emerged in the last few decades, very little has been done so far in the field of tourism. This paper presents a brief overview of the complexity framework as a means to understand structures, characteristics, relationships, and explores the implications and contributions of the complexity literature on tourism systems. The objective is to allow the reader to gain a deeper appreciation of this point of view.

9.1 CONCEPT OF INTEGRATED TOURISM PLANNING

The nature and scope of tourism planning continues to be contentious and somewhat nebulous, because most government officials and tourism industry practitioners harbour their own definitions and parameters of the task. By its very nature planning is multidimensional and is purposely integrative. This being so, the narrow definitions and perspectives of special interest groups, particular disciplines and professions, and each of the various contributory industries and activities are likely to miss the opportunities which are inherent in planning. In the special case of tourism, this is particularly evident as business leaders interpret tourism within the scope of their industry, as government officials interpret tourism according to their departmental responsibilities, and as various interest groups pursue an interpretation which serves their particular purposes. Seldom are the interests of tourism per se revealed, that is tourism in its most expansive form incorporating social, cultural, environmental, economic, technological, trade, psychological, political and many other dimensions. Clearly, it is extremely difficult for any consideration of tourism to be encyclopedic; however, that is not really the challenge - the challenge is for the relevant dimensions in any case or circumstance to be considered in an integrated fashion. There is general concurrence that the pursuit of planning is seldom as successful as its most ardent advocates would like. Perhaps this is not surprising given the complexity of the many decisions of individuals, corporations, businesses and governments.

As skills in planning have increased, it has become commonplace that planning should be continuous, flexible, reflective of changing socio-cultural aspirations, and responsible to new opportunities.

Thus, planning has become increasingly strategic. In addition, it has become increasingly integrated. The reasons for this second emphasis have included recognition of the need to combine different sets of values respond to different sets of objectives be responsive to demands of interconnectedness and pluralism incorporate tactics to deal with ambiguity, uncertainty, and complexity. Even in the less complex circumstances of island countries at the early phase of tourism development, it will be necessary for those charged with the responsibility to oversee or administer tourism planning in the public interest to be cognizant of the two special dimensions -strategic planning and integrated planning.

The approach to tourism planning should recognize that: tourism is of world-wide significance, planning can be used to avert the negative consequences of tourism can be symbiotic with conservation, planning is multi-dimensional planning is pluralist, serving many constituencies and stakeholders planning are political. In addition, the three crucial underpinnings of contemporary tourism planning should be that tourism must be strategic, integrative, and have a regional perspective.

9.2 SIGNIFICANCE OF INTEGRATED TOURISM PLANNING

Although there is evidence that some tourism destinations have developed without conscious, strategic and integrated planning, many of them have experienced unforeseen consequences which have led to their deterioration. Many reasons are offered for tourism planning, not least the advocacy that planning is the best way of extending the vital life-cycle of a destination by providing a means of anticipating changes, adjusting to the demands of change, and exploring new opportunities. Some of the likely consequences of the lack of commitment to integrated tourism planning include:

Physical impacts

- damage or permanent alteration of the physical environment.
- damage or permanent alteration of historical/cultural landmarks and resources
- overcrowding and congestion
- pollution traffic
- problems
- poor or deteriorating quality of facilities and services.

Human impacts

- less accessibility to services and tourist attractions for local residents resulting in local resentment
- dislike of tourists on the part of local residents
- loss of cultural identities
- lack of education of tourism employees in skills and hospitality
- Lack of awareness of the benefits of tourism to the destination area.

Marketing impacts

- failure to capitalise on new marketing opportunities
- erosion of market shares due to the actions of competitive destination areas
- lack of sufficient awareness in prime markets
- lack of a clear image of destination area in potential markets
- lack of cooperative advertising among individual operators
- inadequate advantage taken of packaging opportunities
- lack of sufficient attractions and events.

Organizational impacts

- a fragmented approach to the marketing and development of tourism, often involving competitive groups
- lack of cooperation among individual operators
- inadequate representation of the tourism industries' interests
- lack of support from local public authorities
- poor or inadequate travel information services.

- failure to act upon important issues, problems, and opportunities of common interest to the industry

Few, if any, of these potential negative impacts are problems intrinsic in the nature of tourism. Most are directly attributable to a deficiency in the substance and implementation of tourism planning.

It may be claimed that strategic and integrated tourism planning has five purposes:

- to identify alternative approaches to
 - ✚ marketing development
 - ✚ industry organization
 - ✚ tourism awareness
 - ✚ support services and activities
- to adapt to the unexpected in
 - ✚ -general economic conditions
 - ✚ -energy supply and demand situation
 - ✚ -values and life-styles
 - ✚ -fortunes of individual industries
 - ✚ -the external environment
- to maintain uniqueness in
 - ✚ -natural features and resources
 - ✚ -local cultural and social fabric
 - ✚ -local architecture
 - ✚ -historical monuments and landmarks
 - ✚ -local events and activities
 - ✚ -parks and outdoor sports areas
 - ✚ -other features of the destination area
- to create
 - ✚ -high levels of awareness of benefits of tourism
 - ✚ -clear and positive images of the area as a tourism destination
 - ✚ -effective industry organization
 - ✚ -high levels of cooperation among individual operators
 - ✚ -effective marketing, signage, and travel information programs
- to avoid
 - ✚ -friction and unnecessary competition among individual tourism operators
 - ✚ -hostile and unfriendly attitudes of local residents towards tourists
 - ✚ -damage or undesirable, permanent alteration of natural features and historical resources
 - ✚ -loss of cultural identities
 - ✚ -loss of market share
 - ✚ -determination of unique local events and activities
 - ✚ -overcrowding, congestion, and traffic problems
 - ✚ -pollution

- ✚ -high seasonality.

Tourism activity is becoming more competitive, more extensive, more complicated, and more demanding of host communities and their culture and environment. In order for the tourism enterprise in any destination area to respond positively to these challenges, it is necessary for tourism planning to be practised in a fashion commensurate with the needs of the destination area and the nation. Integrating tourism planning into official planning -whether economic, social, welfare, environmental, infrastructure, or cultural -has been slow, and remains unusual. The ideal model would be a national/regional/local comprehensive planning system into which tourism is an integral component. This model is rare, which is not surprising, as the various component strategies within tourism are seldom integrated. The important aims at two levels are:

- For the various interests, requirements and needs to be fused together into a composite, integrated strategic tourism plan.
- For tourism to be planned with the intention of being fused into the social and economic life of a region and its communities.

Tourism planning has been beset by a number of new challenges. Among these new challenges are:

- a response to the threat of environmental deterioration
- a recognition that tourism can be synergized with protected areas
- the principles of sustainable development
- the threats of carrying capacity violations
- designing to be "place-specific" and "Place-appropriate"
- special interest tourism
- ecotourism
- conservation and resource protection
- overcoming the exclusivity of economic development as the only goal
- inclination towards quality, away from quantity
- public sector and private sector co-operation
- destination identity
- a response to "parachute tourism" -the resort enclave
- the demand for adequate data with which to make decisions
- creativity and innovation
- land use stewardship.

The danger could be that tourism will become over-planned. Rather than act as a constraint, the new approaches to tourism planning should:

- be open-ended
 - ✚ -accommodate spontaneous development
 - ✚ -foster
 - ✚ -new planning, concepts and processes.
 - ✚ -Planning policies, concepts and processes should be seen to be merely tools and not ends.

Check your progress

1. Explain the concept of integrated tourism planning in India.

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2. What is the significance of integrated tourism planning.

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3. What are the obstacles that arise in integrated tourism planning?

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4. What are consequences in tourism development that arises the need of integrated tourism planning?

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9.3 MEANS OF ACHIEVING INTEGRATED TOURISM PLANNING

Experience with tourism planning reveals that it operates at three levels- the site, the destination, the region. There can be little argument that there should be integration within each of the levels and across the three levels, so as to achieve balance, aesthetic harmony, cooperation, confidence (for investment), efficiency, identity, and sensitivity. These aspirations of integration can be achieved through preparation of a tourism policy, and through the preparation of a master plan for tourism following a systematic process.

9.3.1 Tourism policy

To guide a government's programme of action, and to provide a frame of reference for the tourism industry's actions, it is essential that a distinctive tourism policy is developed. Such a policy should:

- provide a set of guidelines for the actions of
 - the government
 - private sector organisations, corporations, businesses
 - interest groups
 - host communities
- specify the broad objectives to be achieved
- specify programme actions
- nominate responsibilities for implementation.

Various policy formulation models are readily available in the basic literature on tourism planning and in case studies of practice by agencies at

different levels of government. The broad objectives present the first opportunity for integration within tourism and with the linkages across to other responsibilities of the government. It is crucial that tourism objectives not be set in isolation, and that they should be consistent with other, related arenas of government action and responsibility.

The tourism objectives should be set in the context of (and contribute positively to the achievement of) the broad economic, social, cultural and environmental objectives of the nation/region/locality.

Each objective should be tested for its general applicability and contribution to broad objectives related to:

- energy conservation
- employment
- economic growth
- government operations
- environmental and resources conservation
- urban revitalization
- heritage conservation
- consumer protection
- community welfare
- taxation
- business viability.

In a commitment to the achievement of a satisfactory tourism policy it is common for sets of objectives to focus on the following issues:

- **Economic**
 - To optimize the contribution of tourism and recreation to economic prosperity, full employment, regional economic development, and improved international balance of payments.
- **Socio-Cultural**
 - To contribute to the personal growth and education of the population and encourage their appreciation of the local geography, history, and ethnic diversity.
 - To avoid encouraging activities that has the potential to undermine or denigrate the social and cultural values and resources of the area and its traditions and lifestyles.
- **Market Development**
 - To encourage the free entry of foreign visitors, while balancing this goal with the need to monitor persons and goods entering the country with laws protecting public health.
- **Resource Protection and Conservation**
 - To protect and preserve the historical and cultural foundations as a living part of community life and development and to ensure future generations an opportunity to enjoy the rich heritage of the area.

-To ensure the compatibility of tourism, recreational, and activity policies with other broader interests in energy development and conservation, environmental protection, and judicious use of natural resources.

- **Human Resource Development**

-To ensure that tourism has an adequate supply of professionally-trained skilled and managerial staff to meet its future needs.

-To ensure that the education and training programmes and materials are available to meet the needs of tourism.

- **Government Operations**

-To coordinate government activities related to tourism

-To take a leadership role

-To support the needs of tourists, residents and tourism businesses with appropriate legislation and administration.

It is likely that as the statements of objectives become refined and interpreted for implementation, some will be found to be in conflict, not only within the domain of tourism, but also in the linkages across broad social, cultural and other objectives. For example, the facilitation of casino development may be consistent with an economic objective, but may be in conflict with a socio-cultural objective which intends to safeguard the local community. Most Pacific Island countries will have developed their own style of policy-making. It is important that the policy for tourism be consistent in its general aim and orientation and be readily integrated with other policy areas. Lateral (with other policy areas) and vertical (internal) linkages must be integrated. A policy process progresses to strategies, plans, programmes, legislation and regulations. It is important that each stage at whatever level (national/regional/local) be carefully integrated laterally and vertically.

9.3.2. Tourism planning process

The basic tasks of planning are:

-to set goals and objectives

-to analyse the past and the present

-to prepare for the future

-to select the best course of action.

The complexity of tourism activity decision-making in general and the interconnectedness of tourism with other areas of policy and planning have rendered obsolete the traditional mechanistic, finite plan style. Such a style was usually very ambitious, inflexible, and target-driven. A companion style rests on the adoption of performance standards, whereby, after determining the likely amenities/facilities and services needed for a projected future level of visitors, the performance standards are applied to reveal the necessary level of accommodation and other services. A collaborative, integrated process style, combining elements of the corporate management process used in business and

the systems process often adopted by government agencies, may be used. Such a process usually consists of seven phases:

- (i) study preparation
- (ii) determination of objectives
- (iii) surveys
- (iv) Analysis and synthesis
- (v) Formulation of policies and plans
- (vi) Preparation of the final, preferred plan
- (vii) Determination of means of implementation and means of monitoring.

A brief description is given here of these seven principal steps.

Study preparation

- realisation of the need for planning and for the systematic preparation of a tourism plan
- preliminary interpretation of:
 - ✚ -current tourism circumstances
 - ✚ -pending tourism development
 - ✚ -latent tourism opportunities
 - ✚ -potential problems for and because of tourism
- decision to undertake systematic assessment
- preparation of terms of reference
- specification of the problem to be addressed
- specification of preferred end-product (e.g. set of guidelines, comprehensive tourism plan, or specialist plan).

Determination of objectives

(the objectives expressed early in the study process will be provisional, and may be modified as experience and information is gained)

- derived from:
 - general government objectives consultation process (mainly involving government and tourism industry)
- usually referencing such matters as:
 - principal targets to be achieved
 - principal safeguards (especially culture, community and environment) to be imposed
 - principal opportunities to be seized.
- objectives set in two categories:
 - those which are essential (quantities of visitors, protection of environment, or limits to carrying capacity)
 - those which are discretionary.

Surveys

- each study will determine its own spectrum of surveys
- surveys will cover such matters as
 - existing tourist profiles

- assessment of tourism features
- assessment of complementary features
- assessment of investment sources and capability (including entrepreneurship and local leadership)
- assessment of government structures and organisations, and their involvement in activities which interact with tourism.

Analysis and synthesis

- market assessment of demand, supply and feasibility of matching demand and supply
- integrated analysis of environmental, social and economic factors, to reveal:
 - tourism opportunities
 - problems to be addressed
 - needs for tourism
- interpretation of potential environmental, social and economic impact, and the determination of management strategies to overcome any potentially detrimental impact.
- assessment of the impact of prevailing government policies and organisations and industry bodies on the achievement of the set objectives -including assessment of the suitability of existing tourism organisations, legislation and regulations.

Formulation of policies and plans

- Preparation of a series of integrating policies concerned with
 - economic strategy-marketing
 - human resources development
 - environmental conservation
 - investment
 - organisation
- cross-referencing with preliminary objectives perhaps necessitating review and revision in the light of further experience
- preparation of integrated development options (not a single plan, but a number of alternatives which may be tested against the reformulated objectives).

Preparation of final plan

- this may be either of the previously considered options, or a new hybrid with a mix of the best compatible features from these options
- finalization of the plan in respect of:
Tourism development regions/zones transportation links infrastructure systems tourism attractions labour skills investment levels and sources environmental and cultural conservation organization (Including legislation)

Means of implementation and monitoring

- Creation of an agency or agencies with the responsibility to ensure the finalised plan is implemented and monitored,
- preparation of a schedule of tasks to be completed within prescribed time frames and period for review and revision
- creation of an agency or agencies for on-going supervision to ensure the plan remains relevant and feasible

The accurate and precise definition of the terms of reference is crucial, because it will set the parameters of the study. As the preparation of the plan will contribute to the general economic strategy of most island countries, it is important that the terms of reference are prepared at a senior level of government, with cabinet endorsement.

Recent plans prepared by TCSP have followed a successful formula in which the framework has been:

- a general term of reference which links the tourism strategy to the government's general economic development strategy
- specific terms of reference which include:
 - Linkage of new plans with any existing- strategy (to provide continuity)
 - inventory of the country's tourism resources
 - analysis of international, regional and domestic tourist markets
 - preparation of a nation-wide tourism plan within which tourism areas or zones are designated, tourism activity types and levels of development for each area or zone will be determined, local detailed plans are prepared, and development will be set in designated time periods.
 - preparation of an economic analysis of the present and projected levels of tourism, especially in terms of GNP, foreign exchange earnings (and possible leakages), and employment and an indication of how economic benefits may be optimized.
 - estimate of investment requirements and potential sources of investment
 - preparation of an assessment of socio-cultural impact and the need for local awareness Programmes.
 - preparation of an environmental impact assessment, especially recommending measures to mitigate any potentially serious detrimental impact
 - assessment of human resources needs and training programmes.
 - assessment of the relative participation and contribution of the government agencies and private sector businesses and agencies in the implementation of the plan.
 - assessment of the traditional land tenure patterns, and recommendations on means to bring benefits of tourism development to indigenous land owners.
 - assessment of the efficiency of the data collection and compilation systems and of marketing and promotion.

It may be considered appropriate to include the requirement of sets of guidelines or models for tourism facility design, financing and operation.

One of the early stages of assessment will be of the resources available to conduct the required study. The nature of the task, the sources of sponsorship and level of funding, the timescale allowed for the study, and the availability of the necessary skills will influence the composition of the study team. Some team members may cover more than one area of specialization. In addition, particular specialists may be co-opted for short periods to cope with such matters as architecture, resort design, land tenure and land strategy. The nature of the task is such that, in order for the plan to be produced in a suitable timeframe, it will be necessary to select a specialist team rather than attempt to complete the task "in house" - unless, of course, the government has an extensive and suitably qualified staff. This latter case will be rare; it will be more usual for a special team to be established for the duration of the study so that the work can proceed without distraction and interruption from routine business. There are planning manuals which provide descriptions of complex tourism planning processes, especially providing systems linkages to/from other policy areas.

Check your progress

1. What are the major considerations in integrated tourism planning process?

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2. Describe the various steps involved in tourism planning process.

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3. Explain the various stages of tourism planning.

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9.3.3 Master plan for tourism

There is no single model of a master plan for tourism. Potential variation exists for content, style, approach and emphasis.

a. Alternative emphases: A master plan is the principal instrument of planning for tourism. Such a plan may be comprehensive and wide-ranging, or it may focus on one or a combination of:

- physical/environmental issues
- economic issues
- promotion and marketing
- conservation (of environment or heritage resources)
- socio-cultural issues
- investment
- human resources development.

On a temporal scale, the master plan may focus on a short-term time scale (of five years, perhaps to coincide with the cycles of the national economic strategy), or it may focus on an indeterminate scale with indications of preferred end-states or achievements, not associated with particular time periods. Other differences of emphasis may be on:

- attitudes to spontaneous development (strict or flexible planning)
- degree of incentives and technical assistance
- apportionment of benefits
- integration with tourism-related activities
- certainty of site prescription
- supervision
- regulation and strategy support.

An important element in any tourism plan is the degree to which it is integrated with the nationwide or region-wide economic, welfare and physical development plan. Master plans for tourism prepared in recent years, and those to be prepared, can be expected to include specific references to:

- ecological sustainability
- environmental conservation
- heritage (built environment) conservation
- cultural heritage conservation
- special interest tourism (to maximise the advantage of the "unique selling point" or USP)
- human resources development.

Plans excluding such matters may be considered to be incomplete.

b. Content: The content of these guidelines is indicative of the nature and scope of the content of any master plan for tourism it may be that for any particular island nation, the plan could adopt a particular focus, perhaps for only one of the review phases. However, a generalised prospectus of contents would include:

- the institutional or organisational framework, setting out:
 - the principal organisations
 - the principal responsibilities
 - the legislative framework
 - the roles and functions of the private and public sectors
 - the principal plan elements, such as infrastructure facilities and services, visitor attractions, integrated resorts
- development implications -economic, environmental, and socio-cultural
- the principal means of securing implementation, including:
 - financing and investment
 - incentives
 - marketing
 - promotion
 - tourism information systems

- tourism awareness programmes
- human resources development.

The plan of any island nation may refer to regional cooperation in the various aspects of tourism planning and development, and the contribution which can be made to the regional circumstances. In some cases, the emphasis of the plan may direct the considerations away from the physical dimensions of the tourism development. This would be unfortunate, because no matter what form the development takes, the tourism experience of the visitor will take place in a region, in a destination, at a site. Therefore, it is important that these particular aspects of tourism planning are given due attention.

c. Form and structure: Tourism planning may focus on the nation, the region, a destination, or a site. Integration of all these will achieve the most satisfactory outcome. In the context of physical development, tourism planning at the three lower levels can be conducted with attention to spatial form and structure. For island countries composed of many islands, these levels may not be too useful. However, the principles of form and structure are generally applicable, and they are considered here.

Regional scale. Often, the basic approach is to attract a new hotel or resort development and then expect that a comprehensive regional tourism zone will ensue. Planning for tourism at the regional scale is:

- complex
- holistic
- amenable to integrated planning
- aimed at achieving a harmonious balance of facilities, services, infrastructure and tourism experiences
- able to facilitate companion sectoral plans at the regional scale, such as regional transportation plans.

In the establishment of defined "tourism destination zones", it becomes possible for investment and development to proceed with confidence. Such zones will be the physical framework or unit within which tourism facilities, services, resorts, attractions and urban centres will be concentrated. If there are to be zones of increased levels of visitation, these will attract expanded capacity of existing plant (such as hotels) and increased numbers of establishments, which will be dependent upon the presence of:

- abundant natural and cultural resources
- usable service communities
- ease of access and circulation
- good image and reputation
- host acceptance
- suitable government planning controls
- available land
- available human resources

- Willing investors.

Regional studies which precede the plans are characterised by:

- extensive resource inventories
- projections of demand
- assessments of economic cost-benefit
- consideration of critical issues, deficiencies and opportunities

Among the principal issues at this level are:

- inter-agency cooperation
- public-private cooperation
- identification of potential
- inter-destination cooperation
- environmental conservation
- promotion, and image-building
- transportation linkages.

These various operational issues are linked to the principal determinants of regional form and structure. Experimentation is ongoing, but there are some constant principles. The basic options include:

- using existing developments as magnets and regional control factors
- creating new developments
- creating a hierarchical network of tourism destinations
- devising a balanced strategy
- developing a region-wide strategy, eliminating those areas/islands which have scarce tourism potential
- devising a destination-focused strategy
- devising a tour or circuit strategy (linking destinations, or islands)
- developing a strategy of complementary tourism destinations, with each destination specialising in focus or market segment.

The basic form and structure patterns include:

- concentration of tourism development and corridors linking these major resorts tourism destination areas "base camps" on the threshold of a tourism region gateways or points of entry into the destination areas.
- Non-tourism areas which may be expanses of ocean.

Variants on this basic spatial formula exist in tourism planning literature and in many case studies world-wide. The dilemma for the Pacific region is to re-interpret the land-based concepts of regional form and structure to what is basically a water-based region, with non-continuous transport corridors. The translation from a land-based to a water-based arena of operation has not been demonstrated well so far.

Destination scale. This is an important tourism planning scale. The destination area contains the critical mass of resources, facilities and amenities which

contribute to the satisfaction of tourists. The basic elements of a tourism destination area or zone are:

- one or more communities to supply the utilities, services and facilities
- one or more attraction complexes
- transportation linkages to and between the communities and the attractions
- an entrance or "gateway" at the destination
- a non-tourism area.

It is an important principle in the planning and designs of tourism destination that they; be distinctive places, with unique internal relationships between the various parts (both other places and the various facilities and services). The destination is what attracts the tourist. To be successful, the tourism destination should be:

- planned so as to maximise
- the locational advantage
- the product advantage (in comparison with competitor destinations)
- the advantage of proximate cultural resources and natural resources
- transport linkages
- Hospitable host attitudes.

There is not one successful formula for destination tourism, although there is increasing evidence that clustered tourism development at definite destination locations provides a high probability of success at the destination and conservation of the surrounding area. As with the regional scale, form and structure, concepts of: concentration, linking communication networks, clustered services, and clustered attractions are sufficiently flexible to facilitate manipulation from land-based to water-based situations. A critical organisational tool is that of the critical mass.

There are some peculiarities at this level which may influence the systems-driven form and structure concepts. These peculiarities include:

- the transport linkage between the points need to be scenically attractive or interesting
- ambiguity (or, worse, monotony) is possible in the basic tourism development
- the transport corridor linkages need to be secure and consistent
- the historic resources may not be concentrated; a strategy of interpretative linkage becomes critical
- the cultural resources will need protection.

Among the planning and design principles appropriate to the destination scale are:

- destination should be integrated into a region-wide strategy
- destinations should attract (or create) a distinctive image
- successful destination planning will involve

- public-private partnership
- integration
- progressive accumulation of the critical mass of attractions, services, amenities,
- and transport linkages -all within carrying capacity limits.
- facilities,

Site Scale. This scale of tourism planning provides a particular challenge, because this is the scale at which a single, functionally or aesthetically unviable form of development can seriously disrupt the image of a tourism destination. If the tourism business on any site fails, it becomes a monument to bad decision-making that may affect an entire destination by association. The independent attraction, facility or service may be operated by an individual or family, a private company, a government agency.

At this level "place" takes on a particular important meaning. This is not only the contribution each place makes to the entire destination, but also as a geographical reference point and landmark. Place has meaning as:

- a site of conservation or development
- a supportive habitat
- an urban fabric artifact
- a contribution to a spatial system
- evidence of wealth
- a site of historical association
- an item of urban aesthetics.

There is increasing evidence of a transition from a traditional, conformist, conservative design ethic at site level towards a new paradigm of creativity, site sensitivity and individuality, and sustainability. This new paradigm is being subjected to public scrutiny as the organs of decision-making subject plan designs at the site level to public adjudication. Although this is not happening everywhere, it is a design-influencing process which is provoking greater awareness of and compliance with good principles of design such as:

- functionalism
- integration with adjoining sites and with the wider district
- visitor satisfaction
- individuality
- authenticity
- aestheticism
- marketability
- eco-design
- communicability and interpretation
- resource protection
- feasibility (financial, environmental, and social).

It is at the site scale that regional and destination tourism planning yield concrete outcomes, and it is at this level that the projections and predictions of demand for facilities, services and experiences are materialised. Therefore, special understanding of the site characteristics, their potential and constraints, and the contribution of the site to the wider destination area becomes crucial. It is also critical that the planning, management and monitoring processes be efficient at this scale. So as to avert the repetition of inappropriate design and development, post-development evaluation should become an integral part of the planning process, especially to determine the validity of the predevelopment design decisions.

Implementation of the master plan:

There is an inherent danger in separating the step of creating the master plan for tourism from the step of implementation. It is preferable to consider the planning process as a continuum, integrating the steps of plan creation with its implementation. The stage of implementation will include:

- preparing and putting into practice such guidelines, regulations and policies as are,
- necessary to bring the plan to fruition
- undertaking development in accordance with the plan
- supervising that development
- preparing the community for the impact of tourism development
- preparing and providing training facilities for those intending to work in the tourism/travel/
- hospitality industry
- collecting information so as to monitor the progress of the plan as it is put into practice
- undertaking the tasks of marketing and promotion to ensure that the tourism destination is
- known and appreciated for what it has to offer.

Even within a set of "implementation" activities, there will be cross-referencing as new circumstances emerge. A master plan for tourism is a tool for the guidance of development.

In addition, a tourism plan at any level, and especially at national and regional levels, will need disaggregation so that the various resource needs - land/water, labour and capital - are seen in their spatial, temporal, financial, infrastructural, and social inter-relationships. An additional consideration is the likely impact of forces external to the destination area, and especially the impact of the decisions of the international airlines which service the region, and the international tour operators who facilitate the arrival of tourists.

Check your progress

1. Explain the approaches that are taken care in tourist destination planning.

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2. What are the major considerations involved in the implementation?

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3. Explain the concept of site scale in tourism planning.

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9.4 LET US SUM UP

For decades, researchers and practitioners have approached tourism management and planning activities by using a reductionist approach and have thought that such a complex system could have been understood by looking at its principal components. This paper has provided some evidence to the idea that tourism, and its main representative, a tourism destination, is a complex adaptive system. Quantitative considerations have been presented to improve the so far mainly qualitative treatments in the literature on this subject. The usage of complexity theory in the analysis of a tourism destination aims at giving better insights into the nature and the evolutionary behavior of the system. This point of view has several implications for the ways in which a destination may be managed. It is argued that a shift in management attitude is needed and that dynamic and adaptive methods may be better suited to deal with such systems.

One of the main consequences of the complex nature of these organisations is an inability to predict accurately the environment and the effects on the evolution of a tourism destination. However, it is firm conviction of the author that the *linear* methods developed so far for forecasting, planning and managing retain their validity provided that the limitations of the methods are fully understood. The different perspective presented here can be helpful in contributing more elements for the analysis. A combination of traditional methods with dynamical numeric simulations is deemed able to deliver a number of “reasonable” future scenarios. They could offer more effective tools to define policies and lines of action aiming at the balanced development of a tourism destination.

QUESTION:

1) Describe the importance of integrated tourism planning?

- 2) What are the means of achieving integrated tourism planning?
- 3) How the tourism master plan is implemented?
- 4) What are the contents of tourism master plan?
- 5) Describe the issues involved in the preparation a tourism planning

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UNIT 10: CONCEPT OF ‘RESPONSIBLE ‘, ‘APPROPRIATE’, ‘ALTERNATE’ AND ‘JUST’ TOURISM

STRUCTURE

- 10.0 Introduction
- 10.1 Responsible tourism
 - 10.1.1 Things that Responsible Tourism is not
 - 10.1.2 How Responsible Tourism differs from Sustainable Tourism
 - 10.1.3 Responsible Tourism should also include
 - 10.1.4 The forces that are driving the growth in Responsible Tourism
- 10.2 Alternate tourism
- 10.3 Let us sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand the Concept of ‘Responsible tourism,
- To understand the Concept of ‘Appropriate tourism’
- To understand the Concept of ‘Alternate tourism’
- To understand the Concept of ‘Just Tourism’

10.0 INTRODUCTION

Responsible tourism can apply to any type of holiday, from a luxury beach villa to a volunteering project. Responsible tourism simply means holidays that care about local communities & culture as well as wildlife conservation & the environment. The alternative forms of tourism combine tourist products or separate tourist services, different from the mass tourism by means of supply, organization and the human resource involved. These are rural, ecotourism, adventure (biking, horseback riding, snowshoeing, ski mountaineering, rafting, diving, caving, climbing), thematic tourism – connected with the cultural and historical heritage, the esoteric, religion, wine, traditional cuisine, ethnography and traditional music and handicrafts.

10.1 RESPONSIBLE TOURISM

Responsible Tourism is tourism which:

- minimises negative economic, environmental and social impacts
- generates greater economic benefits for local people and enhances the well being of host communities
- improves working conditions and access to the industry
- involves local people in decisions that affect their lives and life chances
- makes positive contributions to the conservation of natural and cultural heritage embracing diversity
- provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local cultural, social and environmental issues
- provides access for physically challenged people
- is culturally sensitive, encourages respect between tourists and hosts, and builds local pride and confidence
- is integrate in the local ecosystem.

Responsible tourism is fast becoming a global trend. Operators, destinations and industry organisations in South Africa, the United Kingdom, United States, the Gambia, India, Sri Lanka, are already practicing Responsible Tourism, and this list is growing. Recognising the global significance of Responsible Tourism World Travel Market, one of the world's largest travel exhibitions, has created World Responsible Tourism Day, to be celebrated annually during November. World Responsible Tourism Day is endorsed by the World Tourism Organisation and World Travel and Tourism Council.

10.1.1 THINGS THAT RESPONSIBLE TOURISM IS NOT

Responsible Tourism is not another form of 'niche tourism' – Responsible Tourism is about the legacy and the consequences of tourism – for the environment, local people and local economies. Responsible Tourism does not only take place in protected natural environments – Any tourism business, whether located in a thriving metropolis, a desert, rural village, sub-tropical island, medieval town – can be a Responsible Tourism operation.

10.1.2 HOW RESPONSIBLE TOURISM DIFFERS FROM SUSTAINABLE TOURISM

Responsible tourism and sustainable tourism have an identical goal, that of sustainable development. The pillars of responsible tourism are therefore the same as those of sustainable tourism – environmental integrity, social justice and maximising local economic benefit. The major difference between the two is that, in responsible tourism, individuals, organisations and businesses are asked to take responsibility for their actions and the impacts of their actions. This shift in emphasis has taken place because not much progress has been made on realising sustainable tourism since the Earth Summit in Rio. This is partly because everyone has been expecting others to behave in a sustainable way. The emphasis on responsibility in responsible tourism means that everyone

involved in tourism – government, product owners and operators, transport operators, community services, NGO's and CBO's, tourists, local communities, industry associations – are responsible for achieving the goals of responsible tourism. GITPAC International is the first implementing agency of Responsible Tourism in four destinations in Kerala for Department of Tourism Government of Kerala.

There is no real difference but we prefer using the term 'responsible', as it underlines the necessity that everyone, suppliers as well as tourists are to be committed ; Moreover for many the term 'sustainability' mostly refers to the financial and / or environmental sustainability often leaving aside the social element, whereas the term 'responsible' provides a human dimension.

According to the Cape Town Declaration (2002) developed in a participative way from the initiative of the International Center for Responsible Tourism, responsible tourism:

1. minimises negative economic, environmental, and social impacts;
2. generates greater economic benefits for local people and enhances the well-being of host communities, improves working conditions and access to the industry;
3. involves local people in decisions that affect their lives and life chances;
4. makes positive contributions to the conservation of natural and cultural heritage, to the maintenance of the world's diversity;
5. provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local cultural, social and environmental issues;
6. provides access for physically challenged people; and
7. is culturally sensitive, engenders respect between tourists and hosts, and builds local pride and confidence

10.1.3 RESPONSIBLE TOURISM SHOULD ALSO INCLUDE

Responsible Tourism should also include respect for the rights of non-human animals to be treated with respect, emotional sensitivity and respect for species characteristics, such as the needs of herd animals such as horses. It should not support, including through tourism products, cultural practices that violate basic animal rights.

10.1.4 THE FORCES THAT ARE DRIVING THE GROWTH IN RESPONSIBLE TOURISM

Other than the fact that Responsible Tourism is the right thing to do, the following reasons should motivate tourism destinations businesses to adopt responsible tourism practices.

Globally, concerns about global warming, destruction of the environment, erosion of cultures and lifestyles, and millions of people still living in poverty, are increasing. The number of initiatives aimed at saving some part of the

environment, or improving the living conditions for the world's vulnerable people, increases by the day. This heightened awareness of the earth's crisis is spilling over into the way people behave in their homes, how they spend their money and the way businesses are run. Driven by changing personal ethics, individuals contribute financially or otherwise to environmental and humanitarian initiatives. They are also changing their buying patterns. There is a major upswing in responsible or ethical consumerism in the UK and in other major European markets. In the UK, the market share for ethical products grew by 22% between 1999 and 2004.

Increasing numbers of consumers are looking at the reputation and responsibility of the companies they buy from; they want to have "guilt free" holidays. This affects their direct purchases from companies in tourism destinations and it influences the choices of source market companies too. UK and other European and Australian companies and increasingly American companies are asking about the responsibility of their suppliers and introducing check lists which rate the sustainability of their practices.

How to be a Responsible Tourist

Be responsible for your **thoughts, words & action!**

The pathway to becoming a more **Responsible Tourist** includes:

- **Adhere to Universal Principles including: do not kill, hurt nor profit from pain; do not lie in thoughts, words or deeds; do not take what is not yours**
- **All sentient beings on this planet are co-creating the future** - live & let live
- **Invest in cleaning your personal & our collective karma!** Seize the opportunity of travel **to seek the truth and liberate your soul** through soulful experiences – be open to participate in life by connecting with other beings! Of course there are scammers in Vietnam - as there are everywhere - just be aware of reality!
- **The best solution to global warming is an organic vegan diet!**
- **Reduce the quantity of rubbish (trash), recycle & dispose all rubbish correctly** reduce the use of plastic bags & bottles!
- **Reduce pollution created by fossil fuels** by choosing **zero or low pollution activities** (e.g. cycling, hiking, walking, kayaking, sailing, etc.), use less polluting transport systems, travel less & experience more deeply, use fans not air conditioners, etc.
- **Use only Responsible Tour Operators** who are true to Responsible Tourism Principles look for credible responsible tour companies who have **references** from quality NGO's, certification, etc.
- **Ensure that substantial benefit from your tour goes to the community & the environment!** Communities with **Tourism Cooperatives who own local properties** (homestays, eco-lodge, etc.)

most likely have substantial community benefits. The environment must also benefit with **tour income going towards environmental protection & rejuvenation**

- Do not break the law
- **Be respectful of local communities, customs, culture, heritage & environment.** This includes dressing appropriately, not drinking excessively, no recreational drugs, prostitutes, etc.

The **2002 Cape Town Declaration on Responsible Tourism in Destinations** defines Responsible Tourism as follows:

- Minimizes negative economic, environmental and social impacts
- Generates greater economic benefits for local people and enhances the well being of host communities.
- Improves working conditions and access to the industry.
- Involves local people in decisions that affect their lives and life chances.
- Makes positive contributions to the conservation of natural and cultural heritage embracing diversity.
- Provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local cultural, social and environmental issues.
- Provides access for physically challenged people.
- Is culturally sensitive, encourages respect between tourists and hosts, and builds local pride and confidence”.

The major difference between Sustainable Tourism and Responsible Tourism is that in responsible tourism, individuals, organizations and businesses are asked to take responsibility for their actions and the impacts of their actions.

Responsible Tourism Principles

Principles for Economic Responsibility

Assess economic impacts before developing tourism and exercise preference for those forms of development that benefit local communities and minimise negative impacts on local livelihoods (for example through loss of access to resources), recognising that tourism may not always be the most appropriate form of local economic development

- Maximise local economic benefits by increasing linkages and reducing leakages, by ensuring that communities are involved in, and benefit from, tourism. Wherever possible use tourism to assist in poverty reduction by adopting pro-poor strategies.
- Develop quality products that reflect, complement, and enhance the destination.
- Market tourism in ways which reflect the natural, cultural and social integrity of the destination, and which encourage appropriate forms of tourism.

- Adopt equitable business practises, pay and charge fair prices, and build partnerships in ways in which risk is minimised and shared, and recruit and employ staff recognising international labour standards.
- Provide appropriate and sufficient support to small, medium and micro enterprises to ensure tourism-related enterprises thrive and are sustainable.

Principles for Social Responsibility

- Assess economic impacts before developing tourism and exercise preference for those forms of development that benefit local communities and minimise negative impacts on local livelihoods (for example through loss of access to resources), recognising that tourism may not always be the most appropriate form of local economic development.
- Maximise local economic benefits by increasing linkages and reducing leakages, by ensuring that communities are involved in, and benefit from, tourism. Wherever possible use tourism to assist in poverty reduction by adopting pro-poor strategies.
- Develop quality products that reflect, complement, and enhance the destination.
- Market tourism in ways which reflect the natural, cultural and social integrity of the destination, and which encourage appropriate forms of tourism.
- Adopt equitable business practises, pay and charge fair prices, and build partnerships in ways in which risk is minimised and shared, and recruit and employ staff recognising international labour standards.
- Provide appropriate and sufficient support to small, medium and micro enterprises to ensure tourism-related enterprises thrive and are sustainable.

Principles for Environmental Responsibility

- Assess environmental impacts throughout the life cycle of tourist establishments and operations – including the planning and design phase - and ensure that negative impacts are reduced to the minimum and maximising positive ones.
- Use resources sustainably, and reduce waste and over-consumption.
- Manage natural diversity sustainably, and where appropriate restore it; and consider the volume and type of tourism that the environment can support, and respect the integrity of vulnerable ecosystems and protected areas.
- Promote education and awareness for sustainable development – for all stakeholders.
- Raise the capacity of all stakeholders and ensure that best practice is followed, for this purpose consult with environmental and conservation experts.

CHECK YOUR PROGRESS

1. What is Responsible tourism?

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2. What factors influences the concept of responsible tourism?

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3. How responsible tourism differs from sustainable tourism?

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10.2 ALTERNATE TOURISM

The concept and term 'alternative tourism' was particularly fashionable during the 1970s and 1980s, when criticism of the excesses of mass tourism culminated (see critics). Affecting a wide variety of fields, alternative tourism became part of a broader movement searching for active and innovative solutions to replace a situation considered intolerable and with dangerous implications for the future. The nature of this reaction is at the same time ethical, ideological and political; the concept is clearly a rejection of existing ideas, which are deemed inadequate and obsolete. The difficulty encountered in defining 'alternative' tourism stems from the numerous meanings of this term which is both ambitious and vague. As an examination of various World Tourism Organization publications would reveal, it is frequently confused with adjectives of a similar meaning, such as integrated, adapted, controlled, endogenous, responsible, authentic, equitable, convivial and participative, with the list being constantly extended depending on its semantic form. The term 'alternative' is the largest and most encompassing of these concepts, each corresponding to the search for new aims in diverse fields but converging in their desire to stop an uncontrollable development of tourism. This form of tourism, it is argued, comes with dubious consequences, including overpopulated and inundated resorts and social problems, with tourists confined to their golden ghettos and locals to their impoverished conditions. The search for a substitute to the traditional model and its consequences encompasses six main areas which constitute the criteria for alternative tourism. The first concerns the inspiration which leads to a decision and realisation of the holiday. It can be considered alternative when it follows a search for originality instead of choosing present practices, which could lead to a wide range of outdoor activities, both sporting and cultural. In many cases, this search can prove to be elitist and expensive, like the luxury holidays which shun the crammed, conventional resorts; on the other hand this also appeals to young

adventurous travellers with limited financial means but with a desire to stray from the beaten track of commercial tourism (see youth tourism).

The second criterion concerns the pioneers of alternative holidays, especially those who refuse to assimilate with ordinary tourists through a desire to be different, and those who because of lack of money cannot access the more expensive amenities and resorts. This also includes the followers of social tourism, the backpackers and the wealthy devotees of organised, long-distance holidays of discovery and adventure, as well as enthusiasts of ethno-tourism and ecotourism. In this way, alternative tourism contributes to the continuing process of market and product segmentation which characterizes modern tourism.

The destination of the holiday and the location chosen by tourists form additional criteria for differentiation. This same desire to be different leads people to choose new destinations, described in tourism advertisements as exotic, pioneering, undiscovered, new, unexplored or primitive. For as long as the signposted route and the most visited places (towns, developed resorts) remain part of the international tourism network, they will be carefully avoided and bypassed, to the benefit of protected regions and deeply rural areas which in theory offer a more authentic experience (see authenticity), preserving traditions which elsewhere are in danger of disappearing forever. In general, these destinations, once deemed a far cry from the standard tour and only visited by 'alternative' tourists, are eventually discovered by mass tourism and molded into the image of the developed resorts.

Alternative tourism is distinguished by the most original forms of welcome, echoing the principles which define it and the chosen style of the tourism development. It can be either a specific type of accommodation (usually, one of the various types of local housing or ecological lodgings) or the adaptation of a classic formula (such as family hotels, chalets, lodges and camps, as well as holiday villages and furnished houses) where appropriate. Alternative tourism can also be defined by the specialised tour operators who function in this sector with specific objectives. Depending on the country and product offered, this includes either non-profit organisations or travel agencies and tour operators whose 'alternative' philosophy can be expressed in such terms as ecological preservation of energy and water, the recycling of used water and waste, subsidised transport and accommodation to encourage a wide clientele, training and employment of specialised guides for environmental exploration, and the like. Finally, the uniqueness of alternative tourism lies in the nature and quality of the relationship it has with the local environment. The term should be reserved for progressive developments which are planned, controlled and expanded by the local community, and which, in fair partnership with future developers, will remain respectful of natural and human ecosystems and economical in their use of essential resources. In this way, alternative tourism embraces the principles of lasting and sustainable development and its principle commercial manifestation, ecotourism.

CHECK YOUR PROGRESS

1. What is alternative tourism?

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2. What are the characteristics of alternative tourism?

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10.3 LET US SUM UP

Responsible tourism minimizes negative economic, environmental, and social impacts. It generates greater economic benefits for local people and enhances the well-being of host communities, improves working conditions and access to the industry. It involves local people in decisions that affect their lives and life chances. It makes positive contributions to the conservation of natural and cultural heritage, to the maintenance of the world's diversity. It provides more enjoyable experiences for tourists through more meaningful connections with local people, and a greater understanding of local cultural, social and environmental issues. It provides access for physically challenged people and is culturally sensitive, engenders respect between tourists and hosts, and builds local pride and confidence. The concept of alternative tourism that is defined is not being mass tourism. Under the alternative tourism concept we can find a series of classifications and types of tourism. What characterizes the concept of "Alternative" is the existence of small or medium companies, created by families or friends, where there is the possibility of more contact with the communities and where most of the times there is a respect for the environment. This concept is generally used by government institutions and academics, and very rarely a traveller will ask in an information centre for places or activities of alternative tourism.

QUESTIONS:

1. Differentiate between Responsible Tourism and Alternative Tourism.
2. Explain how the concept of responsible tourism could minimize the negative impacts of tourism?
3. What factors influences the growth of Responsible tourism and Alternate tourism?

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UNIT 11: SUSTAINABLE TOURISM PLANNING- KEY ISSUES, RELEVANCE AND SYSTEMATIC APPROACH

STRUCTURE

11.0 Introduction

11.1 Sustainable Tourism

11.1.1 How does sustainable tourism differ from conventional tourism?

11.1.2 Where do tourists interested in sustainable tourism come from?

11.1.3 Why do travelers want sustainable tourism?

11.2 Sustainable tourism and local communities

11.3 Role of Government in Sustainable tourism

11.4 Role of Tourism industry in Sustainable tourism

11.4.1 Who is the tourism industry?

11.5 Role of Tourist in Sustainable tourism

11.6 Role of NGO's in Sustainable tourism

11.6.1 Non-conservation-oriented NGOs

OBJECTIVES

The following objectives are reviewed:-

- understand the concept of sustainable development,
- know about some of the major developmental approaches,
- link the above mentioned objectives with tourism development, and
- appreciate the role to be played by different segments of the tourism system for sustainable tourism development.

11.0 INTRODUCTION

The impacts of tourism are both positive as well as negative. Whereas the developed and rich nations have the resources to mitigate the negative impacts, the poor and developing nations continue to suffer in this regard. However, in both the cases application of the concept of sustainable development is the talk of the day. Hence, the development debate has been consciously selected as the first theme of this course. The Unit starts with describing the concept of sustainable development and goes on to explain some developmental approaches. Of course, the emphasis is on the tourism

development. Why should the industry support the efforts for sustainable tourism development and what should be the role of consumers (tourists) and service providers (hosts) are the other questions which this Unit attempts to answer.

11.1 SUSTAINABLE TOURISM

Environmentally responsible travel and visitation to natural areas, in order to enjoy and appreciate nature (and any accompanying cultural features, both past and present) in a way that promotes conservation, has a low visitor impact, and provides for beneficially active socio-economic involvement of local peoples (World Conservation Union, 1996). Tourism has become an important economic activity in and around MPAs and other protected areas around the world. Well-planned sustainable tourism programs provide opportunities for the visitor to experience natural areas and human communities, and learn about the importance of marine conservation and local culture. Additionally, sustainable tourism activities can generate income for both local communities and MPAs. Sustainable tourism is particularly promising as a key mechanism for local communities to benefit from the environmental and biodiversity resources of the MPA, such that they may be motivated to preserve those resources.

11.1.1 HOW DOES SUSTAINABLE TOURISM DIFFER FROM CONVENTIONAL TOURISM?

Conventional tourism is not necessarily planned to enhance conservation or education, does not benefit the local community, and can rapidly damage a fragile environment. As a result it can destroy, or unrecognizably alter, the very resources and cultures on which it depends. In contrast, sustainable tourism is deliberately planned from the beginning to benefit local residents, respect local culture, conserve natural resources, and educate both tourists and local residents. Sustainable tourism can produce the same profits as conventional tourism, but more of the profits stay with the local community, and the region's natural resources and culture can be protected. In many cases, conventional tourism practices of the past have posed a major threat to marine conservation due to lack of management controls and effective planning mechanisms. In contrast, sustainable tourism deliberately seeks to minimize the negative impacts of tourism, while contributing to conservation and the well-being of the community, both economically and socially. Conventional tourism does not often provide sources of funding for both conservation programs and local communities, while providing incentives for protecting areas from practices and development that are harmful to the natural beauty of an area. Opportunities and threats can only be controlled through well-planned and managed sustainable tourism. How much of tourism demand is for sustainable tourism? Sustainable tourism appeals to many of the same tourists who enjoy "nature tourism", "adventure travel", or "ecotourism" - i.e., tourism that focuses on appreciation of

wild areas, wildlife, and local cultures. The WTO estimates that nature tourism generates 7% of all international travel expenditure. If all nature-related travel is included (not just specialty nature tourism tours), the fraction of total tourists who are interested in nature tourism may be as high as 40-60%. The World Resources Institute found that while tourism overall has been growing at an annual rate of 4%, nature travel is increasing at an annual rate of between 10% and 30%. These patterns of growth are of particular interest since a significant percentage of new tourism facilities in developing countries with high biodiversity will likely be built in coastal and natural areas that harbor threatened ecosystems. Some indicators of this growth are:

- Those countries whose tourism industry is predominantly "ecotourism" have experienced very high tourism growth. Examples are Costa Rica, with a 400% increase in tourism from 1986 to 1991, and Belize, with a 600% visitor increase from 1986 to 1996.
- A survey of US-based outbound ecotourism operators shows that the number of ecotourism operators grew by 820% between 1970 and 1994, or an average of 34% a year.

11.1.2 WHERE DO TOURISTS INTERESTED IN SUSTAINABLE TOURISM COME FROM?

Tourists who express high interest in sustainability and nature-based travel come predominantly from these 12 countries:

1. United States
2. United Kingdom
3. Germany
4. Australia
5. France
6. Sweden
7. Netherlands
8. Denmark
9. Norway
10. Austria
11. Canada
12. New Zealand

These countries account for roughly one-quarter of all visitors to mainland Southeast Asia, and this share is increasing. Since 1995, growth from these countries has outpaced overall growth in visitors to the region. Among these twelve countries, the United States, United Kingdom, Germany, Australia, and France represent the largest share of visitors to mainland Southeast Asia. Thus there is substantial opportunity in Southeast Asia to build a sustainable nature-based tourism industry. Note also that over 60% of the tourists from these twelve countries speak English, indicating a growing demand for guides and tour operators who know English.

11.1.3 WHY DO TRAVELERS WANT SUSTAINABLE TOURISM?

The World Tourism Organization surveyed tourists from the United States, United Kingdom, Canada and France to better understand their motivations for travel. The results indicated a clear preference for wildlife viewing in a wilderness environment. Other priorities included: viewing rare species, visiting indigenous people, archeology, and bird-watching. Ecotourists also strongly preferred education and interpretation with high-quality guides, as well as the opportunity to visit remote, uncrowded areas.

Most likely this trend has followed the global increase in interest in the environment. As people hear about the fragility of the environment, they become more aware of conservation issues around the world. At home, they are willing to pay more for “green” products and services and are taking specific conservation actions such as recycling. For their own pleasure, they want to learn first-hand about endangered species and threatened habitats. They want to understand the complex challenges of conservation and want to experience them first hand.

Travelers are also seeking more remote destinations. They are looking for experiences off the beaten path, seeking wild and unspoiled areas. Culturally, many travelers want to escape the sameness of familiar tourism environments and instead want to experience the diversity and richness of local cultures. Many travelers then become activists. As they experience a threatened wilderness or local culture and learn about its plight, they want to help. International and national travelers are looking for environmental education, are willing to pay entrance fees, and are eager to buy local products and services that strengthen the local economy.

Planning for sustainable development:

The underlying approach now applied to tourism planning as well as to other types of development, is that of achieving sustainable development. The sustainable development approach implies that the natural, cultural and other resources of tourism are concerned with conservation of tourism resources. The sustainable development approach to planning tourism is actually important because most tourism development depends on attractions and activities related to the natural environment, historical heritage and cultural patterns of the areas. If these resources are degraded or destroyed, then the tourism areas cannot attract tourists and tourism will not be successful. More generally, most tourists seek destinations that have a high; level of environmental quality- they like to visit places that are attractive, clean and neither polluted nor congested. It is also essential that residents of the tourism area should not have to suffer from their deteriorated environment and social problems.

One of the important benefits of tourism is that, if it is properly developed based on the concept of sustainability, tourism can greatly help justify and pay for conservation of an area’s natural and cultural resources. Thus tourism can be important means of achieving conservation I areas that otherwise have limited

capability to accomplish environmental protection and conservation objectives. A basic technique in achieving sustainable development is the environmental planning approach. Environmental planning requires that all elements of the environment be carefully surveyed, analyzed and considered in determining the most appropriate type and location of development. This approach would not allow, for example, intensive development in flood plain and steep hillside areas.

An important aspect of sustainable development is emphasizing community-based tourism. This approach to tourism focuses on community involvement in the planning and development process, and developing the types of tourism which generate benefits to local communities. It applies techniques to ensure that most of the benefits of the tourism development accrue to local residents and not to outsiders. Maximizing benefits to the local residents typically results in tourism being better accepted by them and their actively supporting conservation of local tourism resources. The community based tourism approach is applied at local or more detailed levels of planning, but it can be set forth as policy approach at national and regional levels. The benefits to the local communities are also beneficial to the country, through the income and foreign exchange earned, employment generated and support that local communities give to national tourism development and conservation policies.

Also related to sustainable development is the concept of quality tourism. This approach is being increasingly adopted for two fundamental reasons- it can achieve successful tourism from the marketing standpoint and it brings benefits to the local residents and their environment. Quality tourism does not necessarily mean expensive tourism. Rather, it refers to tourist attractions facilities and services that offer 'good value for money', protect tourism resources, and attract the kinds of tourists who will respect the local environment and society. Quality tourism development can complete more effectively in attracting discriminating tourists. It is also more environmentally and socially self-sustaining. Achieving the quality tourism is the responsibility of both the public and private sectors. This concept should be built into the tourism planning, development and management process.

CHECK YOUR PROGRESS

1. Define sustainable tourism.

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2. Differentiate between sustainable tourism and convention tourism.

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3. Why there is a need of sustainable tourism development.

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11.2 SUSTAINABLE TOURISM AND LOCAL COMMUNITIES

For local residents, tourism not only has an economic impact but also touches their personal lives. Tourism affects their lifestyles, traditions, and cultures, as well as their livelihood.

Unlike other players in the tourism industry, local communities must deal with tourism whether or not they choose to. Some rural communities that were once quiet and peaceful are finding themselves invaded by international tourists, most of who are just passing through and not staying to meet local residents. Residents have mixed reactions to the intrusion. Some want nothing to do with tourists; others are intrigued by the employment opportunities. Whatever their initial reaction, local residents are often unprepared for tourism's demands. They often cannot compete with the powerful tourism industry and do not understand the desires and behavior of fiercely independent travelers who want to discover new areas.

Community members play an essential role in tourism. They may play many direct roles in the tourism industry, including:

- Renting land for development
- Working as occasional, part-time, or full-time staff for private tour operators
- Providing services to private operators such as food, guides, transportation, lodging
- Forming joint ventures with private tour operators, who usually provide marketing, logistics, and bilingual guides, while the community provides most services operating independent community-based tourism programs

In addition, even if they are not directly involved in the tourist industry, they play many indirect roles that affect the success of any sustainable tourism enterprise. Local residents' informal interactions with tourists play a large role in making the tourists' experience a positive or a negative one, i.e. whether the tourists feel welcome, safe, and comfortable. Local landowners also play a crucial role in the ecological health of the area, especially in buffer zones of core protected areas, near beaches, around river mouths, etc. And, of course, coastal communities themselves will be enormously affected by tourism. Their homes, towns, families and lives will be changed if tourism becomes a major part of their area. To make the tourist-resident interaction a mutually beneficial one, and to make sustainable tourism a success, it is of paramount importance to understand the benefits and threats of tourism for local communities. One of sustainable tourism's greatest contributions is the degree to which it can shift tourism's impacts on a local community from "threats" to "benefits". Local residents play an important role in sustainable tourism for two main reasons. First, it is their homelands and workplaces that are attracting nature travelers. Second, the

supports of local residents are essential for the success of any conservation effort, including sustainable tourism. In addition, local or traditional knowledge is often a key component of visitors' experience and education.

The negative environmental, cultural, and social impacts of unsustainable tourism development have affected local people most acutely. Traditional communities and indigenous people can play a major role in conserving biodiversity, but this has been acknowledged only recently, and important issues relating to participation, land and resource use, and democracy still need to be addressed in the context of tourism development. Local authorities have an essential role as moderators and facilitators of empowerment for local communities. Experience with top-down approaches to protected area management has demonstrated that, if they are excluded, local people can undermine biodiversity conservation efforts (for example, the Maasai spearing of wildlife in Kenya's Amboseli National Park to protest removal of their grazing and watering rights within the park). Likewise, approaches to tourism development that do not take local people's priorities into account can be undermined by civil unrest, hostility toward tourists, and decreased safety for tourists.

The local community is not an undifferentiated mass, but comprises people of different economic classes, clans or family groups, ethnic groups, both genders, and various special interest groups. Every community is different and includes many groups involved directly or indirectly with coastal resources, such as subsistence-level fisher people, commercial fisher people, farmers, and those involved in transportation and tourism. Efforts to involve the community should recognize and respect these different groups and the diversity of groupings within the community.

11.3 THE ROLE OF GOVERNMENT IN SUSTAINABLE TOURISM

Although tourism may be driven by the private sector, government policy instruments, such as requirements for environmental impact assessments (EIAs) and management plans, can be extraordinarily effective in ensuring that development takes place in an appropriate manner. In many biodiversity hotspot countries, tourism destinations are under the influence of various governmental agencies, whose mandates include culture, historical heritage, parks, coastal protection, economic development, fisheries management, and forestry? Smooth coordination among these departments and coherence between tourism policy and other government policies, including biodiversity conservation, are not always the rule, and therefore different policies may undermine rather than support each other.

National governments usually set the framework for tourism development and biodiversity conservation through policy and legislation. Some examples of these include

- Laws and regulations defining standards for tourism facilities, access to biodiversity resources, and land-use regulation and zoning. This may include requirements for environmental impact statements (EIS's) before development.
- Infrastructure design, development, and regulation (water, energy, roads, airports, etc.).
- Economic instruments defined in policy, such as incentives for sustainable tourism investment and the creation of private reserves.
- Standards for health and safety, including quality controls and regulation of business activities; these are aimed at protecting consumers and at meeting the needs of residents—including traditional communities and indigenous people—and protecting their lifestyles.
- Establishment and maintenance of protected areas and conservation corridors of interest to tourism. Managers of public protected areas often are the most effective players for conservation benefits from tourism development.
- Allocation of tax revenues for the protection of biodiversity-based tourism attractions, such as national parks and reserves.

At the destination level, local authorities are often responsible for implementing policies regarding tourism and biodiversity conservation. Local authorities are well placed to negotiate between the various interests of local and outside entrepreneurs, civil society, and national government agencies and they hold essential regulatory and zoning mandates that allow for the enforcement of guidelines and standards. On the other hand, the capacity of local authorities to manage this complex and fragmented industry effectively, and to ensure its positive contribution to local strategies for sustainable development, is dependent on whether local policymaking is coherent with national policy instruments and agencies. In many transitional and developing countries, governments may also play a direct role of tour operators and hotel managers either to try to jump-start quality standards or to generate revenue. For example, Suriname has a government-run tour operator (METS) and there are similar state-run tour operators in China and Vietnam.

11.4 THE ROLE OF THE TOURISM INDUSTRY IN SUSTAINABLE TOURISM

The tourism industry is massive. It is considered to be the biggest industry in the world. It consists of an enormous number of small and medium-sized enterprises, and also includes large multinational corporations that control an increasing percentage of the overall market. In Europe, for example, five companies control over 60% of organized outbound travel (i.e. tourists who travel on pre-planned tours). It involves a huge variety of people, including tour operators and travel agents who assemble trips; airline and cruise ship employees; minivan drivers; staff of big hotels and small family lodges; handicraft makers; restaurant owners; tour guides; and all the other people who

independently offer goods and services to tourists. The complexity of this sector indicates how challenging it can be for protected-area staff and local communities to learn about and form partnerships with the tourism industry.

Members of the tourism industry are valuable to sustainable tourism for many reasons. First, they understand travel trends. They know how travelers act and what they want. Second, the tourism industry can influence travelers by encouraging good behavior and limiting negative impacts in protected areas. Third, the tourism industry plays a key role in promoting and actually carrying out sustainable tourism. Its members know how to reach travelers through publications, the Internet, the media and other means of promotion, thus providing a link between sustainable tourism destinations and consumers.

Conservation Policy:

The United Nations Conferences on the Human Environment held a few years back in Stockholm recommended evolving a conservation policy within the framework of the resolution of the 'World Cultural Heritage'. There was unanimity of opinion that something radical had to be done to save the quality of human life and to enrich the human environment. The conference was of the opinion that any development scheme of the 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 serve the purpose. This is true in the case of the development of monuments, new tourist areas and resorts towns.

The relationship between tourism and the environment has been receiving a growing level of the attention from both public and private sector organizations all over the world. During the last decade various international organizations has cooperated in the production of great number of studies, programme, plans and activities on tourism and environment is cited in Manila Declaration during World Tourism Conference held in Manila in October 1980. The Declaration States that:

'Tourism resources available in various countries consist at the same time, of space, facilities and values. These are resources whose uses cannot be left uncontrolled without running the risk of deterioration, or even destruction. The satisfaction of tourism requirements must not be prejudicial to the social economic interests of the population in the tourist areas, to the fundamental attraction of tourism, and historical and cultural sites. All tourism resources are part of the natural heritage of mankind. National communities and the entire international community must take the necessary steps to ensure their preservation. The conservation of historical, cultural and religious sites represents at all times and notably in time of conflict, one of the fundamental responsibilities of state''.

The importance of the relationship between tourism and the environment

is also stressed in letters of agreement exchanged between the UN Environment Programme and the World Tourism organization. The letter of the agreement states: “the protection, development and improvement of the various constituents of the environment of man are managing the basic conditions for harmonious development of tourism.

Similarly, intelligent tourism management can contribute in large environment and cultural heritage of mankind as well as the improvement of the quality of human life. It is, therefore, advisable that tourism development and sound environmental management should be integral concerns of national development policies.

WTO Environmental Committee:

The growing importance of this subject of tourism’s impact on the environment led the WTO Executive council to form the Environmental Committee. This committee in its first meeting at Madrid attempted to define the relationship between tourism and environment, and formulate guidelines and activities to be implemented by WTO in the future in the area of the environment.

Much of the discussion of the Environment Committee Meeting centered on the theme “tourism Development and its Effects on the Environment.”

Tourism development can bring positive results to the countries that succeed in establishing an effective programme. It is important that damage which can be done to the environment through a misuse of natural and cultural resources be avoided through the implementation of proper policies. Possible negative effects could then be checked such as: ecological deterioration in areas of good environmental quality, especially in mountains and coastal regions and in areas surrounding places of historical , architectural or artistic interest; speculative pressure on special sectors with ensuing destruction of the landscape and wastage of natural environment, destruction of the traditional values of the domestic architecture and deterioration in the latter when the human dimensions of existing localities are exceeded; saturation and overcrowding of the urban microcosm with consequent deterioration in the quality of the environment in these areas. Various positive steps have been taken with a view to preserve the natural environments. In the national and regional tourism plans compiled by WTO there is evidence of one or more of the following aspects receiving attention:

- Creation of natural reserves and national parks;
- Preservation of historical towns;
- Alignment of roads and highway so as to minimize environmental nuisance;
- Restrictions on the encroachment of the town into the countryside;
- Zoning of industry;
- Restrictions on dumping at sea, in land and in fresh water of household or industrial residues.

The formation of the Environment Committee by WTO Executive Council is the step in the right direction. The Environment Committee has adopted the following goals:

- ✓ To identify clusters of closely related touristic environmental issues including carrying capacity, ecosystem solvency, protection of cultural elements, protection of the built environment;
- ✓ To systematize field information;
- ✓ To define ways to involve tourists in the preservation of the environment;
- ✓ To develop and disseminate guidelines for use by governments in assessing, controlling and minimizing adverse environmental effects in tourist activities.

In order to the above mentioned goals, the environment committee recommended a programe of work that includes the evaluation an updating of existing studies and methodologies and general understanding of touristic environmental problems, cooperation between public and private institutions at the national and international levels aimed at developing touristic environmental guidelines and standards and finally, action by WTO and other international organizations to apply guidelines. All the above steps would minimize the negative impacts of tourism on the environment of the destination for both visitors and hosts as also hosts as also suppliers or services. The destination should manage to enhance its physical environment as also visitor satisfaction.

CHECK YOUR PROGRESS

1. What is the impact of sustainable tourism?

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2. Explain the role of govt. in development of sustainable tourism.

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3. Explain the need of contribution of local communities in sustainable tourism development.

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11.4.1 WHO IS THE TOURISM INDUSTRY?

The mechanics of international tourism require a complex set of arrangements to enable tourists to choose a destination and then to actually get there. Travelers may interact with a chain of businesses including: travel agents, who contract with outbound operators (in the tourist's country), who contract with

inbound operators (in the destination country), who in turn may contract with local service providers. Traditionally, local service providers only enter this chain at the end, when the trip is already underway. However, adventurous travelers often now connect with local service providers directly via the internet, particularly if the local providers are featured in travel guides (such as Rough Guide, Lonely Planet, etc.).

Outbound operators play a critical role - they can ensure a steady flow of tourists and can influence consumer choices, often even determining how much tourists will pay. However, outbound operators do not live or work locally, and do not have a stake in sustainability in any particular area. This is particularly true of the multinational corporations - if poorly planned tourism causes environmental conditions to worsen in a particular area, they can simply shift to another area. Many also remain unaware of the environmental and cultural impacts of their activities. However, some major travel companies have recognized that promoting conservation and sustainable development can maintain the cultural and biological integrity of the places they visit, enhancing the quality of the product they are selling and improve their reputation and their repeat business.

A significant recent development has been voluntary environmental initiatives by hotel chains, tour operators, etc., including green certification systems, conservation awards, and “ecolabels”. Thus the tourism industry itself is taking matters into its own hands to improve sustainability. (We will discuss this further in later modules.) Connecting with these networks of tour operators can put MPA managers in direct contact with members of the tourism industry who are already interested in sustainability, and who may be enthusiastic about working with your MPA in a sustainable manner.

Implementing sustainable tourism is a very costly and challenging venture. Success is more likely if the tourism industry is part of this process from the beginning. Therefore, tour operators should be considered as key stakeholders who can be essential to the success of the whole project. The experience of a private tour operator or tour developer is invaluable and can provide essential information such as:

- Information about the potential market
- Advice on visitor preferences for attractions, lodging, food and transport
- Marketing
- Providing services to facilitate visitor access to & appreciation of the site
- Training of local guides and entrepreneurs
- Investing in a local sustainable tourism operation
- Operating a sustainable tourism operation

11.5 ROLE OF THE TOURIST IN SUSTAINABLE TOURISM

The tourist is the ultimate actor in making sustainable tourism a reality. If

tourists do not choose to come to the MPA, or are not willing to pay fees to support sustainable tourism, the project will fail. Attracting tourists to sustainable tourism at MPAs usually involves two factors.

1. Communicating to the tourist that the MPA exists and what its attractions are. This is where the marketing experience of experienced tour operators will be essential. Getting the MPA listed in major travel guides such as Lonely Planet, Rough Guide, etc. is also helpful, as these guides can help attract independent travellers (those not on pre-planned tours) to the MPA.

2. Encouraging the tourist to patronize sustainable tourism rather than conventional tourism. The tourist may need to be willing to pay higher fees to visit a site that is sustainable, rather than attending a similar tourism experience elsewhere that is less environmentally friendly. Fortunately, surveys of tourists have shown that, in general, though tourists primarily want to relax when on vacation, they do not wish to do this at the expense of local people or their environment. As we saw yesterday, several European surveys indicate that tourists are willing to pay up to 5% more (of their entire trip budget), e.g. for such extra costs as MPA entrance fees, if they know that the extra money will support the local environment and the community. However, tourists, like everybody, have limited budgets, and there does come a point past which an excessively high fee will turn tourists away.

Travel guides, magazines, and newspapers can make huge contributions to raising consumer awareness about critical issues facing the tourism industry and help to stimulate a demand for change. For example, National Geographic Traveler magazine routinely highlights issues of sustainable tourism and profiles tourism businesses that are leading the way in implementing sustainable tourism practices. Audubon magazine has developed a "Tread Lightly" code of conduct for travel in natural areas. Reaching out to particular market segments of tourists who are interested in sustainable tourism may be more beneficial than advertising widely to a mass market.

11.6 THE ROLE OF NGO'S IN SUSTAINABLE TOURISM

Many conservation-oriented NGOs ("non-governmental organizations", such as Conservation International, Rainforest Alliance, etc.) embrace sustainable tourism because of its direct link to conservation. Conservation NGOs frequently act as:

- Facilitators between other players, e.g. communities and the tourism industry
- Partners with sustainable tourism companies, whether locally owned or not
- Trainers and sources of technical information and expertise
- Partners with protected area administrators, often helping obtain funding or carrying out some activity, e.g. an environmental education or interpretation program
- Managers of their own private protected areas or, sometimes, of government

administered protected areas

Rarely, NGOs may directly provide tourism services, such as promotion, lodging, transportation and food. However, this can distract an NGO from its primary mission and can remove opportunities for community-based enterprises or the private sector.

11.6.1 NON-CONSERVATION-ORIENTED NGOS

NGOs that are not primarily conservation-oriented also play a role in sustainable tourism. These NGOs fall into two major groups: NGOs that promote economic development, and trade NGOs of certain industries such as associations of private tour operators, airlines and hoteliers. These NGOs are valuable players because they provide a forum for discussion, offering a means of communications with great numbers of interested individuals. They often have regular conventions or meetings, and communicate industry concerns through publications such as newsletters. Members are often asked to subscribe to certain principles or “codes of ethics”.

CHECK YOUR PROGRESS

1. How tourist can contribute to the sustainable tourism development?

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2. What is the role of NGO's in sustainable tourism?

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3. Explain how tourists can contribute to maintain sustainable tourism.

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11.7 GLOBAL SUSTAINABLE TOURISM CRITERIA FOR DESTINATIONS

Sustainable tourism is on the rise: consumer demand is growing, travel industry suppliers are developing new green programs, governments and international agencies are creating new policies to encourage sustainable practices in tourism. But what does “sustainable tourism” really mean? How can it be measured and credibly demonstrated, in order to build consumer confidence, promote business prosperity, foster community benefits, and fight false claims?

The Global Sustainable Tourism Criteria are an effort to come to a common understanding of sustainable destinations, and are the minimum that

any tourism management organization which wishes to be sustainable should aspire to reach. To satisfy the definition of sustainable tourism, destinations must take an interdisciplinary, holistic and integrative approach which includes four main objectives: to (i) demonstrate sustainable destination management; (ii) maximize social and economic benefits for the host community and minimize negative impacts; (iii) maximize benefits to communities, visitors and cultural heritage and minimize impacts; and (iv) maximize benefits to the environment and minimize negative impacts.

The criteria are designed to be used by all types and scales of destinations. The criteria are part of the response of the tourism community to the global challenges of the United Nations' Millennium Development Goals. Poverty alleviation, gender equity and environmental sustainability, including climate change, are the main cross-cutting issues that are addressed through the criteria.

The criteria and indicators were developed based on already recognized criteria and approaches including, for example, the UNWTO destination level indicators, GSTC Criteria for hotels and tour operators, and other widely accepted principles and guidelines, certification criteria and indicators. They reflect certification standards, indicators, criteria, and best practices from different cultural and geo-political contexts around the world in tourism and other sectors where applicable. Potential indicators were screened for relevance and practicality, as well as their applicability to a broad range of destination types. The Global Sustainable Tourism Criteria are administered by the Global Sustainable Tourism Council. Some of the expected uses of the criteria by tourism management organizations include the following:

- Serve as basic guidelines for destinations which wish to become more sustainable;
- Help consumers identify sound sustainable tourism destinations;
- Serve as a common denominator for information media to recognize destinations and inform the public regarding their sustainability;
- Help certification and other voluntary destination level programs ensure that their standards meet a broadly-accepted baseline;
- Offer governmental, non-governmental, and private sector programs a starting point for developing sustainable tourism requirements; and
- Serve as basic guidelines for education and training bodies, such as hotel schools and universities.

The criteria indicate what should be done, not how to do it or whether the goal has been achieved. This role is fulfilled by performance indicators, associated educational materials, and access to tools for implementation from public, NGO and private sector providers all of which are an indispensable complement to the GSTC Criteria for Destinations. The GSTC Criteria for Destinations were conceived as the beginning of a process to make sustainability the standard practice in all forms of tourism.

Application:

It is recommended that all criteria be applied to the greatest extent practical, unless for a specific situation the criterion is not applicable and justification is provided. There may be circumstances in which a criterion is not applicable to a specific tourism destination or destination management organization, given the local regulatory, environmental, social, economic or cultural conditions. In the case of smaller destinations and communities, it is recognized that limited resources may prevent comprehensive application of all criteria. Because destinations are comprised by many different enterprises, organizations and individuals, the application of these criteria should include thorough consideration of the cumulative effects of activities. Measurement at the destination scale will usually capture the net result of cumulative effects at the individual scale. However monitoring of impacts is not an end in itself; it should be viewed as a tool for improving the sustainability of the destination. Further guidance on these criteria may be found from the supporting indicators and glossary, which will be published by the Global Sustainable Tourism Council.

A. DEMONSTRATE SUSTAINABLE DESTINATION MANAGEMENT**A1 Sustainable tourism strategy**

The destination has established and is implementing a multi-year sustainable tourism strategy that is publicly available, suited to its scale, and that considers environmental, sociocultural, quality, health and safety issues, including cumulative impacts.

A2 Tourism management organization

The destination has a functioning organization responsible for a coordinated approach to sustainable tourism with involvement by the tourism sector, local government and community stakeholders with assigned responsibilities to accountable parties for managing environmental, socio-cultural, and sustainable tourism issues.

A3 Sustainable tourism monitoring

The destination has a program to monitor, publicly report and support response to the cumulative environmental, socio-cultural, and sustainable tourism issues at the destination level.

A4 Tourism seasonality management

The destination has programs designed to reduce the effects of seasonal variability of tourism where appropriate, while recognizing the ecological and cultural impacts of such programs.

A5 Climate change adaptation

The destination has a program to identify risks associated with climate change and to

encourage adaptation in development, siting, design and management that will contribute to the sustainability and robustness of the destination in the face of potential changes

A6 Inventory of attraction sites

The destination has an ongoing process to identify its key tourism assets and attractions, as well as the key potential impacts (positive and negative) on them.

A7 Design and Construction

The destination has planning requirements and laws related to planning, siting, design, construction, materials, renovation, demolition and impact assessment to protect natural and cultural heritage.

A8 Site accessibility

Key tourist attraction sites with infrastructure and facilities in the destination, including accommodations, food & beverage facilities, as well as means of transportation to the site, are accessible to persons with special needs, where appropriate; all legal requirements regarding access are met.

A9 Local property rights

Property acquisitions are legal, comply with local communal and indigenous rights, including their free, prior and informed consent, and do not require involuntary resettlement.

A10 Tourist satisfaction monitoring

The destination has a program and policy to measure and report on tourist satisfaction, perceptions, behaviors and concerns.

A11 Private sector sustainability

The tourism sector in the destination has implemented specific sustainable tourism policies or credible certification programs and quality assurance programs.

A12 Tourist safety and security

The destination has a program in place to combat tourism-related crime, safety and health hazards.

A13 Crisis preparedness

The destination has established and provided resources for a crisis preparedness plan that is available to tourists and tourism enterprises and organizations, and the local communities.

A14 Marketing for sustainable tourism

The destination has a program to develop and promote sustainable products and services compatible with its ecological, social, and cultural circumstances.

A15 Promotional materials

Promotional materials are accurate and complete with regard to the destination and its products and services, including sustainability claims. They do not promise more

than is being delivered.

B. MAXIMIZE SOCIAL AND ECONOMIC BENEFITS TO THE HOST COMMUNITY AND MINIMIZE NEGATIVE IMPACTS

B1 Economic Benefit

The economic contribution of tourism to the destination's economy is monitored and publicly reported.

B2 Local career opportunities

The destination provides fair and equal employment opportunities and training for women, youth, minorities, and other vulnerable populations in tourism, including paying a fair wage and providing training in management positions, while restraining child labor.

B3 Public participation

The destination has a program to encourage and facilitate public participation in tourism planning and decision-making on an ongoing basis.

B4 Local satisfaction

Communities' aspirations, concerns, and satisfaction with tourism are regularly monitored and publicly reported by the destination.

B5 Local access

The destination protects local access to natural, historical, archaeological, religious, spiritual and cultural sites and attractions, including land and aquatic resource use, rights-of-way, transport and housing.

B6 Tourism awareness

Tourism awareness programs are regularly offered for residents of the destination.

B7 Preventing exploitation

The destination has implemented a policy against commercial, sexual or any other form of exploitation and harassment, particularly of children, adolescents, women and minorities

B8 Local community support

Tourism sector and all stakeholders are actively involved in developing and supporting adequate community and infrastructure development initiatives.

B9 Fair trade Principles

The destination has a program in place to support local small entrepreneurs and promote local sustainable products and services and fair-trade principles that are based on the area's nature, history and culture (including food and beverages, crafts, performance arts, agricultural products, etc.).

B10 Tourism enterprise performance

The destination has programs to support economic sustainability in small and medium sized tourism-related enterprises.

C. MAXIMIZE BENEFITS TO COMMUNITIES, VISITORS AND CULTURAL HERITAGE, AND MINIMIZE NEGATIVE IMPACTS

C1 Attraction protection

The destination has a policy and program to conserve key cultural and natural tourist attractions to ensure that landscapes, ecosystems and habitats are identified. Threats to them are identified and assessed, and access and use is managed to be sustainable.

C2 Visitor management plans

The destination has a visitor management plan for key attraction sites including measures to preserve and protect key natural and cultural assets.

C3 Visitor behavior and interpretation in sensitive sites

The destination has developed guidelines for interpretation and codes of behavior for visits to culturally or ecologically sensitive sites, in order to minimize visitor impact and maximize enjoyment.

C4 Cultural heritage protection

Historical and archaeological artifacts are not sold, traded or displayed, except as permitted by local to international law.

C5 Site interpretation

Information about and interpretation of the natural surroundings, local culture and cultural heritage is provided to visitors in various languages as well as explaining appropriate behavior while visiting natural areas, living cultures, cultural heritage sites and communities.

C6 Protection of community property and rights

The destination contributes to the protection and preservation of the intellectual property rights of local communities and of property rights to local historical, archaeological, culturally and spiritually important properties and sites.

C7 Travelers Philanthropy

The destination facilitates tourist contributions to community development and biodiversity conservation, including supporting protected areas and areas of high cultural and biodiversity value.

D. MAXIMIZE BENEFITS TO THE ENVIRONMENT AND MINIMIZE NEGATIVE IMPACTS

D1 Environmental Assessment

The destination has identified its key environmental challenges and has policies and processes in place to address these.

<p>D2 Ecosystem Protection The destination has a system in place to measure the impact of tourism and manage intensive tourism impacts on landscapes and ecosystems, including sensitive and threatened wildlife and habitats.</p>
<p>D3 Energy conservation The destination has a program to promote energy conservation, measure and reduce reliance on fossil fuels and encourage tourism enterprises to monitor and conserve energy and use renewable energy sources.</p>
<p>D4 Greenhouse Gas Reduction The destination has a program in place to assist tourism operators to measure and reduce greenhouse gas emissions and encourage the tourism sector to participate in local carbon offset and abatement initiatives.</p>
<p>D5 Water Conservation The destination has a program to monitor and conserve water use at the destination level and to encourage tourism enterprises monitor and conserve water.</p>
<p>D6 Water Consumption The water supply for tourism used at the destination is sustainable ecologically and does not adversely affect community uses, taking into account the overall cumulative impacts or all local surface and groundwater use.</p>
<p>D7 Surface and sea water quality The destination has a system in place to monitor water quality in aquatic areas and sources of drinking water.</p>
<p>D8 Waste management The destination has systems in place to ensure wastes from tourism sites and enterprises are properly treated and reused or released safely, with no adverse effects to the local population and the environment.</p>
<p>D9 Solid waste pollution reduction The destination has systems in place to ensure waste from tourism sources is minimized, reused or recycled. Any residual solid waste disposal for tourism and supporting community is sustainable, with quantitative goals to minimize waste that is not reused or recycled</p>
<p>D10 Pollution reduction The destination implements practices to minimize pollution from wastewater, runoff, erosion, noise, light, harmful substances, ozone-depleting compounds, and air, water and soil contaminants and requires tourism enterprises to adhere to these practices.</p>
<p>D11 Local transportation The destination has a policy and plan in place to increase the use of low-impact transport, including public transport, in the destination.</p>

D12 Environmental management

The destination requires tourism enterprises to have an environmental management plan which includes vegetation, runoff, avoidance of the introduction of invasive species and other pollution control measures.

D13 Conserving biodiversity, ecosystems and landscapes

The destination has in place a program to comply with international standards regarding the protection, harvesting, and captivity of wildlife (fauna and flora, habitats) and the management of impacts of tourism on wildlife.

CHECK YOUR PROGRESS:

1. Explain the sustainable tourism development at global level.

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2. What are the implications of sustainability of tourism plan and global tourism?

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11.8 LET US SUM UP

Sustainable development can be regarded as a philosophy. It has received support because it reflects the growing popular understanding and awareness of the scientific investigation of our socio-political and environmental reality that should be the basis of our economic and leisure activity in the future. It looks at the needs of the world's poor and the limitations which nature has to impose on the consumption of the world's rich. It offers an opportunity for action at all levels, which will give rise to new ways of doing things.

However, it also gives legitimacy to market capitalism and the trickle down economy, because it aims to reform the western capitalist form of consumption and production, and not to change it. One has to keep both sustainable tourism and sustainable tourism development in view while planning for tourism. Similarly, these concepts have to be practiced in business operations also along with making the consumers aware of their significance. Though each player in tourism has a role in this regard it is the NGO's who have come forward to play the role of watchmen. It is expected that as professional managers you would be able to apply the various aspects discussed in this Unit in your day to day operations.

Drug abuse, sex tour, child exploitation, crime and environmental degradation were among the social costs of tourism that were addressed by

them. Legal regimes should be put in place to curb and to eliminate problems that are serious enough to threaten social cohesion and the ecological equilibrium of the communities visited by tourists.

Since tourism is a form of consumption, and therefore, a product of economic development, it is clear that a balance has to be created so that the benefits will flow to all countries rather than the social costs of the evils of tourism being borne by the poor, the small and the less developed countries. With millions of tourists estimated to be on the move in the year 2000 and earnings estimated at US\$ 621 billion, the challenge before us to control mass tourism in the interests of the resident communities and service providers, so that they are not left to pick up the ills of tourism after the tourists have gone home. However, we must remember that the debate for sustainable tourism development is an ongoing debate and everyone has a stake in it.

QUESTIONS:

- 1) Discuss the various approaches to sustainable tourism development.
- 2) Discuss the role played by host community sustainable tourism development.
- 3) Why there is a need to develop the sustainable tourism?
- 4) Explain the various constraints in sustainable tourism development.
- 5) Why there is a need to adopt sustainable concept in tourism industry?
- 6) Describe the significance of sustainability at global level tourism planning.

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UNIT 12: COMMUNITY BASED' AND 'COMMUNITY APPROACH' OF TOURISM PLANNING

STRUCTURE

12.0 Introduction

12.1 What is community?

12.2 Model for surveying community attitude

12.2.1 Key determinants of success or failure of model

12.3 Community participation in tourism planning

12.4 Propositions of Community Participation

12.5 Obstacles to Community Participation

12.5.1 Advantages and challenges of community consultation

12.6 Let us Sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand the role of community participation in tourism planning
- Various approaches of community in tourism development
- Effect of tourism on community and vice versa
- To study the various obstacles in community participation

12.0 INTRODUCTION

Communities are rarely at the helm of the tourism planning and development that affects them. This paper describes a Community- Based Tourism Planning (CBTP) Process Model and case study. This places otherwise common strategic planning and community development principles into a tourism planning approach. This provides a comprehensive framework for steering tourism planning toward becoming a beneficial and lasting fit with other aspects of community and area well-being. This Community- Based Tourism Planning (CBTP) approach relies on initial and ongoing assessment of stakeholder experiences, concerns, hopes, fears, and dreams to guide tourism-related decisions. The significant latent benefits of shifting toward tourism decisions are more community-based instead of only market- or expert-driven.

12.1 WHAT IS THE COMMUNITY?

A community, like all groups of individuals, can be segmented in a number of ways. Different individuals and groups will have different attitudes and needs depending on factors such as local circumstances and previous experience. For the purposes of community consultation, key groups include:

- **elected representatives** – parish, district and county councillors
- **community groups** – such as women's, youth and neighbourhood groups
- **interest groups** – such as civic or history societies, ramblers' and conservation groups
- **individuals** – 'non-joiners' who are not represented by groups, whether by choice or circumstance
- **the business community** – including tourism businesses.

Businesses are important in their own right, as they have the greatest contact with visitors, and it is through businesses that most of the benefits of tourism are channeled. But they are also important as intermediaries for reaching local people through their employees and customers.

Many local authorities run citizens' panels, a collection of local residents who are asked for their opinion on a variety of local issues. Such a panel can be a useful channel to discover residents' views on tourism-related issues.

Table 1: Issues to address with specific segments of the community

Segment	Key issues
Elected representatives	<ul style="list-style-type: none"> • Opinions of constituents • Political issues, especially the impact on local spending
Community groups	<ul style="list-style-type: none"> • Local issues, such as parking, congestion and provision of services
Interest groups	<ul style="list-style-type: none"> • Specific issues, such as access or conservation of a building or site
Industry	<ul style="list-style-type: none"> • Maximizing profit • Planning and other regulations • Workforce availability and wage costs
Individuals	<ul style="list-style-type: none"> • Issues relating to individual circumstances, such as employment opportunities, crowds and congestion

12.2 A MODEL FOR SURVEYING COMMUNITY ATTITUDES

The techniques used will be governed by the nature of the community at a particular destination and could be influenced by existing consultation undertaken by local authorities and others. However, a number of steps need to be taken.

1. Defining the community.
2. Making the key issues relevant and interesting to motivate response/participation.
3. Selecting a survey technique.
4. Implementing the survey.
5. Follow-up.

Defining the community

It is important to understand the community in question, in order to select appropriate survey techniques. For example, the structure of the community and the importance of tourism issues will be considerably different between a city, a rural area and a seaside resort.

Table 2: Differing community types

	City	Historic town	Rural	Resort
The importance of tourism compared to other industry sectors	Low	Medium	Medium	High
The age profile of the population	Young	Mixed	Older	Older
The relative visibility of visitors	Low	High	Depends on the destination	High

Where tourism has a high profile, there will be wider interest throughout the community and therefore a need to consult more widely. Some sections of the community may not be well organised or represented, such as retired people, or disadvantaged groups, and consulting them may call for some patience and creativity. Interest groups sometimes include at least some people who live outside the community in question, but who play an influential role in it; for example ramblers or conservation volunteers who might work hard to open and maintain access in an area. They should not be overlooked.

At many destinations, visitors themselves become a significant part of the community. Some buy second homes or static caravans and many will make repeated day or staying visits to the same destination, developing friendships with local people and introducing their children to the destination. At most destinations, the VFR sector is a significant proportion of all visitors; these people can have a special affinity with the place.

Making the key issues relevant

If sustainable tourism is difficult to explain to tourism professionals and elected members, it can be even more difficult to explain to the public. Concentrating on one or more specific issues to capture people's interest and stimulate their involvement can be an effective approach and help motivate response/participation. At most destinations, there are issues that will concern at least a part of the community. Several issues can be included in a consultation to give something to all interest groups.

Where there are few controversial issues, or where less is known about community attitudes, it is best to run some focus groups with a representative sample of the community to identify survey issues.

Focus groups are structured discussions on a pre-determined range of topics and typically involve 8-12 people. Market research companies often use this method to identify issues for interview surveys. Led by a facilitator, carefully selected participants discuss a chosen topic. The discussion is recorded and then analysed to generate findings. A study to identify people's needs and preferences in relation to countryside recreation in the Lake District National Park found that focus groups yielded considerably more useful information than an interview survey – and at much less cost.

Selecting a survey technique

A range of techniques is available, but the underlying principle is that getting the best results involves going out and engaging with the community on its own ground. Table 4 shows possible methods to use with different community segments.

Table 3: Possible survey techniques

Segment	Possible techniques
Elected representatives	<ul style="list-style-type: none"> • Interviews/consultations
Community groups	<ul style="list-style-type: none"> • Interviews/consultations with community leaders • Attending group meetings
Interest groups	<ul style="list-style-type: none"> • Interviews/consultations with representatives • Attending group meetings
Industry	<ul style="list-style-type: none"> • Interviews/consultations with trade organisations • Interview survey • Postal survey
Individuals	<ul style="list-style-type: none"> • Exhibitions (and associated consultation) • Public meetings • Interview survey • Postal survey

Cost is an additional factor in selecting consultation techniques. Distributing and analysing the results of questionnaire surveys can be costly and time consuming, while running focus groups requires specific skills. The availability of resources is often a critical factor.

Implementing the survey

The work of collecting the information is likely to involve several techniques, each appropriate to the group concerned. A wide range of help is available and this is summarised below. Key questions to ask are:

- What are the key issues – what is the aim of the survey?
- Have all segments of the community had an opportunity to contribute?

- Which groups have not responded and why, and how can they be encouraged to respond?

Pilot surveys and additional follow-up consultation will often be required to make sure that the exercise goes to plan and that people respond to the right questions.

Table 4: Points to consider when implementing surveys

Technique	Points to consider
Questionnaire survey	<ul style="list-style-type: none"> • Be sure how to obtain a representative sample. • Consider using existing distribution mechanisms. • Consider 'piggy-backing' existing surveys. • Consider using students, possibly as part of their existing coursework.
Focus groups	<ul style="list-style-type: none"> • Focus group discussions with representatives of each group can be more cost-effective than an extensive interview survey.
Attending the meetings of councils, groups and organisations	<ul style="list-style-type: none"> • The timescale becomes driven by meeting cycles. • An effective way to reach elected members and 'movers and shakers'.
Public meetings	<ul style="list-style-type: none"> • Can be risky – easily hijacked or disrupted by forceful individuals. The views of less confident people are under-represented. • Can be useful to allow people to 'let off steam' at the beginning of a consultation process.
Exhibitions	<ul style="list-style-type: none"> • Good way to convey complicated ideas. • Need to choose effective venues such as shopping centers and supermarkets.

It is important to raise awareness of the survey, so it is a good idea to contact and work with local media to maximize publicity.

Follow-up

Once the information has been collected and analyzed, it is important to communicate the results back to those who provided it. It is equally important to continue to communicate what is to be done and what is being achieved.

12.2.1 KEY DETERMINANTS OF SUCCESS OR FAILURE

The likelihood of success can be increased if the following critical factors are addressed.

- **Be inclusive** – contact all relevant sections of the community.
- **Be prepared to act on the response** – avoid raising hopes and then failing to deliver.
- **Be prepared for surprises** – the response might unexpected. Be prepared to incorporate community needs into your plans.

- **Deal with the response honestly** – always be clear about what can and can't be done. Unrealistic promises will lead to disillusionment and loss of community support.
- **Communicate the results of the survey**, and continue to communicate successes over time.
- **Use the data** as part of a comprehensive performance management process.

12.3 COMMUNITY PARTICIPATION IN TOURISM PLANNING

Community involvement in tourism can be viewed from two perspectives: in the benefits of tourism development and in the decision-making process (McIntosh and Goeldner, 1986; Timothy, 1999; Tosun, 2000). For residents to receive benefits from tourism development “they must be given opportunities to participate in, and gain financially from, tourism” (Timothy, 1999). However, benefits from tourism are often concentrated in the hands of a limited number of people who have the capital to invest in tourism at the expense of other segments of the community (e.g. lower class, uneducated and poor people). Therefore, Vivian (1992) finds many traditional societies repressive since they often exclude large numbers of people from the development and planning process. As a result, Brohman (1996) proposes that tourism benefits and costs should be distributed more equally within the local community, allowing a larger proportion of the local population to benefit from tourism expansion, rather than merely bearing the burden of its costs. Pearce et al. (1996) have seen community participation from the aspect of involving individuals within a tourism-orientated community in the decision-making and implementation process with regard to major manifestations of political and socioeconomic activities.

Potter et al. (1999) refer to the term of empowerment as “something more than involvement” and Craig and Mayo (1995) suggest that through empowerment the ‘poorest of the poor’ may be included in decision-making. According to Potter (1999): Empowerment entails creating power among local communities through consciousness raising, education and the promotion of an understanding within communities of the sources of local disenfranchisement and of the actions they may take. It may also involve the transfer of power from one group, such as the controlling authority, to another.

Planning is for the benefit of people, and they should be involved in the planning and development of tourism in their area. Through this involvement, tourism development will reflect a consensus of what the people want. Also, if residents are involved in planning and development decisions- and if they understand the benefits the tourism can bring- they will more likely to support it. At the national and regional levels of preparing tourism plans, the common approach to obtaining the public involvement is to appoint a steering committee. This committee offers guidance to the planning recommendations that are made. A

planning study steering committee is typically composed of representatives of the relevant government agencies involved in tourism, the private sector, and community, religious and other relevant organizations.

Also, open community hearings can be held on the plan. These hearings provide the opportunity for anybody to learn about the plan and express their opinions. Another common approach, when approach, when the plan is completed, is to organize a national or regional tourism seminar. This meeting informs the participants and the general public about the importance of controlled tourism development and the recommendations of the plan. Such seminars often receive wide publicity in the communication media.

In a large country or region, the usual procedure is for the tourism plan to be prepared by the central authority with public involvement as described above. This can term the top-down approach. This involves holding meetings with local districts and communities to determine what type of development they would like to have. These local objectives and ideas are then fitted together into a regional or national plan. This approach achieves a greater local public involvement in planning process. But it is more time consuming and may lead to conflicting objectives, policies and development recommendations among the local areas. These conflicts need to be reconciled at the national and regional levels in order to form a consistent plan. It is important that the development patterns of the local areas compliment and reinforce one another, but also reflect the needs and desires of local communities. Often a combination of the 'top-down' and 'bottom-up' approaches achieves the best results.

Check Your Progress:

1. Define the term Community Participation with suitable examples.

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2. Discuss the relationship between community participation and tourism planning.

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12.4 PREPOSITIONS OF COMMUNITY PARTICIPATION

Shepherd and Bowler (1997) reviewed the literature and identified four major propositions for public participation:

1. Public participation as proper, fair conduct of democratic government in public decision-making;
2. Public participation as a way to ensure that projects meet citizens' needs

are suitable to the affected public;

3. Developments carry more legitimately, and less hostility, if potential affected parties can influence the decision-making process; and
4. Decisions are 'better' when expert knowledge is publicly examined.

Murphy (1985) has identified a wide variety of interpretations associated with the concept of community participation in the planning process. Painter (1992) observed three types of participation: pseudo where attempts are made to offer a feeling of community participation, mainly restricted to informing and endorsement, partial where community is given some opportunities to influence the development process, but the final decisions are taken from the authorities, and full where each individual has equal influence on the outcome of the process. Through participation, communities can shape their own lives and the society they want to live in and how to sell it (Timothy, 1998). Communities are the destination of most travellers, and therefore "tourism industry development and management must be brought effectively to bear in communities" (Blank, 1989).

According to Hall (2000) community participation in tourism planning is "a bottom-up form of planning which emphasizes development in the community rather than development of the community". Since each group of people has different needs and receives different costs and benefits from tourism development, they can have different views towards the development of their community (WTO, 1993). Thus, it might be appropriate to involve the community in the development process. When communities do not have input into the process they may feel that they lose control of their communities, as they may prefer to exploit their resources in ways that will protect their environment and culture (Holland and Crofts, 1992; Thomlison and Getz, 1996). Undoubtedly, 'bottom-up' input together with 'top-down' is "the best way to avoid confrontation and achieve harmonious development" (Pigram, 1990). Only through the co-operation of businesses, citizens, local authorities and governmental and non-agencies, can a balanced tourism development be achieved. Smith (1984) identified four prerequisites for planning participation: opportunity and legal right, access to information, provision of resources for the public to get involved and genuine public (broad involvement of the public rather than selective). Additionally, Painter (1992) identified three major forms of community participation:

1. Information exchange. The outcome of the process is determined by the available information, e.g. through surveys on community opinions, public hearings and media representations.
2. Negotiation through face-to-face contact and public discussions between a usually small number of individuals and the public authority.
3. Protest. In this case, there are oppositional direct actions, rather than co-operative forms of participation, such as demonstrations, strikes and blocking traffic.

Some authors (Murphy, 1983; 1985; Joppe, 1996) based community

development on an ecosystem approach. They suggested that since “the host community is the destination in which individual, business and government goals become the tangible tourist products and images of the industry” (Murphy, 1985), the ecosystem approach “ensures that all interested parties truly have the opportunity to shape the outcome by determining the process” (Joppe, 1996). Murphy (1985) was the first to associate tourism with an ecosystem, where in “destination areas, visitors interact with local living (hosts, services) and non-living (landscape, sunshine) parts to experience (consume) a tourism product”. Only when all interactions result in ‘an equilibrium state’, can an ‘ecological balance’ be achieved (Murphy, 1985).

Murphy (1985) with his model paid attention to the opinions of the local population and indicated that “since tourism involves putting the whole community on show, including its residents, it needs to consider and involve the same residents in the planning and management decisions” (Murphy, 1988). Concurrently, he identified the limits of a community’s carrying capacity in the planning process. Haywood (1988) observed that “tourism and tourists are consumers and users of community resources; (therefore) community is a commodity. The naturalness of the community, its way of life, its institutions, and its culture are bought and sold. In fact some communities are intentionally planned and constructed for consumption by tourists” Pearce et al. (1996) proposed the idea of social representation in tourism and suggested that it can be used to understand the emerging social views and subjective cultures of developing tourism communities, as well as voicing community input into the shaping of sustainable tourism development.

As Schroeder (1996) suggested, residents can help the building of a propitious image through their contact with tourists. The opposite can occur when the host population proceeds to anti-tourist protests to incoming tourists, something that will affect negatively visitors’ satisfaction and the extent of repeat visitation. Potter (1999) remarks that although since the 1970s various agencies have promoted community participation in practice most of the time community participation has little influence in policy making. Likewise, Dowling (1993) remarked that although “research into community attitudes towards tourism is reasonably well-developed, incorporation of such views into the planning process is far less common”. On the other hand, although there is evidence that informed citizens are willing to be involved in the development process and the future of their communities (Keogh, 1990), past experience in planning has shown that communities have limited knowledge of tourism development (Pearce et al., 1996). There are occasions where the government (which very often has the role of planner and developer) is unwilling to negotiate on particular problems for political reasons or because of other interests (Pearce et al. 1996). Inskip (1991) disapproves of the reluctance of some governments to pursue community involvement and noted: “planning is for the residents of an area, and they should be given the opportunity to participate in the planning of its future

development and express their views on the type of future community they want to live in". Only by having the locals on their side can tourists hope to cohabit peacefully; and only then host community can make sure that the environment to which tourists were attracted in the first place will be safeguarded for the lasting economic well-being of the local people, and for the enjoyment of a continuity influx of tourists (Dogart and Dogart, 1996).

CHECK YOUR PROGRESS:

1. What is the importance of community participation in tourism planning?
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2. Discuss how community participation can be implemented in tourism planning process.
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3. Define the term community participation in terms of tourism planning.
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12.5 OBSTACLES TO COMMUNITY PARTICIPATION

Although governments have realised the great potential of tourism for economic development, they ignore the importance of public participation in planning, and choose very often top-down planning that leaves host communities with little input and control over the development of their community. A number of factors may be found that hinder and constrain participatory development. According to Botes and van Rensburg (2000) they range from institutional to socio-cultural, to technical, to logistical, and are spread over a seemingly endless spectrum. Botes and van Rensburg (2000) also identify that these obstacles may be external, internal and a combination of both. As they state:

External obstacles refer to those factors outside the end-beneficiary community that inhibit or prevent true community participation taking place. External obstacles suggest the role of development professionals, the broader government orientation towards promoting participation, the tendency among development agencies to apply selective participation, and their techno-financial bias. Internal obstacles refer to conflicting interest in groups, gate

keeping by local elites, and alleged lack of public interest in becoming involved. Some of the obstacles such as excessive pressures for immediate results and techno-financial bias include both internal and external characteristics. According to Shepherd and Bowler (1997) many community members may lack specific expertise or education and, therefore, their participation may be considered unnecessary. Timothy (1999) gives as an explanation for limited involvement of the community in the decision-making process during the infancy of the tourism industry in many developing countries indicating that there is little experience and knowledge of the industry's dynamics by community members. Tosun (2000) identifies as a limitation of community participation in developing countries the requirement of costly administrative procedures (time, organisational skills and money). There is the fear that community involvement may delay schedules of plans or may force developers to revise projects (Jenkins, 1993; Shepherd and Bowler, 1997). Since resources are scarce in many developing countries, developers and planners prefer to allocate them to physical investments rather than to bureaucratic formalities. Hall (2000) identifies as a problem in the incorporation of the community to tourism planning the structure of the government. As he mentions:

The nature of systems of governance leads to difficulties in ensuring that tourism policies at different levels of government are adequately co-ordinate and that decisions and policies at one level are not at odds with decisions at another. Often authorities cannot reject or oppose decisions undertaken by transnational tourism organizations because of the fear that they will lose economic returns. As a result, the tourism industry often is controlled by outsiders. Tosun (2000) asserts that "public bodies may not want to spend their limited financial resources on organizing community participation whose benefits appears to be relatively long term. Private sector may avoid practicing participatory tourism development strategy since it involves contradictory investment criteria". In addition, community participation, "may lead to conflicting objectives amongst the local aims" (WTO, 1994, p.10). Concern is also being expressed that participation will not obtain a representative or collective community view, and residents are often "sceptical of community involvement, for past practise has tended to be ineffective in their empowerment to affect decisions, and use time wisely" (Godfrey, 1993). Moreover, it should be considered that many community members may be more interested in their own interest rather than their community's (Chesterman and Stone, 1992; Jenkins, 1993). To sum up, greater community involvement may mean more time wasted in reaching decisions and consequently it is seen as unnecessary and unwieldy. As Haywood (1988) remarked, the costs for such a policy are not only financial but also "executive burdens, such as the possible dilution of power, the lack of time to interact with citizens, the patience to educate others, the forbearance to be educated by outsiders, the determination to improve negotiation skills, the courage to risk some loss of control over matters previously internal to

the industry, and, ultimately, the danger of failure and the pain of bad publicity”.

12.5.1 ADVANTAGES AND CHALLENGES OF COMMUNITY CONSULTATION

To win community support for tourism it is important to understand:

- the attitudes of the community towards tourism
- the ways in which tourism can support the community's economic, social and cultural needs
- the ways in which tourism's negative effects on the community can be minimised.

The main advantages of a community-backed tourism management strategy are:

- political support
- a warm welcome for visitors to the destination
- 'eyes and ears' to identify problems and opportunities.

In contrast, a community that is disconnected from tourism management, or even opposed to it, can be a constraint and threat to sustainable tourism management. The main cost of engaging with communities is likely to be in time – both the time spent in surveying attitudes and the extra time needed in the overall project timetable. Because of its complexity, the wheels of community consultation grind slowly. It is helpful to understand the different degrees of contact with communities.

Table 5: Degrees of community involvement

Level	Degree of involvement
Information	Providing information on what is happening
Consultation	Asking for views on one or more options
Involvement	Members of the community work with other stakeholders to formulate options and strategies
Participation	Facilitation techniques enable the community to formulate options and strategies

Community engagement involves accepting that:

- gaining access to community representatives can be time-consuming in the first place
- with open communication, community consultation can raise expectations that need to be managed
- it creates a need for continued contact and communication
- There may be some loss of control; the community must be considered, and will expect to be treated, like any other partner.

Despite these challenges, failure to consult means no community engagement in tourism plans or the risk of an aborted project, which can be even more costly

CHECK YOUR PROGRESS:

1. What are the obstacles to community participation in tourism?

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2. Explain why community approach is avoided in tourism planning in developing countries?

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3. Explain in your own words that how community participation can be a beneficial for the development of a destination?

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12.6 CASE STUDIES OF COMMUNITY-LED TOURISM**Case study: Wirksworth, Derbyshire**

Wirksworth, a small historic quarrying community on the edges of the National Park had, in 2004, employed a regeneration officer as part of the NOW project (New Opportunities Wirksworth) to focus on development of Arts Projects and Community Events. This was a response to the decline and the loss of traditional industries and the opportunity to develop a growing community of artists. However, the overall tourist offering was not socially or geographically cohesive. Facilities and attractions included:

- an annual arts festival
- a small but underused and difficult to access heritage centre in the town centre
- a small but developing heritage railway, down a long hill
- Some important but overlooked historic buildings.

Wirksworth has notable literary connections, was the childhood home of yachtswoman Ellen MacArthur and is close to the High Peak Trail, Derwent Valley Heritage Corridor (a UNESCO World Heritage Site) and The National Stone Centre. The questions posed in 2004 were as follows.

- How could this small, industrial community attract visitors?
- How could the shops and cafes maximise the potential of visitors to the Heritage Centre and Railway?

- How could niche market attractions, such as the Church and Arts Festival become a cohesive whole? How ultimately could visitors be attracted to visit the town, to stay in the local area and to spend more money?

The focus of the Wirksworth Tourism Cluster Project was to encourage the different stakeholders to work together, to share marketing costs and promotional activity and to create a product which was successful because it could become a holistic destination rather than a collection of disparate attractions.

Community Consultation

The process was initiated through a community consultation event which brought together key stakeholders and community representatives, local authorities, funding bodies and the University of Derby, whose innovative 'mystery shopper' approach to researching the community highlighted the weaknesses in the tourism product. As a result over a series of meetings a Tourism Strategy was developed, community projects and events initiated, and the local authority was able to work more closely with the community.

Other local funded projects worked with NOW to provide training, local food projects and events. As a result other tourism clusters developed:

- churches linking communities (architecture, heritage and genealogy themes)
- trails around the town and locality
- Links between Wirksworth and other historic quarrying and mining communities.

What emerged was a multi-layered approach to community-led development allowing enthusiasts to develop small projects whilst having the support of the wider community to develop a holistic product. Other projects mooted by the stakeholders included a community owned and managed hotel. However this never came to fruition as a change in funding and personnel eventually led in 2006 to the demise and disintegration of some of the good work that had been done in Wirksworth. This highlights the need for consistency of personnel and perhaps proves that the project, although community participation was really led by funded project officers rather than community leaders.

An international perspective: Andaman Discoveries, Indonesia

Andaman discoveries is a project which supports community-led development by acting as bridge to respectful visitors and volunteers through sponsorship of education, conservation, and cultural empowerment.

The flagship project, part of the North Andaman Tsunami Relief, has implemented over 120 projects in 12 Tsunami-affected communities. Bodhi Garrett started the project after he lost his home, job and friends as a result of the 2004 Tsunami, and it has developed through voluntary donations, networks of friends and volunteers. The project has been instrumental in helping develop successful community-based tourism including:

- community-based tourism development and marketing
- making local products and crafts
- youth-led conservation work and environmental education
- traditional Thai music lessons
- waste management and recycling
- a community centre to coordinate activities.

A UK Perspective: The Inverclyde Tourist Group, Scotland

The Inverclyde Tourist Group, Scotland is a community tourism project which started as the result of a vision for an informal community group to become involved in the tourism product in Inverclyde. The project was initiated with an advert for participants in the local paper, which received a very strong response, and through an increasing membership the group ultimately secured funding from the National Lottery, Scottish Enterprise Renfrewshire and Inverclyde Council. As a result the group has:

- taken part in local coach tours
- undertaken training
- worked in partnership with the Greenock Ocean Terminal
- hosted a conference on cruise tourism *Cruise Communities – Opportunities and Challenges*
- developed a *Be a Tourist in Your own Town* programme

The whole experience has been described by the group as 'marvellous... totally worthwhile meeting and helping visitors enjoy their visit here and showing the local community the wonderful buildings and architecture on their own doorstep... although a small voluntary group we find we are now consulted on plans to exploit our rich heritage and to bid for major maritime events'.

Making community- led tourism work

The author's personal experience, and consideration of the projects discussed here prove it is entirely possible for a community to come up with ideas, work with other stakeholders and end up with a positive tourism product which really does improve the quality of life for the community. The following list of considerations is a good starting point for anyone involved in community tourism.

➤ **First questions to consider:**

- What is the goal for the community, regardless of the lead organisation? Where does the community want and need to be in 2, 5 and 10 years time? Thinking about a long term vision will help to engage others in the overall plan and may help the development of a strategy or business plan which will be useful if there is a need to attract funding or create a long term goal to focus achievement.
- Who will achieve this – the local authority, the local community, the private sector? If everyone is working together who is responsible for what aspects

of the project, and what is the balance of power? Ensuring there is a clear set of roles and responsibilities, or an operational plan will help to reduce the risk of conflict. Consider the relationships that exist between different stakeholders.

- Who should hold the power and decision-making authority? Local authorities should be confident in handing over projects to local communities - it frees up time, reduces bureaucracy and the project may be achieved more quickly. However, where money is involved it may be necessary to work with an organisation such as a University or Local Authority so that the money can be managed by a neutral organisation on behalf of the project. Any project workers can then be appointed through these organisations.

➤ **Funding and support:**

There is support and potential funding available from a variety of sources. Anyone considering these projects should certainly talk to Business Link, the Academy for Sustainable Communities) and their local authorities. Some projects may also be eligible for support from the Heritage Lottery Fund (It is also worth doing some research and sharing best practice by talking to groups who have been through this process.

➤ **Promotional activity:**

Promotional activity is essential, but don't be put off by a perception of what this may cost. Resources can be pooled to develop a surprisingly effective budget, but consider also that 'tourism promotions can be developed for any size community, with very little or practically no budget....all that is needed is some local organisation willing to put in the time and effort to draw in other local entities, along with a lot of volunteer support'

➤ **Consultation events:**

Consultation events are a good compromise as long as they take place over different days and at times when the community is at home, i.e. weekends and evenings. To deliver a successful event takes time and planning but the end result is worthwhile. Often it is the dissenters of the good ideas who will be the first to complain and to attend public meetings – it is, therefore, difficult to find and get support from those who are in favour of new ideas. Use an event as an opportunity to share the vision and the benefits.

12.6 LET US SUM UP

Tourism development has both positive and negative effects on a tourism destination. Communities are very often threatened with unwanted developments and face problems from unplanned or carelessly planned tourism expansion. In order to overcome these multi-faceted problems, comprehensive tourism planning is needed to maximize the benefits and minimize the costs or disadvantages of tourism development through the involvement of the local community who have to live with the tourists and the costs

and benefits they bring.

The above literature review indicates that although there is a strong argument for the need for planning in tourism development. However, it is not important only to design a development plan but also to implement it. Therefore, it is necessary to develop policies that will be widely accepted by the local community. Planners and governments should consider the fact that there are limits to how much tourism a particular destination could absorb. Destinations need to consider these limits and plan their tourist industry accordingly. Planners and governments must continuously measure environmental and socio-economic impacts of tourism, in order to ensure long-term benefits for residents and tourists alike without damaging the man-made and natural environment.

Tourism has been seen by many governments as an economic development strategy and if a destination area wishes to maintain tourism as a long-term activity, it should be concerned through planning to differentiate its product from competing destinations through better preservation of its environment and culture, understanding the needs and desires of the local community and increased awareness in the community as to what the industry means in terms of costs and benefits. Planning for tourism will benefit only through input from a wide range of participants including governmental and non bodies, local and regional organisations, businesses and the host population, since it is extremely difficult to formulate and implement a tourism plan without the strong support and involvement of all these groups.

To conclude, integrated and holistic planning can be considered as a mechanism for future and present problem-solving orientations and as a tool to provide a balance between the positive and negative effects of tourism (Atach-Rosch, 1984; Gunn, 1994). The encouragement of the involvement and the active participation of the local community in the planning process are of primary importance for keeping the control of the tourism industry in the hands of the local population and achieving a balanced tourism development.

QUESTIONS:

1. How community based approach help in decreasing the negative impacts of tourism?
2. What factors influence the community participation in tourism planning?
3. Explain how community participation helps in successful tourism planning approach?
4. How community approach can be develop and implement in tourism development plan?
5. Community participation is an integrated part of the destination development. Justify.
6. Give some examples of community participation in destination development in India.

7. What are the advantages of community consultation in tourism planning?

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UNIT 13: 'ECO-TOURISM' PLANNING; PLACE OF TOURISM IN INDIA'S FIVE YEAR PLANS

STRUCTURE

- 13.0 Introduction
- 13.1 Tourism and the environment
- 13.2 Nature based tourism and eco tourism
- 13.3 Evolution of eco tourism
- 13.4 Ecotourism and the new environmental paradigm
- 13.5 Public Private Partnership in tourism policy
- 13.6 Tourism and Tourism Policies in India:
- 13.7 Place of Tourism in India's Five Year Plans
- 13.8 Sustainable Tourism and Development: Future Potential for Indian Planning Process
- 13.9 Let us sum up

OBJECTIVES

The following objectives are reviewed:-

- To understand relationship between tourism and environment
- To understand Ecotourism and the new environmental paradigm
- To understand Place of Tourism in India's Five Year Plans

13.0 INTRODUCTION

Tourism is the third largest industry of the world after garments and gems-jewelry industry. Ecotourism is one among the fastest growing segment of tourism Industry. In the year 2000, the world tourist arrivals were 698 million, which gives US\$ 476 billion in return. There is wide range of definitions given by authors and specialist to explain the Ecotourism. A Mexican architect, environmentalist and ecotourism specialist, Ceballos-Lascurian, who was given credit for coining the term "Ecotourism" defines as the activity which respects the environment, encourage and promote the well being of local people. Eco-tourist is a person who enjoys nature while keeping in mind that he/she will not disturb the ecosystem and help in conservation and sustainable development of a place. The different forms of Ecotourism are nature-tourism, agro-tourism, responsible tourism, sustainable tourism etc.

In India, there is ample amount of natural resources having variety of plants and animals, which are slowly becoming extinct due to unsustainable development in an area. Many of the places are losing their characteristics of natural beauty. To save and promote Ecotourism, proper policy planning is required to stop uncontrolled development. There should be separate rules and regulations for local people, tourist visiting there and travel & tour operating companies who are promoting a place as eco-destination. Since the year 2002 is declared as International year of Ecotourism by World Tourism Organization hence it is our responsibility to study this issue properly and apply at the different places. Ecotourism could be best way for sustainable development at and near natural sites.

13.1 TOURISM AND THE ENVIRONMENT

The term environment can be defined as all the conditions, circumstances, and influences surrounding, and affecting the development of an organism or group of organisms. In this definition both biophysical and socio-economic factors are included.

In the long term, tourism depends on the quality of the environment. Indeed, the quality of an environment, or some particular feature of it, is frequently the primary attraction for tourists. And today, tourists of all kinds are becoming more sensitive to polluted or environmentally degraded conditions at their different travel destinations. Thus in some areas that until quite recently were very popular, tourism has declined because of environmental problems. For example:

- algal blooms in the Adriatic have made the water impenetrable and hence unattractive to swimmers
- beaches have been closed in the UK as a result of radioactivity, and in Haiti due to sewage pollution
- 600 tourism lodges in Canada face closure since acid rain has led to a decline in salmon stocks and the number of tourists seeking recreational fishing
- in Mexico City, air pollution levels have led to a drop in the number of international visitors.

But as these examples show, a decline in tourism is not always caused by tourism itself. Rather, it is the pattern of industrial growth, exploitation of natural resources and consumerism, in brief; the unsustainable development that characterizes contemporary Western civilization, that are to blame. In fact, tourism may have positive effects on the environment. Since tourist operators have a vested interest in maintaining the environmental quality of tourist destinations they are becoming increasingly interested in collaborating with those who work to protect the environment. Income from tourism can also assist in the development and improvement of facilities, such as sanitation systems, for residents and tourists alike. The recent World Fair in Seville provided a good

example of this. *Expo-Seville*, built mainly as a world tourist attraction also provided an opportunity for the city and its inhabitants to carry out a sorely needed upgrade of public services. Seville is now assured of adequate public services until at least the year 2025.

13.2 NATURE-BASED TOURISM AND ECOTOURISM

Nature tourism denotes all tourism directly dependent on the use of natural resources in a relatively undeveloped state, including scenery, topography, water features, vegetation and wildlife. Thus it includes hunting, countryside motor biking, and white-water rafting, even if the use of the natural resources by the tourist is neither wise nor sustainable (Butler, 1992; Ceballos-Lascuráin, 1986; Healy, 1992b). Like traditional tourism, it can be negatively influenced by various external factors. This accounts for its instability as a source of income. Nevertheless, nature-based tourism (which includes ecotourism), is a rapidly growing sector of the tourism economy. Its global value for 1988 has been estimated to have been as high as US\$1 trillion (Filion *et al.*, 1992). So it has often proved to be a powerful incentive for conservation in many parts of the world. But at the same time, uncontrolled mass tourism has and continues to contribute to the degradation of many areas of natural and cultural significance, entailing the loss of biological and cultural diversity, as well as of important sources of income. Clearly, what is needed is an environmentally responsible approach to tourism, or "sustainable tourism".

Sustainable tourism, as defined by Travis and Ceballos-Lascuráin, is tourism that is developed and managed in such a way that all tourism activity — which in some way focuses on a heritage resource (be it natural or cultural) — can continue indefinitely. In other words it does not detract from efforts to maintain that resource in perpetuity (FNNPE, 1992). De Kadt also uses "sustainable tourism" as the broadest descriptor, employed to denote all types of tourism, whether based on natural or human-made resources that contribute to sustainable development (1990, cited by Healy, 1992b).

In recent years a specific category of nature-based tourism has developed along these lines. "Ecological tourism", or "ecotourism" as defined by IUCN's Ecotourism Programme is "environmentally responsible travel and visitation to relatively undisturbed natural areas, in order to enjoy and appreciate nature (and any accompanying cultural features — both past and present) that promotes conservation, has low visitor impact, and provides for beneficially active socio-economic involvement of local populations" (Ceballos-Lascuráin, 1993a). The Ecotourism Society's definition is similar: "ecotourism is responsible travel to natural areas that conserves the environment and sustains the well-being of local people" (Blangy and Wood, 1992). In both definitions, ecotourism denotes nature tourism with a normative element. A response to the desire to permit access to areas of natural beauty, ecotourism's underlying premise is that

the enjoyment of future generations should not be affected negatively by that of today's visitors. Farrel and Runyan (1991) distinguish between nature tourism and ecotourism by describing the latter as "more exclusively purposeful and focused on the enhancement or maintenance of natural systems". Thus we can distinguish between, for example, traditional tour operators and principled ecotourism operators. The former frequently show no commitment to conservation or natural area management, merely offering clients an opportunity to experience exotic places and people before they change or disappear. Ecotourism operators, on the other hand, have begun to form partnerships with protected area managers and local people, with the intention of contributing to the long-term protection of wild lands and local development, and in the hope of improving mutual understanding between residents and visitors (Wallace, 1992).

When Héctor Ceballos-Lascuráin coined the term "ecotourism" in 1983, it was not the only one being used to describe the new form of nature travel that was developing (Butler, 1992). Scace *et al.* have identified 35 terms that "may possess links to ecotourism" (1991, cited by Butler, 1992). Among the best-known of these are: nature tourism, nature-based or nature-oriented tourism, wilderness tourism, adventure tourism, green tourism, alternative tourism, sustainable tourism, appropriate tourism, nature vacations, study tourism, scientific tourism, cultural tourism, low-impact tourism, agro-tourism, rural tourism, and soft tourism. These terms share some general concepts (particularly in that they are an alternative to mass consumptive tourism), but they are not synonymous. To assume that they would be to make ecotourism a catch-all term to be applied indiscriminately to almost any activity linking tourism and nature (Farrell and Runyan, 1991, cited by Butler, 1992) and as Norris (1992) points out, such activities cannot be equated with ecotourism unless they directly produce better protection. Thus, for example, although participants in wilderness or adventure travel may gain a deeper understanding of the natural places they visit, their appreciation does not necessarily help those areas, and so cannot be defined as ecotourism. Perhaps the best illustration is the Himalayas. Before 1965, fewer than 10 000 tourists a year visited Nepal. But this number has since jumped to 250 000. In the two major nature sanctuaries of Annapurna and Sagarmatha, the local tree line has risen by several hundred feet, as a result of local residents harvesting firewood to sell to trekkers and lodge operators. Ridges cloaked in rhododendron five years ago now are barren. Populations of goral, pheasant, and nag deer have declined. Trails are littered. Thus, although visitors may have considered themselves to have been nature tourists, they were not ecotourists, since their visits ultimately degraded or destroyed natural resources. Another illustration of what ecotourism is not comes from the Khumbu area of Nepal. A survey conducted there revealed that many Western visitors consider that tourism development had enhanced the material quality of life of the local communities, but had also resulted in loss of traditional employment systems, acculturation, and social disruption (Robinson, 1992).

Thus ecotourism appears to have much in common with the concept of "alternative tourism" or "appropriate tourism" which has been discussed within the tourism industry for over a decade. For instance, it provides its greatest benefits (especially if applied at local level) through pursuit of a widespread but controlled "small is beautiful" philosophy.

However, De Kadt argues that policymakers should not simply distinguish between alternative tourism, which must meet high standards of social and environmental impact, and tourism in general, the negative impacts of which they might allow to continue. He contends that "rather than contrasting alternative and 'mass' tourism, policy-makers concerned with tourism development should strive to make the conventional more sustainable". De Kadt suggests they take a cue from the more general literature on "alternative" development, which proposes styles of development for the entire economy and which tend to be more community-responsive, smaller in scale, and ecologically sustainable than traditional modes of development (1990, cited by Healy, 1992b). As Kutay (1989) remarks, ecotourism can be seen as a model of development in which natural areas are planned as part of the tourism economic base, and biological resources and ecological processes clearly linked to social and economic sectors. Evidently, ecotourism is a broad term, open to complex interpretation. According to Ziffer (1989), ecotourism "has eluded firm definition because it...ambitiously attempts to describe an activity, set forth a philosophy and espouse a model of development...'Nature tourism' is grounded in the behavior and motivation of the individual [tourist] whereas 'ecotourism' is a more comprehensive concept which is based on a planned approach by a host country or region designed to achieve societal objectives beyond (but including) those of the individual." Ziffer goes on to say that the concept of ecotourism "establishes tough standards for a program or destination to qualify as ecotourism. It may seem overly complex. The needs of conservation and development, however, are inherently complex and successful approaches will need to be multi-faceted." Therefore, in this book, "nature tourism" and "nature-based tourism" are used interchangeably to denote tourism dependent on relatively undeveloped natural resources. "Ecotourism" is used to describe tourism only when an additional, normative characterization is intended — tourism that helps society achieve sustainable development (Healy, 1992b).

13.3 EVOLUTION OF ECOTOURISM

The origins of nature travel are truly remote. We might say that Herodotus was one of the first nature tourists. His extensive travels included visits to the Black Sea, Egypt, southern Italy, Athens and the Aegean Sea. Inferences drawn from his remarks show that he was deeply interested not only in history, but also in geography, the natural environment and ancient monuments (such as the pyramids of Egypt). Aristotle also practiced nature tourism. After he failed to

become master of the Academy following Plato's death in 347 BC, he went to the island of Lesbos in the Aegean Sea where he spent his time studying marine animals. Other notable precursors of ecotourism include Pytheas, Strabo and Pliny the Elder, all of whom travelled, moved by a desire to see the natural and cultural environments of the world in which they lived.

In later times, Marco Polo, Ibn Batuta, Bernardino de Sahagún, Joseph de Acosta and Eusebio Kino have left us vivid accounts of the new lands they discovered. More recently, savants and explorers such as Charles de la Condamine, James Cook, Alexander von Humboldt, Louis-Antoine de Bougainville, Charles Darwin, John L. Stephens, Henry Bates, Alfred Russell Wallace, David Livingstone, Sven Hedin, and Carl Lumholtz dedicated themselves to travel to remote areas with the fundamental purpose of discovering, studying and describing landscapes, life forms and different cultures (Ceballos-Lascuráin, 1989).

However, the globetrotters and explorers of the past were exceptional people, endowed with formidable energy and willpower, who undertook their journeys in a highly individual manner, often experiencing many privations and difficulties. Nature travel as a popular pastime cannot be considered to have truly developed until the late 19th Century, following advances in mass travel.

Nature travel during the 19th Century was essentially a quest for spectacular and unique scenery. During this time, the national park concept was created; and while the founders of national parks wanted to protect the environment rather than provide resorts, it was the tourist who "provided the economic and political rationale needed to translate philosophy into accomplishment" (Jakle, 1985, cited by Butler, 1992). Not until the mid-20th Century did worldwide travel become possible for more than just elite. The technological revolution in communication and transport now permits an ever-growing number of people from different parts of the world to undertake trips to remote destinations previously inaccessible to the common traveller.

The first tours organized around some special interest began to appear in the Twenties, especially in Europe. Castles, cathedrals, museums, gardens, mountainous areas, and gastronomy became popular foci for such tours.

After World War II, the tourism industry exploded worldwide. But as the numbers increased, the image of tourism deteriorated. In the Fifties and Sixties, Americans were ridiculed for their insensitive and boorish behavior when touring in foreign countries; they became the "Ugly Tourist". For some time it was thought that this was just a result of particular American traits. However, in the Seventies it was the turn of the Germans to be seen as the Ugly Tourist in Europe and East Africa and in the Nineties, the Japanese. The Ugly Tourist phenomenon is not based on actual personality traits, but rather is a result of the feeling of invasion by people who are different from the host community. It does not even require different ethnic groups. (Residents of Banff, Canada, often view travellers from Edmonton — less than six hours away by car — as Ugly Tourists.)

It is part of the nature of mass tourism (or is it simply human nature?). And it has been accompanied by over-development and local disruption of cultural values and economies such that tourism has developed a very bad name indeed (Butler, 1992). As mass tourism exploded in the 20th Century, another type of tourist emerged — in a smaller way — but with a different reputation. During the Sixties, public concern (mainly in industrialized countries) about the environment increased. Conservation organizations were formed to lobby governments to set aside land not just for tourists or for certain animals, but to preserve the natural integrity of whole ecosystems. The whale-watching industry in the USA developed at this time in response to a concern about the worldwide depletion in whale populations. By 1966, publicity from these activities and from scientists created enough public pressure that the Humpback whale was made a wholly protected species, followed by protection of the Blue whale in 1967. This period marks the birth of the ecotourist (Butler, 1992).

Support for conservation activities was of course stronger if people had experienced an area or endangered species at first hand. A protected area, for example, needs a constituency of supporters who appreciate and understand it if its long-term survival is to be assured. Ironically, though, increased interest in nature and nature travel can lead to problems of overuse and disruption. Indeed, overuse, resulting in degradation of the environment, loss of economic benefits due to damage to the resource or the local community, and disruption of local cultures and/or values, are often cited as drawbacks to ecotourism. But if tourism is damaging a natural resource (whether it be a species or a protected area), then it is not ecotourism. True ecotourism can in fact be one of the most powerful tools for protecting the environment.

Dimensions of Sustainable Tourism

HUMAN DIMENSION:

- **HEALTH AND POPULATION:** Physical and mental health, disease, mortality, fertility and population change
- **WEALTH:** Economy, financial system, income, poverty, inflation, employment, trade, material goods, infrastructure, basic need for food, water and shelter.
- **KNOWLEDGE AND CULTURE:** Education, research, state of knowledge, communication, systems of belief and expression.
- **COMMUNITY:** Rights and freedoms, governance, institutions, law, peace, crime, civil order.
- **EQUITY:** Distribution of benefits and burdens between males and females and among households, ethnic groups, and other social divisions.

ECOSYSTEM DIMENSION:

- **LAND:** Diversity and quality of forests, farmland, and other land ecosystems, including their modification conservation and degradation.

- WATER: Diversity of quality of inland water and marine ecosystems, including their modification by dams and other structures, pollution and water withdrawal.
- AIR: Local and indoor air quality and condition of the global atmosphere
- SPECIES AND GENES: Status of wild species and wild and domesticated (crop and livestock), populations, genetic diversity.
- RESOURCEUSE: Energy and materials, waste generation and disposal and recycling. Pressures from agriculture, fisheries, timber, mining and other resource sectors

13.4 ECOTOURISM AND THE NEW ENVIRONMENTAL PARADIGM

During recent years the popularity of ecotourism has increased greatly as evidenced by the coverage it has received in a variety of publications. Even the *New York Times* Sunday travel section has devoted entire issues to ecotourism (q.v. February 21, 1993). Swanson (1992) uses social paradigms to explain this popularity. In the 1950s and 1960s the dominant social paradigm of the day held that progress and prosperity were more important than nature, considered risk acceptable if it might lead to the attainment of wealth, recognized no limits to growth, believed that the then existing society was superior to all societies that had preceded it, and exhibited a heavy reliance on experts and marketplace development and expansion. Swanson then goes on to describe a new environmental paradigm that emerged in the 1970s, largely in reaction to the disappointments and failures engendered by the 1950s and 1960s paradigm. It focuses on five major constructs:

- valuing nature for its own sake
- planning and acting to control risk, both personal and universal
- recognizing real limits to growth
- believing in the needs of a new society
- Encouraging the participation of individuals who are not necessarily involved in the marketplace or government.

Swanson believes that ecotourism has the potential to embody the new environmental paradigm. In particular, by recognizing and involving four groups — ecotourism operators, opponents to ecotourism, the ecotourists themselves and protected area managers — ecotourism could become an important force for responsible conservation and development.

For example, it could be a useful component of locally directed and participatory rural development and protection of natural resources. Nevertheless, Swanson recognizes that ecotourism can only be one element of the manifold conservation/development scene (Swanson, 1992). It cannot be a panacea.

13.5 PUBLIC PRIVATE PARTNERSHIP IN TOURISM POLICY:

Although both enterprises and governments can individually take action to enhance sustainability, working together will achieve much more. The process of collaboration and partnership is a key element of sustainable tourism development. This can be best done through partnerships involving international bodies, central, state and local governments, travel and tourism companies, NGOs and the voluntary sector (UNCSD 1999a). Public private partnerships are essential to identify mechanisms and action plans to achieve sustainable development goals in tourism. Specific aims of public private partnership include:

Regulatory regime- self-regulation and where necessary this is supplemented with regulation in areas such as land-use and waste management; Agreed indicators- measuring progress towards achieving sustainable development; Agreed and widely used certification criteria; Public funding programmes on marketing and destination development should have sustainable development principles as eligibility criteria; Research into sustainable tourism needs; Environmental education and training programme; Greater investment and use of new technology; and Fair and non-discriminatory taxes with revenue allocated to environmental improvement programmes. (UNCSD 1999 a & b) The achievement of objectives will depend on the quality of the partnership. Therefore, the role of the public and private sector has to be clearly defined to achieve a successful partnership. As per the recommendation of the WTTC, WTO and Earth Council, the public sector initiatives, that includes government departments, national tourism authorities and the trade organisations, should include: Offering support and assistance in the form of effective legislation where necessary Developing a coordinating mechanism between government and other stakeholders Facilitate information exchange between various stakeholders involved in the process Introducing incentives and awareness programmes to encourage sustainable tourism practices Ensure the necessary infrastructure requirement such as roads, sewage treatment plants, recycling facilities etc.

Assist the industry to adopt suitable measures for energy and material use reduction, waste minimization, fresh water resource management and waste management. Similarly the private sector should play its own role towards achievement of the sustainable tourism goals. This includes:

Foster dialogue between individual business and formulate solutions to common problems Work with the small and micro enterprises to build management skills, market development and technology transfer. Assist government to enabling framework for achieving sustainable tourism. Promote interaction between tourists and host communities and so enhance the industry's potential to contribute to increased understanding of other cultures. Ensure effective participation of the host communities in the sustainable

tourism planning process. Research across the countries for sustainable tourism indicates that the development strategy for the same should include the following steps for a sustainable outcome in the tourist destination: Development of a shared community vision.

An audit of natural and cultural assets to determine the significance and state of health of resources.

An evaluation regarding the destination life cycle. Destination life cycle is important because the planning issues to be addressed for the mature destinations are different from the developing destinations. A review of the relationship that exists between tourism and the rest of the economy. This includes whether tourism is currently recognized and is included in the forward planning undertaken on social, economic and service infrastructure plans Infrastructure and product audit including a review of the adequacy of essential service infrastructure such as transport, solid waste management, water and energy availability to meet the future needs of both the local residents as well as the tourists Scenario planning including forecasts for population, visitors, changing market and consumer trends.

Development of environmental benchmarking and certification system. These strategies should also enable tourism activities to contribute positively towards overall economic development of the area through ensuring development of the local communities along with conservation of the natural and cultural environment. A focused tourism planning around developing sustainability through tourism activities in turn will contribute to develop a win-win for every stakeholder as well for the country

CHECK YOUR PROGRESS

1. Describe the relation between environment and tourism.

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2. Define the term eco tourism.

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3. What are the factors that cause the emergence of concept of eco tourism?

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4. Write a brief note on evolution of eco tourism.

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13.6 TOURISM AND TOURISM POLICIES IN INDIA:

India has also been experiencing a sharp rise in tourism activities especially during the last couple of decade. Data on tourist visits, foreign exchange earnings, receipt from international tourism in presented in Annex. During the period 1991 to 2005 the foreign tourist arrivals to India has increased by 2.3 times. The foreign exchange earnings from tourism activities has gone up from Rs. 4318 crores to Rs. 25172 crores (Figure 2). However, though the above figures indicate marked increase in tourism activities in the country, India is still far behind many of the countries in world tourism map. Receipts from international tourism for the top ten countries of the world and India clearly suggest that India is nowhere near these countries. Although India's performance at the international tourism front is way behind many of the countries, in case of domestic tourism the country has shown significant improvement. The domestic tourism visits has increased from 66 million in 1991 to 382 million in 2005 which shows an increase of about 5.7 times.

The tourism perspective in the country has changed substantially over recent years. The tourism policy of the country has to be viewed in the light of the macro-economic policies of the country that had gone through a new thrust in the 1990s. The first ever tourism policy was announced by the government in November 1982. The major thrust of the policy was on aggressive marketing with an aim to present India as the ultimate destination of holiday resorts to the foreigners.

It took 10 long years to come out with possible improvements over the previous policy and as a result the National Action Plan for Tourism was announced in May 1992. Some legislative and executive measures were of course adapted during these two periods. The national action plan pronounced 7 objectives of the tourism planning as the central concerns of the government:

- Socio-economic development of the areas;
- Increasing employment opportunities;
- Developing domestic tourism for the budget category;
- Preserving national heritage and environment;
- Development of international tourism
- Diversification of tourism products
- Increase in India's share in world tourism

The latest tourism policy was announced in 2002 and it envisaged new directions and priorities towards tourism sector development. The key elements of the National Tourism Policy, 2002, are listed below which clearly depict the changing focus of the tourism planning of the country: Position tourism as a major engine of economic growth Harness the direct and multiplier effects of tourism for employment generation, economic development and providing impetus to rural tourism.

Focus on both international and domestic tourism Position India as a global brand to take advantage of the burgeoning global travel and trade and the vast untapped potential of India as a destination. Acknowledges the critical role of the private sector with government acting as a proactive facilitator and catalyst. Create and develop integrated tourism circuits based on India's unique heritage in partnership with States, private sector and other agencies."Ensure that the tourist to India gets physically invigorated, mentally rejuvenated, culturally enriched and spiritually elevated. (Ministry of Tourism 2002)

The major shift in focus of the tourism policy in the country can be identified as employment generation and local economic development. The policy statements of the government reveal that tourism has been envisaged as an important instrument for socio-economic development of the local community, particularly, in the rural and backward areas of the country. The role of the government had been envisaged as a catalyst, promoter, facilitator and provider of infrastructure apart from playing the role of the regulator. A well-directed holistic plan can play a crucial role in achieving a two- pronged goal of the government. Along with the development of the local community and generating employment in remote areas, revival of traditional culture (in art and other forms) can be used as an important instrument to attract tourists and in turn generate revenue for the state as well as for the country.

In India tourism has been growing at a rapid pace and has already been established as one of the most important foreign exchange earners (Ministry of Tourism 2003). However, there has been wide spread concern that negative impacts of mass tourism have been destroying the over-exposed tourist resorts. It has been affecting the environment, both physical and cultural, adversely. Another important cause of concern is that the local aboriginal, in general, are still far from reaping the benefit of the tourism activities in a gainful manner. Therefore, it is the need of the hour to devise and implements alternate tourism approaches that minimise the negative impacts of tourism as well as integrate economic development of the area ensuring equity amongst people. These strategies should also enable tourism activities to contribute positively towards overall economic development of the area through ensuring development of the local communities along with conservation of the natural and cultural environment (Mukhopadhyay and Pohit 2004).

13.7 PLACE OF TOURISM IN INDIA'S FIVE YEAR PLANS

Despite the not-so-favorable global environment during the 11th Plan period, the concerted efforts of the Ministry and the Indian tourism industry have yielded modest dividends. There is little room for complacency, especially in view of the fact that many other overseas destinations and countries are competing against India in attracting more foreign tourists. Hence, a more focused and targeted strategy is needed to take Indian tourism higher up the value chain.

For the infrastructure development during 11th Plan, emphasis was mainly on development of individual tourist destinations and circuits. Even the sanctioning of 45 mega destinations / circuits was also not found to be sufficient. Though the approach followed in the 11th Plan was successful to an extent, the emphasis during the 12th Plan would be on the development of tourism infrastructure in an integrated manner by identifying the important circuits and the gaps in infrastructure amenities in the identified circuits and convergence of resources of various Ministries/ Organizations at the Central and State levels.

As Tourism Sector is one of the major component of the service sector in India, its growth targets has to be linked to the targeted growth of service sector during the 12th Five Year Plan. Indian economy is expected to grow at the rate of 9%. To achieve this, services sector as well as the tourism sector has to grow at the rate of 12 % per annum. The current rate of growth in tourism sector is about 9 %. For improving the growth in tourism sector, persistent and concerted efforts have to be made during the 12th Plan. To realize the above, following targets have been fixed for Foreign Tourist Arrivals (FTAs) and Domestic Tourism). Increase India's share of International Tourist arrivals to at least 1 % by end of 12th Plan - requiring an annual growth of 12.38% during 2011- 2016. b) Provide adequate facilities for domestic tourism to sustain the growth of 12.16% (witnessed in recent years) during 12th Plan (2011 to 2016).

As regards skill development, the IHMs and other institutions set up during the 11th Plan have been able to broadly meet the requirements of managerial staff in the hospitality sector. In the 12th Plan, emphasis would be more on setting up of FCIs for the training of non-managerial staff. Emphasis should also be given for organizing more short-term courses for unskilled workforce as well as unemployed youth on the pattern of 'Hunar-se-Rozgar' and 'skill certification of service providers'. The overseas promotion and publicity should also be revamped to derive maximum advantage from the 'Incredible India' brand which is now well established all over the world. In the domestic publicity, emphasis should be given for creating more awareness about the hygiene and sanitation among the public and respect for the foreign and domestic tourists. As the accurate and up-to-date statistical data is a pre-requisite for proper planning, monitoring and evaluation of various tourism programmes in the country, 12th Plan should address the issue of deficiencies in

various types of tourism statistics, particularly domestic tourism statistics.

As per the 11th Plan document of the Planning Commission, "Tourism is the largest service industry in the country. Its importance lies in being an instrument for economic development and employment generation, particularly in remote and backward areas". During 11th Five Year Plan efforts were made to harness the full potential of the tourism sectors by improving the tourism infrastructure, popularizing further the Incredible India Campaigns in foreign countries, promoting niche products such as MICE, Health and Wellness, Adventure Tourism etc.

However, strategies followed during the 11th Plan may have to be suitably recalibrated to take care of the challenges from the competing countries and to harness the full potential of Indian tourism.

The Approach paper to 12th Five Year Plan, prepared by Planning Commission, highlights the following regarding tourism sector:

(i) Along with construction, Tourism is one of the largest sectors of the service industry in India. It is capable of providing employment to a wide spectrum of job seekers from the unskilled to the specialized, even in the remote parts of the country. Compared to other modern sectors, a higher proportion of tourism benefits (jobs, petty trade opportunities) accrue to women. Hence, growth of the tourism sector is more inclusive than other sectors.

(ii) Tourism and Hospitality is a diverse industry, being a collection of activities, comprising transportation, accommodation, eating & drinking establishments, retail shops, entertainment businesses and other hospitality services provided to individuals or groups travelling away from home for leisure, business or other purposes. The broad scope of economic activities involved in tourism enables wide participation in its growth, including the participation of the informal sector. Furthermore, tourism is highly dependent upon natural capital (e.g. forest, wildlife) and culture. These are assets that some of the poor have, even if they have no financial resources.

(iii) The interaction of tourists, business suppliers, host governments and host communities in the process of attracting and hosting the tourists and other visitors, gives rise to both demand for, and supply of, a wide range of tourism related goods and services. Therefore, tourism has good potential to stimulate overall economic growth. A marginal shift in investment to the tourism sector has the potential to propel India to a faster growth trajectory.

(iv) In 1992, the 'Earth Summit' in Rio established the triple principles of environmental, economic and social sustainability. Since then, the principles of sustainable tourism have been adopted by the tourism industry worldwide. In India, the tourism sector is based on exploiting its unique endowments of biodiversity, forests, rivers, and its rich culture and heritage. The challenges in this sector lie in successfully preserving these in their original form, and making them accessible to domestic and international travellers. Tourism in India has the potential to create economic interest of local communities in the

protection of its natural and cultural endowments leading to a more sustainable growth.

(v) The realization of the country's huge, barely tapped, tourism potential is contingent upon simultaneously addressing the multiple challenges thrown up by capacity constraints and inadequate policies. These constraints include inadequate transportation infrastructure; accommodation; land; multiple taxes and an overall high tax burden; inadequate financial resources for enterprises; skills; safety and hygiene conditions around tourist attractions; and convergence of actions by multiple agencies. The challenges are further magnified in the context of a federal structure where the responsibilities for policy making and implementation is fragmented across levels of government and co-ordination between them is often lacking.

As broad guidelines for formulation of strategies during the 12th Plan, Approach Paper of the Planning Commission recommends the following:

(i) In order to realize the potential of this sector, the Government would need to adopt a 'pro-poor tourism' approach aimed at increasing the net benefits to the poor from tourism and ensure that tourism growth contributes to poverty reduction. The benefits may be economic, social, environmental or cultural. A wide range of actions are needed to increase the spread of benefits from tourism to the weaker sections. These go well beyond simply promoting community tourism, heritage tourism, eco-tourism, wellness tourism and the like. There is need for a diversity of actions, from micro to macro level, including product and infrastructure development, marketing, branding and promotion, planning, policy & investment. A comprehensive set of strategies need to be developed for this purpose.

(ii) A principal strategy to realize India's enormous assets with tourism potential viz., historical sites, places of religious significance, and its vast range of national attractions, must be to focus on clusters or circuits around such assets. The development of these clusters /circuits requires collaboration between many agencies at the local level to create an attractive and safe transit experience.

Therefore, development of tourism requires that States take a leading role in developing their own tourism potential to obtain growth in employment as well as State Domestic Product. The strategies can be divided into those that generate three different types of local benefit: economic benefits, non-cash livelihood benefits (such as physical, social or cultural improvements), and less tangible benefits of participation and involvement.

(iii) The implementation of various strategies for development of tourism would involve developing formal and informal links between all stakeholders and coordination across all levels of Government. It would be necessary to establish a 'whole government' agenda for tourism development between departments at national level and between national and local government so as

to create convergence and synergy across programs. This requires that awareness is created amongst all stakeholders and across government about the contribution of tourism to local livelihoods and engage them in joint initiatives to increase the local economic development and impact on poverty reduction. The National Tourism Policy should form an integral part of the poverty reduction strategy during the Twelfth Five Year Plan.

Tourism development should focus on developing tourism from people's perspective by involving local Panchayats and local communities at various stages. This will help in understanding the social, cultural, and environmental impacts of tourism projects on local communities enabling the development of tourism in a sustainable manner.

To seek the consensus from various ministries / organisations on the strategies proposed to be pursued during the 12th Five Year Plan by the Ministry of Tourism, a presentation was made to the Hon'ble Prime Minister on 23rd June, 2011.

In this presentation, various initiatives required to be taken for development of tourism during the 12th Plan were also discussed. The content of the presentation and broad guidelines of the Planning Commission mentioned in the Approach Paper to the 12th Plan were also deliberated upon by various Sub-Groups of the Working Group. After detailed discussion, Working Group has recommended the following strategies for development of tourism during the 12th Plan.

13.8 SUSTAINABLE TOURISM AND DEVELOPMENT: FUTURE POTENTIAL FOR INDIAN PLANNING PROCESS

Along with the recognition of being one of the most important economic activities negative impacts of tourism, especially in the developing countries, has given rise to an urgency to formulate new approaches for tourism development. Though a few agencies, such as World Bank and European Union (EU), provide considerable support to tourism-related projects including economic development and employment generation but no agency is, however, truly into developing and implementing strategies linking tourism and poverty elimination (Delliotte and Touche 1999). It has also been recognised that growth in tourism activities itself is not sufficient for poverty alleviation unless guided by planning efforts that are suited for local level development targeting the poor (DFID 1999). Conventional tourism activities lead to the dangers of dependency with non-local ownership, enormous pressure on utility and infrastructure supply, surge in price of the commodities, degradation of local art and culture, rise in crime rate, prostitution, spread as diseases such as AIDS among the local communities, large scale environmental degradation, and so on (Mouforth and Munt, 2003). These menaces affect the local community, environment and the society which, finally, severely leading to the tourism industry's decay in the long run.

There is a global concern about these threats created by “irresponsible” tourism activities. This has led to the emergence of various alternate tourism approaches focusing on specific needs of the society and the environment. Because of the fact that the study on the new forms of tourism is still in its infancy, there are no clear definitions and conceptual and practical boundaries. From the seemingly endless list of new tourism terms, the important ones and front runners which are drawing attention of the tourism advocates and protagonists seek to define themselves in relationship to development and sustainability. Srisang (1992) suggested that “tourism in the Third World, as it practised today, does not benefit the majority of the people. Instead it exploits them, pollutes the environment, destroy the ecosystem, bastardises the culture, robs people of their traditional values and ways of life and subjugates women and children in the abject slavery of prostitution. In other words, it epitomises the present unjust world economic order where the few who control wealth and power dictate the terms. As such, tourism is little different from colonialism.” Apart from these ills, Third World Tourism is also marked by a huge leakage from the destination. An estimate of the World Bank suggests that 55 % of gross tourism revenue to developing country actually leak back to the developed countries (Boo, 1990).

In Nepal, it has been estimated that about 69% of the total expenditure of mountaineering expedition was spent outside Nepal and only around 1.2% of the total remained in the mountain communities (Kalisch, 2001). Poorly managed tourism can lead to:

- Degradation of heritage sites
- Commodification of the sacred
- Create a market for prostitution and drugs
- Reduce biological diversity
- Destroy habitat for wildlife
- Pollute lakes
- Overuse valuable fresh water resources
- Contribute significantly to global warming
- Leads to loss of scenic beauty
- Reduce the pleasure and satisfaction obtained from an unspoilt environment

Experiences throughout the world suggest that poorly planned and managed tourism that fails to support its environment base, results in falling market share and sows the seeds of its own destruction (APEC 1996). Environmental deterioration will inevitably lead to economic destruction, where the impacts of poorly planned and managed tourism development results in long-term problems that out-weigh the short term benefits that tourism may bring. With the potential for self-destruction achieving a more sustainable option is becoming the most important issue facing tourism.

PARADIGM SHIFT IN TOURISM

The large scale, laissez-faire tourism development that emerged with support from various advocacy platforms, has resulted in perceived negative economic, environmental and socio-cultural impacts. In reaction to these negative impacts and inspired by rhetoric of the dependency theorists the “cautionary platform” emerged in 1970s as the dominant paradigm within the tourism studies. Gradually the contradictions of the mass tourism has led to emergence of “alternate tourism” (Dernoi 1981).mass tourism and alternate tourism has been perceived diametrically opposed “ideal types” wherein the former is described as contrived, obtrusive, externally controlled and growth-oriented while the later is authentic, unobtrusive, community-controlled and equilibrium-oriented (Weaver 1991; Clarke 1997).

According to Butler (1993), sustainable tourism could be defined as tourism “which is developed and maintained in an area (community, environment) in such a manner and at such a scale that it remains viable over an indefinite period and does not degrade or alter the environment (human or physical) in which it exists to such a degree that it prohibits the successful development and wellbeing of other activities and processes”. The concept of sustainable tourism is in line with the global trend towards sustainable development. It covers every element of tourism or in other words “all tourism should be sustainable tourism” (Dowling 1993). This intrinsically implies that the tourism industry must ensure that tourist visits will be maintained and tourism resources will retain their attractiveness indefinitely. There must be no (or only minimal) adverse environmental, social and cultural impacts. All these must be achieved through maintaining the principles of sustainable development. However, most of the alternate forms of tourism are in line with sustainable tourism and oriented more towards environmental conservation with human well being as one of the components. Ecotourism, one of the closest forms of sustainable tourism, is the fastest growing segment of the tourism industry, grossing nearly \$400 billion a year. An estimate of World Travel and Tourism Council says that it is growing at a rate of 10 to 15% per annum (Drumm and Moore, 2002). Ecotourism focuses on local cultures, wilderness adventures, volunteering, personal growth and learning new ways to live in our vulnerable planet. Ecotourism, basically, is one form of responsible tourism and an integrated part of sustainable tourism development, which was declared as a global strategy at the World Summit at Rio De Janeiro in 1992. Similarly, rural tourism, pro-poor tourism etc. are also gaining importance from the scholars and planners as tourism development strategies.

CHECK YOUR PROGRESS

1. What is the place of tourism in India’s five year plan?

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2. What are the various targets for tourism sector?

13.9 LET US SUM UP

There are many possible ways that ecotourism contributes to conservation. First, ecotourism can generate funds for protected areas. Second, it can create employment for surrounding communities, thus providing economic incentives to support protected areas. Third, it can advance environmental education for visitors. Fourth, it can provide justification for declaring areas as protected or increasing support for these areas. Finally, ecotourism programs aim to limit the negative impacts of nature tourists.

QUESTIONS:

1. Write a brief note on five year plan.
2. What are the major considerations of eco tourism development?
3. Is there any relationship between sustainable tourism and eco tourism? Describe briefly.
4. What is the significance of eco tourism in India's five year plan?
5. Explain the future aspects of eco tourism in tourism industry development.
6. Explain the future prospects of planning of tourism in India.
7. Describe the concept of public private partnership in Indian tourism planning policy.

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UNIT 14: SALIENT FEATURES OF ‘TOURISM PLANNING STRATEGIES’ ADOPTED BY LEADING DESTINATION COUNTRIES LIKE FRANCE, U.K. AND CHINA

STRUCTURE

- 14.0 Introduction
- 14.1 Tourism planning and global consideration
- 14.2 Tourism planning policies and strategies of France
- 14.3 Tourism planning policies and strategies of U.K.
- 14.4 Tourism planning policies and strategies of China
- 14.5 Let us sum up
- 14.6 Questions
- 14.7 References

OBJECTIVES

The following objectives are reviewed:-

- To understand the measures and initiatives taken by France to promote tourism
- To understand the measures and initiatives taken by U.K. to promote tourism
- To understand the measures and initiatives taken by China to promote tourism

14.0 INTRODUCTION

The development of a tourism plan for a destination is an articulation of the strategic priorities and direction that have been identified by stakeholders for the planning, development, management and marketing of a region. Strategic Plans for destinations have been called Destination Management Plans, Tourism Action Plans or Sustainable Tourism Plans in different regions across the world. A strategic plan for destination management is essential for the long-term success and sustainability of a destination.

As highlighted in the case of the Leeds region in the United Kingdom, while having a strategic plan for tourism will not solve all of a destination's

challenges, not having a strategic direction will certainly cause more issues in the future.

Developing a successful strategic plan for tourism requires taking a comprehensive destination management approach. In this unit, tourism planning strategies of leading destinations like France, U.K. and China are discussed.

14.1 TOURISM PLANNING AND GLOBAL CONSIDERATION:

Tourism has political as well as economic implications. Global tourism involves many international interactions and agreements between nations. To manage the flow of travel between regions and countries many international organizations and agencies have been established to encourage and promote national policy objectives. Tourism related agreements generally focus on the following criteria:

- Increasing two-way tourism.
- Supporting efforts by National Tourism Organization travel promotion offices to promote visits.
- Improving tourism facilitation and easing travel restrictions.
- Encouraging reciprocal investments among nation's tourism industries.
- Promoting and sharing research, statistics and informations.
- Recognizing the importance of safety and security of tourists.
- Suggesting mutual cooperation on policy issues in international tourism.
- Providing for regular consultations on tourism matters and establishing a mechanism for dialogue.
- Acknowledging the benefits for education and training in tourism and helping to establish training plans and opportunities.
- Enhancing mutual understanding and goodwill.

Some of the items that international cooperation between countries in aid of easing tourism are: The agreement between Mexico and the US that cover ground transportation between the two countries and address concerns such as insurance, information sharing on liability and other matters relating to motor vehicle based tourism.

The same agreement also clarifies the entry requirements and eases the paperwork by simplifying the documentation required to bring a vehicle into Mexico.

The US and Venezuela agreement provides for coordination between park services in the two countries to cooperate on tourism development policies. International and Inter-governmental Tourism Organizations: The UNWTO (The United Nations World Tourism Organization) – leading international organization in field of travel and tourism. Its primary mission is to play a central and decisive role in promoting the development of responsible, sustainable and universally accessible tourism with the aim of contributing to economic development,

international understanding, peace, prosperity and universal respect for, and observance of, human rights and fundamental freedoms. The World Travel and Tourism Council (WTTC) – the only organization representing the private sector in the global context of the travel and tourism industry. It is comprised of presidents, chairmen and CEO's of 100 of the world's foremost travel and tourism companies representing almost all sectors of the industry.

Their mission is to raise the awareness of the full economic impact of the world's largest generator of wealth and jobs – travel and tourism. OECD, the organization for Economic Cooperation and Development, serves as a forum in which governments can work together to focus effectively on the challenges of interdependence and globalization through economic, social and environmental segments.

It produces global research data, analyses and forecasts to enable economic growth and stability, strengthen trading system, expand financial services and crossborder investments and promote best practices on the international forefront. The mission of the OECD is as follows:

- To achieve sustainable economic growth and employment and rising standards of living in member countries while maintaining financial stability, hence contributing to the development of the world economy.
- To assist sound economic expression in member countries and other countries in the process of economic development.
- To contribute to the growth in world trade on a multilateral nondiscriminatory basis.

14.1 TOURISM PLANNING POLICIES AND STRATEGIES OF FRANCE

Tourism in France accounts for 6.3% of Gross Domestic Product (GDP) and provides 1.8 million jobs. France, which has been the top international destination in terms of volume for 15 years, is faced with a new international situation. This is related to world growth, which is driven by flows out of Europe and the emergence of new competition. Four major strategic choices, which form the political focus for 2009 and following years are:

1. The facets chosen were: promotion, accessibility, hospitality and adapting to demand.
2. The strategic choices are:
 - To conquer growth segments: this means winning market share in new sending countries - emerging countries such as China, India, Brazil and Mexico - and winning over new customers from eastern Europe and Russia and seniors from western Europe and France;
 - To increase tourist expenditure: France is in only sixth position in terms of spending by tourists. The quality of what is on offer has to be developed. For this, emphasis should be placed on developing business tourism, an activity

with high added value, and also on building customer loyalty to France as a destination;

- To develop sustainable tourism this respects the balance of nature and the French living environment: Customer demand is shifting towards a sustainable, balanced form of tourism. France must therefore be able to offer an appropriate infrastructure and a wide variety of activities in order to be able to propose four-season tourism throughout the country. In this way, France will pursue harmonious tourism development whilst preserving its many natural attractions and heritage.
- To make tourism a priority for everyone: Tourism, which cuts across many areas of activity, has an impact on very many sectors. Each of these should therefore be involved, which can be done by bringing into play the relay function of regional authorities, not to mention private bodies by working through their unions and federations.

The Ministry for Economic Affairs, Industry and Employment initiated the creation of this strategic plan at the “Assises nationales du tourisme” in May 2008. It will be implemented by the public authorities, i.e. government departments and regional authorities.

The current economic situation also requires an effort by everyone to develop tourism, a major item of our national income. The strategy is monitored essentially through the approval of the Finance Act at the end of each year. The rules applicable to the tourism sector are contained in the Tourism Code.

Measures and Initiatives

This s provides Member States with an opportunity to outline specific initiatives and policies that are or are going to be adopted to manage and develop tourism activity in ways which respond to the key challenges referred to in the “Agenda” and which fall within the six main aims of the “Agenda” itself.

These initiatives could for instance fall into the following types of policy instruments: command and control instruments (legislation, regulation and licensing, land use planning and development control), voluntary instruments (guidelines and codes of conduct, reporting and auditing, certification, eco-labels, awards, voluntary contributions), economic instruments (taxes and charges, financial incentives and agreements), supporting instruments (infrastructure provision and management, capacity building, awareness raising, marketing and information services), measurement instruments (benchmarking, assessments on optimal use levels, carrying capacity).

Economic prosperity

- a. To ensure the long term competitiveness, viability and prosperity of tourism enterprises and destinations.
- b. To provide quality employment opportunities, offering fair pay and conditions for all employees and avoiding all forms of discrimination.

Social equity and cohesion

- a. To enhance the quality of life of local communities through tourism, and engage them in its planning and management
- b. To provide a safe, satisfying and fulfilling experience for visitors, available to all without discrimination by gender, race, religion, disability or in other ways.

Environmental and cultural protection

- a. To minimise pollution and degradation of the global and local environment and the use of scarce resources by tourism activities.
- b. To maintain and strengthen cultural richness and biodiversity and contribute to their appreciation and conservation.

Impact of tourism transport

The most significant recent initiatives are those taken by tour operators (proposal that customers compensate for their greenhouse gas emissions), transport companies (purchase of the most recent, least-polluting aircraft) or customers themselves (reduction in travel by aeroplane or car because of the increase in fuel prices). The French state promotes less polluting forms of transport (train: e.g. construction of the Lyon - Turin high-speed train; public transport in towns) or soft transport (cycling, including in towns, and hiking).

IMPROVING THE QUALITY OF TOURISM JOBS

- Planned 5.5% VAT rate for the HORECA sector, to allow pay increases and recruitment.
- Participation in employment observatories (HORECA sector, travel retail sector), support for seasonal work (creation of houses for seasonal workers, seasonal worker employment charter for employers).
- Large-scale study being launched on matching higher training in tourism to customer needs and the labour market (submitted mid-2009).
- Ongoing study on the professions of interpreter guide and public speaker to bring recruitment and employment conditions into line with the requirements of customers and employers (submitted end 2008).

Maintaining and enhancing community prosperity and the quality of life, in the face of change.

- State approval for social tourism associations is based on the benefits brought by the accommodation establishments to the local economy (local spending, possibility for local people to use sport and leisure centres, jobs for local people, etc.).
- Measures to assist seasonal workers include promoting the employment of local workers in areas of seasonal tourism.

Minimising resource use and the production of waste

A large number of initiatives by chains, associations, networks, establishments, e.g. the countryside charter of the "Camping Qualité" network; the "Chouette nature" (lovely nature) label for social tourism by associations; the Parcs (parks) label; the Clé Verte (green key) label; the spread (admittedly slow) of the European eco-label for tourist accommodation; the inclusion in future of ecological criteria for classifying hotels, etc.

The French Committee for the sustainable development of tourism is carrying out a cost benefit analysis of environmental investment in tourist accommodation with the aim of producing a guide for proprietors and their financial backers.

Conserving and giving value to natural and cultural heritage

The partnership between the different ministries responsible for tourism, culture, and nature and heritage sites is increasingly close on issues concerning the responsible development of monuments and sites. The national quality mark "Qualité Tourisme", which recognises the quality of the hospitality of an establishment, has now been extended to include tourist attractions (museums, parks, sites, castles, etc.).

Making holidays available to all

The national Holiday Voucher Agency is a major instrument under the access-to-holidays policy. The aim is to encourage the maximum number of families and under-privileged young people to go on holiday, and, more generally, anyone unable to exercise the right to a holiday. The Agency also participates in the social tourism policy by transferring management surpluses to the renovation of tourist amenities (€15 m released in 2007) and by developing the new programme "Vacances des Séniors" (senior holidays).

Development of cycling tourism

Developing "France by bike" could be of great economic benefit to many regions and bolster the sustainable tourism aspect of France as a destination.

Cycling tourism may revive the discovery of many destinations and allows a form of sustainable tourism accessible to many.

Cycling tourism is basically practised in two forms: centre-based and moving-on tours. The first type is the most widely known, because of well-established destinations, such as the Ile de Ré, the coastline of Les Landes or the Baie de Somme.

However, there are not many such destinations. The second type, which involves moving on from place to place, is not widespread, but it has greater economic impact and is therefore the more promising market. Some major French cycling routes have considerable potential on several foreign markets already familiar with this type of tourism (Germany, Belgium, the Netherlands,

etc.). The discovery of cultural and natural heritage is this consumer group's main expectation. For families or small groups, cycling 30km/day at 10km/h, this is activity tourism as much as cultural. It meets the growing concerns of tourists regarding well-being and ecology.

To develop the market, the creation of France by bike

- The organisation of cycling tours justifies inter-regional coordination of the structure of supply and hence national organisation. We now have to move on from the policy of infrastructure (bike routes and Greenways) to one of developing the tourist economy, which could take the following form:
- Promoting destinations for cycle tours which are safe, easy, family-friendly, for all ages and accessible immediately (e.g. the Loire by bike, Tour de Bourgogne, Rhine, Nantes-Brest canal, etc.) to stimulate demand and create public awareness of the concept.

Mechanisms for Implementation

The Ministry responsible for tourism provides financial support for networks of destinations which have made sustainable tourism one of their priorities. Natural parks, Grands sites de France, Chouette Nature network of holiday villages, Ethic Etapes network of youth hostels, etc.

The extension of tourism seasons is also one of the criteria for a commune or public establishment of inter-communal cooperation to obtain classification as a "tourist resort" (law of 14 April 2006).

The contracts for projects signed between the state and 13 French regions for the 2007 - 2013 period apply a number of national priorities in accordance with the Lisbon Agenda, one of which is sustainable development. The main measures financed are the development of the Greenways cycling routes and the renovation of tourist accommodation, which take account of sustainability. In addition to the regional elements, there are also inter-regional agreements for which the criteria regarding the development of sustainable tourism are a priority. These include the inter-regional agreement of the Massif Central and the Loire, Rhône and Lot plans.

The partnership which has existed for several years with the national tourism federations focuses particularly on improving the quality of the activities of network members and raising awareness of sustainable development.

The French committee on the sustainable development of tourism (cf. UNEP - Marrakech process) is studying the cost/benefit of ecological investment in tourist accommodation in order to produce a guide for proprietors and their financial backers.

The Tourism Quality Plan has the objective for 2009 of integrating its commitments regarding sustainable development into its framework commitments for each sector of activity covered by the Quality Tourism mark (accommodation, visits, tourist offices, congress centres and seminars, and

catering). Criteria regarding sustainable development appear in the draft reform of the classification grid for hotels. In addition, the French state is promoting the European ecolabel for tourist accommodation. Financial support for the networks and tourism professionals which adopt a sustainable approach includes measures for communicating with the public.

- The Ministry responsible for tourism participates in the organisation of the Forum International du Tourisme Solidaire (FITS - the International Forum for fair tourism), which is a French initiative under the Marrakech process. Its aim is to bring together all the public and private players and associations which wish to implement forms of sustainable tourism that respect local populations and their environment and promote redistribution at local level of the resources resulting from tourism. The purpose of FITS is to exchange good practices and - a new feature this year - to create networks in order to unify supply and promote its commercialisation.
- The Association pour le Tourisme Équitable et Solidaire (ATES), the leading French network for responsible tourism, groups together tour operators and associations which see tourism as an instrument for development in the host regions. The network's main objective is to highlight this type of tourism and raise the awareness of the general public by allowing more structured communication about the planned destinations.

Government measures to promote tourism in response to the crisis:

Measures are being studied to help travel agencies affected by the crisis: OSEO will provide two types of financial aid: it will cover between 50% and 70% of their bank overdrafts and it will allow an overdraft to be turned into short-term credit. Reduced-level VAT for catering services remains an objective for the French Government.

CHECK YOUR PROGRESS

1. What are the strategies of tourism in France?

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2. Explain the major considerations of tourism industry in France.

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3. What measures are adopted by France govt. for tourism development?

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14.2 TOURISM PLANNING POLICIES AND STRATEGIES OF U.K.

Tourism is an important industry. Its future development will be secured by tourism developers engaging with the planning process and by those operating the planning system recognising that importance. This section sets out the principles of the English planning system which governs all forms of development including planning for tourism.

Sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations. The planning process provides the opportunity to help to make new development more sustainable, both through the preparation of development plans and when decisions are taken on specific schemes. The outcomes should be developments which:

- provide well-designed, safe and accessible development, and create new opportunities that will improve the well being of individuals and the regeneration of communities;
- result in the more efficient use of land and bring forward sufficient land to meet a wide range of expected needs;
- provide a supportive framework for economic growth and successful business;
- create vibrant, vital and viable town centres;
- reduce the need to travel; and
- protect and enhance the natural and built environment and safeguard natural resources.

The planning system in England aims to realise these objectives of sustainable development through a 'plan-led' system of development plans prepared by regional planning bodies and local planning authorities. These plans lead the subsequent development by setting a framework which helps to provide both an overall strategy for that development and policies for the determination of individual development proposals.

Where these plans contain relevant policies, applications for planning permission should be determined in line with the plan unless material considerations indicate otherwise. These plans have a number of key characteristics:

- They provide developers, businesses and communities with certainty and predictability about future development in an area;
- They are transparent so that users can readily understand them and the information and assumptions upon which they are based;

- They are flexible so that they can be adjusted to meet changing circumstances and priorities. Planning authorities must ensure that plans are kept up to date and report annually on how their plan's policies are being achieved; and
- They are drawn up with community involvement and present a shared vision and strategy of how the area should develop to achieve more sustainable patterns of development.

Development plans should reflect and build upon the Government's statements of national planning policies.

The development plans prepared by regional planning bodies and local planning authorities are known respectively as regional spatial strategies (RSS) and local development frameworks (LDFs). Planning policy statement 11 (PPS11) provides advice on the preparation of RSS and planning policy statement 12 (PPS12) provides advice on the preparation of LDFs. *The preparation of RSS is a statutory requirement, they:*

- provide a broad development strategy for the region for a fifteen to twenty year period;
- should contribute to the achievement of sustainable development;
- are locationally, but not site, specific;
- are focused on delivery mechanisms which make clear what is to be done by whom and when;
- should be well integrated with other regional strategies, including any regional tourism strategy;
- should address sub-regional issues where appropriate; and
- provide a spatial framework to inform the preparation of LDF documents, local transport plans and regional and sub-regional strategies and programmes that have a bearing on land use activities.

Local development frameworks should be:

- based on a clear understanding of the economic, social and environmental needs of the area;
- Clear, succinct and easily understood by all;
- Underpinned by a comprehensive and credible evidence base; and

Development plans are expected to take a spatial planning approach which integrates land use policies with other policies and programmes. The aim should be to co-ordinate spatial plans with urban and rural regeneration strategies, regional economic and housing strategies, community strategies and local transport plans. Wherever possible, spatial plans should be consistent with these other strategies (including any strategies for or relating to tourism) and be drawn up in collaboration with those responsible for them.

Development plans should have a clear vision about the pattern of development they are seeking to achieve in the area and clear objectives for achieving it. These should reflect the needs and problems of the communities in that area. They should be concerned not just with what can be built where and in

what circumstances but also how the range of social, economic and environmental objectives will be achieved through plan policies. The plans should focus on outcomes, with specified indicators so that the progress made by the policies in meeting these desired outcomes can be measured.

Developing Tourism through Strategies and Plans

At the regional level, regional planning bodies will need to decide how to deal with tourism in their RSS. Specifically they will have to decide whether:

- To treat tourism as an issue in itself;
- To subsume it within another issue such as economic development; or
- To deal with it as a consideration affecting a number of issues like the economy, the environment, regeneration and transport.

They should do this on the basis of the overall approach that they are taking in their RSS and in the light of the information they have gathered (see next section on data and techniques).

Whatever the chosen approach, the RSS should make clear:

- Its vision and strategy for tourism in the region;
- How this contributes to broader regional objectives;
- What level of growth in tourism it is trying to achieve; and
- What the spatial characteristics of this will be.

Where the regional development agencies (RDAs) have produced Regional Tourism or Visitor Economy Strategies, the RSS should draw on these as well as providing a context when such strategies are reviewed. They provide greater detail than the Regional Economic Strategies and may have specific spatial or locational dimensions. The West Midlands Visitor Economy Strategy contains the following vision for the future of tourism in the region, and an important context for RSS review. The RSS should also make clear what the key tourism characteristics are and how these are expected to change during the period of the strategy. This should cover:

- What the scale and distribution of tourist activity within the area is and what it is likely to be. The strategy needs to be clear what degree of change it is seeking to oversee, what the nature of that change will be and where it will occur
- Likely future trends and change in volume, distribution and type of activity. There needs to be an understanding of what the underlying trends are and how the strategy intends to respond to the opportunities which they present;
- What the implications of those trends are for land-use, traffic flows, and the transport system. It should explain the extent to which these trends are (i) dependent upon improvements to the transport network and (ii) where they are likely to increase the need for such improvements;
- Identification of areas within the region where there are, or are likely to be, any problems associated with growth or decline in tourism. For

- example, it might be necessary to reconcile demand for tourist accommodation with the need for affordable housing within an area;
- How increased demand for tourism might be best accommodated. It might be that the provision of accommodation and attractions should be increased in towns adjoining existing resorts in order to spread the benefits and to diffuse pressures;
 - The need to protect key tourism assets. In addition to features that already have statutory protection (eg national parks), there will be other features such as the wider environment, the quality of beaches, choice of accommodation, availability of sports and leisure facilities and the presence of 'night life' that are important in sustaining the attractiveness of the area; and
 - Ways in which tourism can contribute positively to other objectives e.g economic development, regeneration, rural diversification, conservation, and environmental improvements.

General Principles

The strategy for tourism in the emerging development plan will provide the context for producing any specific policies for tourism. Whilst policies need to be developed to suit the particular circumstances of an area, there will be certain common features of a good tourism policy. Where specific tourism policies are included in a plan, they should aim to:

- maximise the benefits of tourism, in particular ensuring that the development is able to reach its potential to contribute to tourism in the area and for local communities to enjoy those benefits;
- identify optimal locations, for example to maximise synergies with other tourist attractions and to promote opportunities for access by public transport;
- integrate development with its surroundings both in terms of design and layout and in the way that the service or facility is able to function; and
- avoid adverse impacts, for ex. by disturbance to activities on adjacent land.

Planners will need to understand and often reconcile a number of important factors when preparing such policies, in particular:

- **Market Demand** - sometimes market demand will exist in a very precise location. This might be to do with prominence or accessibility. In other cases the demand will be of approximately the same level throughout a wide area;
- **Environmental Impact** - this can have a large number of facets, such as visual and noise impact, impacts on an historic setting, impact upon biodiversity and upon landscape quality. Impacts may be positive, negative or a mix of both;
- **Transport and Accessibility** - travel is an inherent element of tourism.

Whilst recognising that it is a principle of the planning system to seek to promote more sustainable transport choices, improve accessibility and reduce the need to travel, this may be particularly difficult for some types of tourism projects or for areas that are poorly served by public transport;

- **Functional Links** - whilst some forms of tourism may, in commercial terms, be able to be directed to a variety of locations (e.g. a hotel) others will be much more specific in their land use requirements (e.g. a visitor centre for a cathedral);
- **Regeneration Benefits** - tourism developments have the potential to bring jobs to an area, to improve physical appearance and to support local businesses and services. Plans to bring tourism into an area will often be developed in order to realise some of these advantages; and
- **Labour Supply** - the amount and quality of the labour supply will vary from place to place. Planning will often seek to locate new development where the need for jobs exist or where the population might benefit from a wider range and quality of employment.

The importance of these factors may vary for different developments and over time.

Tourists visit different areas for different reasons and to enjoy different experiences. It follows that the built infrastructure required for tourism will therefore vary from area to area. Tourism is certainly not a ‘one-size fits all’ product. In particular, different approaches may be needed in urban areas from those in rural areas.

CHECK YOUR PROGRESS

1. Explain the strategies for tourism in U.K

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2. What are the general principles of tourism strategies of U.K?

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3. What are the major considerations of tourism planning approach in U.K tourism?

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14.3 TOURISM PLANNING POLICIES AND STRATEGIES OF CHINA

Focal Points of Implementation of Tourism Policy of China in 2011

Implementation of "Project Vanguard for Excellence in Tourism" "Tour Taiwan and Experience the Centennial" program, and advancement toward the goals of "development of international tourism, enhancement of domestic travel quality, and increased foreign-exchange revenues" to bring Taiwan's new tourism allure to the attention of the world. Implementation of the "Project Vanguard for Excellence in Tourism (2009-2012)" and promotion of the "Project Summit," "Project Keystone," and "Project Propeller" action plans so as to enhance Taiwan's tourism quality image. Implementation of the "Medium-term Plan for Construction of Major Tourist Sites (2008-2011)" to firmly establish the directions of development for national scenic areas and focus on the unique features of different localities, carry out the graded reconstruction of recreational and service facilities at major tourist sites, and recreate the glory of tourist spots.

Promotion of healthy travel, development of Green Island and Little Liuqiu as ecotourism demonstration islands, and creation of new spotlights in tourism development, as well as continued implementation of the "Eastern Taiwan Bikeway Network Demonstration Plan," reconstruction of classic bikeway facilities, introduction of LOHAS itineraries, holding of large-scale international cycling competitions, and realization of "green tourism" with energy conservation and carbon reduction.

Implementation of the "Tour Taiwan and Experience the Centennial" action plan and focus on the "Development and Promotion of 100 TOP Travel Routes," "Experience the Unique Attractions of Taiwan," and "Extra Service Value" to mold the alluring elements of Taiwan tourism and attract international tourists to the island.

Promotion of "Taiwan Easy Go," implementation of the Taiwan Tourist Shuttle plan, and provision of assistance to local governments for the provision of a full range of convenient travel information and other services in regard to the linking of transportation networks, the integration of tickets, etc.

Focal Points of Implementation of Tourism Policy in 2010.

Implementation of the "Project Vanguard for Excellence in Tourism (2009-2012)" and promotion of the "Project Summit," "Project Keystone," and "Project Propeller" action plans so as to enhance Taiwan's tourism quality image. Implementation of the "Medium-term Plan for Construction of Major Tourist Sites (2008-2011)" to firmly establish the directions of development for national scenic areas and focus on the unique features of different localities, carry out the graded

reconstruction of recreational and service facilities at major tourist sites, and recreate the glory of tourist spots. Promotion of healthy travel, development of Green Island and Little Liuqiu as low-carbon tourist islands, and creation of new spotlights in tourism development, as well as continued implementation of the "Eastern Taiwan Bikeway Network Demonstration Plan," reconstruction of classic bikeway facilities, introduction of LOHAS itineraries, holding of large-scale international cycling competitions, and realization of "green tourism" with energy conservation and carbon reduction. Coordination with the centennial of the Republic of China in the formulation of a "Tour Taiwan and Experience the Centennial" action plan designed to mold the alluring elements of Taiwan tourism and attract international tourists to the island.

Promotion of "Taiwan Easy Go," implementation of a "seamless travel service plan for tourist sites," and offering of assistance to local governments for the provision of a full range of convenient travel information and other services in regard to the linking of transportation networks, the integration of tickets, etc.

CHECK YOUR PROGRESS

1. Write a short note on tourism policy of China 2011.

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2. What are the major aspects that are given due considerations in china's tourism policy?

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3. What are the major considerations of Tourism Policy of China?

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14.4 LET US SUM UP

Thus, it can be concluded that the role of Tourism planning policies and strategies is very crucial. It includes negotiating with stakeholders to ensure appropriate development outcomes, liaising with other government bodies (federal, state and local) on infrastructure provision, aviation development and strategically significant projects and building relationships with key stakeholders.

14.5 QUESTIONS:

- 1) What efforts have been made to increase tourism jobs in France?
- 2) How tourism is developed through strategies and plans in U.K?
- 3) Give the main points of implementation of Tourism Policy of China in 2011.
- 4) Write a short note on contribution of France's govt. major tourism policy.
- 5) Discuss on the comparative study of various constraints of tourism Policies adopted or implemented by the tourism industry of France, U.K and China

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UNIT 15: BRIEF OVERVIEW ON 'TOURISM POLICY AND PLANNING PERSPECTIVES OF 'SAARC' COUNTRIES, ESPECIALLY BHUTAN AND SRI LANKA

STRUCTURE

- 15.1 Introduction
- 15.2 Tourism Policy and Planning Perspectives of SAARC Countries, especially Bhutan
- 15.3 Tourism Policy and Planning Strategies of Sri Lanka
- 15.4 Check your progress
- 15.5 Let us sum up
- 15.6 Practice Questions
- 15.7 References

OBJECTIVES

The following objectives are reviewed:-

- To understand Tourism Policy and Planning Perspectives of SAARC countries
- To understand Tourism Policy and Planning Perspectives of Bhutan
- To know the Tourism Policy and Planning Perspectives of Sri Lanka

15.1 INTRODUCTION

Emphasising that tourism plays an important role in promoting people to people contact in the region, the Heads of State or Government stressed the importance of strengthening cooperation with the aim of realising its full potential in the region. They were convinced that greater cooperation in this area would contribute to the enhancement of people-to-people contact within the region as well as to the economic development of Member States.

The Heads of State or Government noted that organised tourism in South Asia has not yet achieved its full potential, and recommended that appropriate measures to promote tourism be given priority, and in this regard, welcomed the offer of Sri Lanka to host the SAARC Ministerial Meeting on Tourism in Colombo in 1997.

15.2 TOURISM POLICY AND PLANNING PERSPECTIVES OF SAARC COUNTRIES, ESPECIALLY BHUTAN

Bhutan has the potential to be one of the most desirable specialist natural and cultural tourism destinations in the world. It also has natural (terrain and remoteness) and infrastructure (transport, accommodation, communication, sewage, water, energy) barriers to rapid tourism development. A deliberate government policy (government mandated minimum price per day) has been implemented to ensure slow tourism growth in the hope of preventing excessive cultural and social impact. In 1999 approximately 6000 foreign (non-Indian) tourists visited Bhutan. Approximately US\$14 million gross expenditure, which although not large, provides significant foreign exchange earnings for a small developing country.

The present policy consists (effectively) of a fixed price set by government, with quality of service and visitor experience maintained by 'market share' competition between tour operators, and government regulation (licensing of tour operators, guides, hotels). Establishing a minimum price is an effective and efficient mechanism to regulate numbers for maximum yield; that is, maximum return for minimum impact (although if numbers are too small economies of scale will reduce overall return on investment and hence national benefit).

The present tourism privatization policy and method of implementing a minimum price which mandates the price of accommodation and attractions will, however, distort the private market for investment in the provision of accommodation, restaurants, retailing, trekking, protected area management, and other services and infrastructure required for an internationally competitive tourism system. Feedback from tourists interviewed indicated concern with present hospitality services, especially bathroom and toilet facilities. The present government review of tourism policy (see later) should undertake to remove these mandated accommodation and other tourism service prices to enable investment in improved tourism services.

As mentioned, tourism is increasingly being seen by RGOB as the major option for economic diversification. In May 1999 during our visit to Bhutan the Minister for Agriculture informed us that cabinet had decided to undertake a review of its tourism policy and strategy. Any review of tourism policy must consider a complex array of economic, cultural, social and environmental issues. To achieve desired outcomes will require action on many fronts. The consequences of policy changes can be very complex and sometimes unexpected. It is vital that up-to-date, relevant and strategic information and research informs any policy review and subsequent changes. Although the situation is changing, the Bhutanese acknowledge that lack of relevant data often thwarts the implementation of effective policies to prevent undesirable environmental and cultural change (PC, 1999). Indeed in global terms, data on

'the implementation of sustainable tourism, and thus also its quantification, is impeded by the unsophisticated state of understanding with regard to relevant indicators' (Weaver, 1998: 8).

Tourism and the development of related infrastructure are seen as providing employment opportunities for youth who are unwilling to involve themselves with traditional farming practice. With increased literacy levels, rural youth are seeking work in urban centers such as Thimphu to achieve a higher living standard than that afforded by traditional farming. Government agencies are concerned that, with a significant increase in the birth rate and increasing population mobility, youth unemployment in urban centers will spawn social problems, which, to date, are virtually unknown. Employment in nature-based or cultural tourism enables youth to work in their local villages thus reducing the problem of cultural dislocation for those from remote areas while, at the same time, providing them with a better standard of living. The manager of Jigme Dorji National Park saw benefits in increasing nature tourism experiences, such as trekking through the park, as it would allow people in the remote areas of the park to benefit financially by providing accommodation, food and related services to tourists. One of the major problems facing the park was the illegal harvesting of rare and sometimes endangered plants used for traditional medicine. The park manager felt village people in the park would be less tempted to poach if they could be assured of a consistent income from tourism.

Because tourism is highly regulated to encourage a high-yield, low-impact outcome, social problems typical of overused tourist destinations - begging, theft, violent crime, sex tourism and so on, are not evident. However, this can quickly change if tourism numbers increase rapidly. One such example was witnessed when a ten-year-old girl from a remote village asked for money after unlocking the local temple. As our hosts had stipulated no money was to be given, their advice was sought and the girl left empty-handed. The incident illustrated Bhutan's concerns that even low-impact tourism might undermine traditional non-materialistic cultural values.

Although Bhutan's Biodiversity Action Plan (FSD 1998) demonstrates an awareness of problems and potential problems related to tourism, Bhutan will need to develop practical strategies to manage the environmental impact of tourism if it is to encourage increased use of its natural assets. For example, trekking in neighbouring countries such as Nepal has seriously contributed to environmental degradation in the Sagarmatha and Annapurna regions, mostly through lack of regulation in the 1960s and 1970s. But much has been learnt about sustainable tourism management in, for example, the Annapurna Conservation Area (KMTNC, 1997; Banskota & Sharma, 1995). The Annapurna Conservation Area Project (ACAP) has successfully implemented an alternative energy programme to reduce the alarmingly high use of fuelwood by local communities and those providing tourist facilities. ACAP's fuelwood minimising technologies and fuelwood alternative strategies encourage the use of back boiler water

heating systems, smokeless stoves, kerosene stoves, LPG gas cylinders, biogas, solar power, and micro hydropower for electricity (Banskota & Sharma, 1995). These solutions might equally apply to trekking in Bhutan. Bhutan has devised a solution to one problem of waste disposal with the recent banning by the King of all plastic bags. Other areas that require monitoring include building roads and tracks within fragile environments; the impact of humans on wildlife, effluent degradation of waterways and so on (NEC, 1998).

One positive development has been the 'black-necked crane festival' recently established to benefit subsistence farmers and help conserve the endangered black-necked cranes that winter in the Phobjikha Valley. The perceived need to improve productivity by producing cash crops placed the farmers in conflict with the cranes whom they began to regard as a threat to their livelihood. Although killing the birds is against Buddhist practice 'there is a feeling that moral benefits alone are not enough' (RSPN, 1998). The crane festival, which attracts many tourists from around the world, involves the Phobjikha community, supported by the Royal Society for the Protection of Nature (RSPN), in the organisation of the festival, the development of nature trails and bird walks around the valley, and the construction of a crane observatory. RSPN has also encouraged the establishment of micro-industries such as weaving for women in order to provide young people in the valley with employment from tourism. It is hoped that such development of tourism infrastructures will help deter young people from drifting to the larger towns.

There is increasing demand from tourists for ecotourism-type experiences. This will impact on the Nature Conservation Section of the Forestry Services Division, which will be under pressure to supply infrastructure and services. This section is responsible for over 50 protected areas. Many species in Bhutan including tiger, black-necked crane, Himalayan musk deer, golden langur and one-horned rhinoceros require expensive research, survey and management programmes in order to survive in the long term, even within a Buddhist society. Well-managed nature-based tourism could provide direct and indirect environmental benefit in Bhutan's protected area system as long as carrying capacities are regulated to prevent long-term problems. If there is pressure to expand, habituation of local animals at camp sites, the introduction of exotic vegetation and the siting of fixed accommodation, waste disposal facilities and the like may interfere with migration and breeding habitats (Weaver, 1998). However, effectively managed tourism could provide opportunities for a revenue stream to help the division undertake its crucial conservation and protection activities.

A core component of Bhutan's tourism policy is to ensure a sustainable cultural and environmental carrying capacity, a challenging task as it is notoriously difficult to determine carrying capacity for natural and cultural sites (see, for example, Worboys et al., 2000). Bhutan, as previously discussed, is particularly keen to ensure minimum impact on its environmental and cultural

heritage. By comparison with international situations, it is unlikely that current numbers of 5000-6000 foreign tourists a year impose a major threat to the natural environment. The impact on traditional communities in remote areas of the country, however, is another matter. The cultural carrying capacity will need to be determined on a case-by-case basis.

Although there is a well-considered policy to control the numbers, and hence impact, of western visitors, unrestricted tourism from India, with its population of one billion, poses problems. Lack of data on numbers of Indian tourists complicates any attempt to estimate an acceptable carrying capacity. With India's rapidly expanding economy and because of Bhutan's highly attractive tourism assets, its low population density, and proximity to India, it is reasonable to expect a rapid increase in Indian tourism. Continuing unrestricted visitation from India will make it difficult for Bhutan to sustain the benefits of high-yield, low-impact tourism, its main protective policy against the consequences of high-impact tourism. If Bhutan is serious about achieving its 2020 cultural and environmental goals, it is obliged to address the issue of unregulated tourism with India. This is not an easy task, given Bhutan's dependent political and economic relationship with its dominant neighbour.

CHECK YOUR PROGRESS

1. What are the prospects of tourism planning in Bhutan?

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2. What are the various factors that determine the needs of effective and effective tourism policy development in Bhutan?

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15.3 TOURISM PLANNING POLICIES AND STRATEGIES OF SRI LANKA

There is a great scope for promoting tourism particularly within the region due to historic and cultural ties of Sri Lanka with the South Asia, Middle-East and Far-East. Sri Lanka is part of a region which includes already industrialized economies such as Japan, Korea, and Singapore and rapidly emerging economies such as India and China which are capable of altering the economic landscape of the world during the next few decades. Sri Lanka also with its unique geographical location, diversity, quality human resources, peace and stability has all the ingredients in place to play a key role in the regional

development as a fast emerging market economy in Asia. The country with a per capita income of USD 2400 in 2010 enjoyed 8% economic growth. The specific strategies related to tourism in the five year master plan are discussed below under the

- Creating an environment conducive for tourism.
- Attracting the right type of tourists to the
- Ensuring that departing tourists are happy.
- Contributing towards improving the global

POLICY FRAMEWORK TO SUPPORT INVESTORS

The Government has addressed several policy related issues that were affecting the industry such as: (a) the restoration of a simple tax regime, (b) simplification of licensing procedures, (c) reduction of the high electricity tariffs, (d) unification of the regulatory environment and creating a single authority for tourism promotion, (e) creating opportunities to promote shopping of internationally reputed branded products and entertainment, (f) simplification of the investment approval process by setting up of a “One Stop Shop”(g) streamlining the process of alienating government land for (h) attracting internationally reputed tourist hotels and, above all (i) environmentally friendly, clean-city concept for

Improvements to the regulatory framework

To compete in the international arena, the service standards must match the global expectations. At the same time it is important to preserve the environment and wildlife and promote clean cities and townships. It must also be ensured that the maximum benefit of tourism is passed on to the community and economic growth is supported through domestic value creation. In view of these requirements, the existing regulations /guidelines have been revisited and modified. Several new regulations/guidelines have been introduced. Given below are tourism products for which regulations/ guidelines have been revised, taking international

A conducive taxation strategy for tourism

Taxes have been simplified for the benefit of tourism industry. The profit / income are subject to a 12% .It must also be ensured that the maximum benefit of tourism is passed on to the community and economic growth is supported through domestic value creation. Sigiriya, a UNESCO world heritage site, is one of the best preserved cities of the first millennium tax. The upfront cost of investment in leisure and I. tourism related activities and plant and machinery as well as branded consumer products are subject to low taxes. Duties on vehicles have been reduced to promote tourism related services. Taxes imposed at investors to obtain necessary approvals. Various levels of government are being consolidated

The University of Moratuwa has been entrusted with the responsibility of developing a set of national tourism guidelines to improve the performance.

The land alienation process has been simplified and several resorts and city hotels are being promoted in the development policy strategy. Instead of SLTDA attempting to develop resorts, the lands will be made available to potential investors who have the financial capability to pay upfront for a 99 year lease and they will be given the freedom to develop these resorts within the national tourism guideline. Small land blocks are available on an outright basis for foreign investments, provided investment in the land alone is in excess of USD 50.

With the growing investments in tourism industry, the Government is committed to design policy strategies to integrate banking and financial institutions, construction industry and professionals, agriculture industry and a wide range of service oriented stakeholders to work with foreign investors and private authorities to exploit the full potential of backward integration in such large investments. Dialog is already being promoted by the Ministry of Economic Development and National Council for Economic Development (NCED) to encourage investors to link with the local construction industry and others in the supply chain. Similarly, local economy is being promoted and the tourism sector is encouraged to source its requirements such as fruits, vegetables, spices, food varieties, beverages, textiles and handicrafts, gift items, consumables etc. from local suppliers. The Government Tourism Development Strategy therefore aims at generating a wide range of economic activities related to tourism.

Transport solutions

SLTDA has been actively promoting the use of sea planes and light aircrafts as a solution for and improvements to the carriages we can enable tourists to take a train journey to anywhere in the country. SLTDA promotes with the railway department, to develop products and popularize train travel by tourists by introducing modern/ refurbished carriages, observation saloons, dining cars etc. Extending the rail track closer to main tourist attractions such as 'Pinnawala Elephant Orphanage' is being explored. The old steam locomotives and the narrow gauge railway engines left with the Railway Department could be effectively used as tourist attractions. SLTDA has also taken a special interest in promoting the "Vice Roy Special" steam train to the tourists and tour operators.

Strategies are being worked out to introduce a tour bus service circling the Galle Road and Duplication Road connecting Dickman's Road junction and Colpetty junction and boat services to be expanded connecting the canal system and the Beira Lake to promote Colombo City attraction for both domestic and foreign tourists. Currently only a limited number of airlines provide services to the country. To meet the anticipated demand, actions have been initiated to; **(1)** increase the frequencies of those airlines currently flying to Colombo, **(2)** attract new airlines to begin services and **(3)** promote the network of Sri Lankan

Airlines. The airport taxi service is to be regulated and improved to facilitate transport to city hotels and other local destinations.

Product development and supporting SME

Sea planes have become the sector ideal solution for a high spending tourist. Railway also has a great potential to evolve as a solution for tourist transportation. With a little modification to the current railway tracks The Sri Lankan tourism industry has to think beyond traditional norms and be actually involved in product development to make the visits exciting for the tourists. Since one of the key objectives of tourism is economic development at mass level, SLTDA has been encouraging the industrialists to focus on getting the community involved in the value chain and new value creation. One good example is the 'home stay' program that is gaining momentum. Similar initiatives like visits to community based activities such as farming, fishing, handicrafts, festivals, religious and cultural programmes, sports,

SLTDA promotes financial institutions to provide low interests loan facilities and grants to the SME. The SME sector is also given concessions when participating in events organised by the SLTDA. For example only 25% of the actual cost is charged to an SME company attending a recognized trade fair whereas large companies are charged 50% or full 3.1.8 Human resources requirements of the industry. Strategies that are used by SLTDA to fill the human resources gap could be divided into two major categories:

I. Meeting the human resources gap of the accommodation industry: Providing necessary training for four major sectors, namely; a) F&B, b) Professional Cookery, c) Housekeeping and d) Front Office Operation. Sri Lanka Institute of Tourism and Hotel Management is specializing in these areas. As the annual output of about 1500 graduates is the industry requirement, incentives will be provided to promote skills in the industry.

II. Meeting the human resources gap of in related services: Providing necessary training for tour guides, home stay hosts and other formal and informal sector service providers. Sri Lanka Institute of Tourism and Hotel Management is conducting short courses to meet these requirements as well.

In order to meet the human resources building requirement, Sri Lanka Tourism also works closely with other interest groups such as; **1)** local authorities, **2)** local universities, **3)** industry partners **4)** private sector education institutes, **5)** potential training providers of public and private sectors and **6)** NGOs and CBOs to meet the emerging demand. An all time record of USD 1,045 Bn was spent by tourists in 2010. In 2010 Sri Lanka attracted 654,000 tourists with a remarkable 46% growth against previous year and is on a buoyant growth path benefiting from peace, security and development and momentum gained from 2009.

It is important that the country moves away from the low cost tourism and focuses on high end tourism. Tourism is today the world's largest service I.

industry. Global tourism arrivals grew by 6% in 2010 recovering from a 5% slump in 2009. Further growth of about 5-6% is expected in 2011.

The Sri Lankan tourism industry has to think beyond traditional boundaries and be actually involved in product development to make visits exciting for the tourist and to position Sri Lanka as unique. Sri Lanka's traditional dance forms are spectacular and exciting.

The main features of the visit Sri Lanka 2011 campaign concept are explained below.

Sri Lanka is an island whose main advantages for tourism are 1) Authenticity, 2) Compactness and 3) Diversity. It has a 2500 year old culture (authentic) and within just 65,000 square kilometer area (compactness) it offers so many different attractions for a tourist (diversity).

In the visit 2011 campaign, Sri Lanka Tourism focuses on eight product categories under the theme '8 wonderful experiences in 8 wonderful days'. The eight letters in the country name SRI LANKA, shown in 8 different colours symbolize the 8 different product categories that Sri Lanka Tourism wants to promote.

1. Beaches 2. Sports & Adventure 3. Heritage sites 4. Mind and Body wellness 5. Scenic beauty of the country 6. Wild life & Nature 7. People & Culture 8. Year-round Festivals

Under VSL 2011 "12 refreshing themes in 12 months" will be promoted in each month of the year symbolizing 12 letters in "Wonder of Asia". The main objectives of the campaign are as follows; to highlight the monthly theme activities happening in the island to showcase it as a vibrant and diverse destination to the world through media and publicity, buildup 12 products with the association of the industry, work as a base year to achieve 2.5 Mn tourists in 2016 attracting different market segments, provide visiting tourists an experience of diverse theme activities throughout the year, create awareness among the local community on tourism and obtain their support and cooperation towards tourism. In line with the above several key monthly events and activities that are planned in the country are summarised in the table on the next page.

Research shows that many tourists consider coming to Sri Lanka a refreshing experience. It is something that the industry can use to differentiate themselves and promote the island. "Refreshingly Sri Lanka" has therefore being the main emphasis on our Visit 2011 marketing campaign.

Using the web as a powerful communication media

The most effective global communication medium in tourism today is the internet. Sri Lanka Tourism is currently developing an improved web portal for tourism promotions. The improved web portal is accessible to any potential tourist who needs information about the country, attractions, events, accommodation, tours organisers, transport etc. The latest version of the web portal will be highly interactive and the tourists will be able to do the following:

Improving domestic tourism

While looking to the foreign tourists to generate additional foreign income to the country we cannot neglect the increasing demand from domestic tourists whose per capita income is on the rise. With the increasing demand for better quality hotel rooms the pricing structures in the hotel trade are bound to increase and this can have a negative impact on domestic tourism. Hence the Government is currently looking at a few alternatives to facilitate domestic tourism. Sri Lanka Tourism is making arrangements to operators in the respective countries and promoting the country and at the same time helping them build links with local tour operator companies 3) promoting tourism related investments opportunities in Sri Lanka amongst potential investors Sri Lankan Airlines to act as a joint promotional agency, as they already have a presence in many overseas markets with trained staff to promote the focused markets where Sri Lankan has a strong brand presence. When promoting Sri Lanka it is important for all line agencies to work within a common theme and also to share resources as much as possible

15.4 CHECK YOUR PROGRESS

1. Explain the needs of tourism development policies in Sri Lanka.

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2. Discuss the planning strategies in five year plan of Sri Lanka as a tourist destination.

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15.5 LET US SUM UP

The world is urbanizing at par with economic openness and industrialization. In many developing nations, due to the reduction in the contribution of agriculture to the national income and the lack of a strong non-farm sector, the rural-urban migration is on a rise. Cities and towns are becoming major economic, employment generation and revenue earning centres. In many countries, employment generation is generally perceived to be higher in the urban areas and its surrounding localities. Developing countries have adopted many policies to tackle the growing needs for infrastructure (roads, railways, ports, airports among the many). But, with the booming infrastructural requirements and the necessity for efficient management of resources in urban

areas, it is very hard for national public sector undertakings alone to be involved in planning and policy. Therefore, cooperation in the form of exchange of ideas and technical expertise between governments and cities will be beneficial, especially when the process of economic, defence and political cooperation between nations is progressing, during the past few decades.

15.6 Practice Questions:

- 1) How web can be used as a powerful communication media?
- 2) Give some suggestions for the improvement of tourism policy and planning in Srilanka.
- 3) Explain the various strategies adopted by the SLTDA for human resource development.
- 4) What aspects should be covered in tourism policy and planning of Bhutan and Srilanka?

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UNIT 16: TOURISM POLICY OF INDIA: A CRITICAL REVIEW

STRUCTURE

- 16.0 Introduction
- 16.1 National Tourism Policy of India
- 16.2 Recent Initiatives
- 16.3 Action programmes of tourism policy in India
- 16.4 Check your progress
- 16.5 Let us sum up
- 16.6 Exercise Questions
- 16.7 References

Objectives

The following objectives are reviewed:-

- To understand Tourism Policy of India: A critical review.
- To study the recent initiatives taken in Indian tourism policy

16.0 INTRODUCTION

Local people in Indian tourism destinations have been representing their demands for a more participatory, socio-economically integrated development of tourism. Underlying the demands is an analysis of modern tourism as a development issue controlled and dominated by Northern power-centres, whose continually expanding reach results in an ever-deepening marginalization of 'host' communities; in particular, ethnic and indigenous minorities, women and children and the abuse of cultural, social, economic and environmental existence. The objective of this unit is to assess the impact of Tourism Policy in India through a historical analysis of Tourism Policy in India since the first policy in 1982 and an exploratory assessment of the impact.

16.1 NATIONAL TOURISM POLICY OF INDIA

In order to develop tourism in India in a systematic manner, position it as a major engine of economic growth and to harness its direct and multiplier effects

for employment and poverty eradication in an environmentally sustainable manner, the National Tourism Policy was formulated in the year 2002. Broadly, the “Policy” attempts to:-

- Position tourism as a major engine of economic growth;
- Harness the direct and multiplier effects of tourism for employment generation, economic development and providing impetus to rural tourism;
- Focus on domestic tourism as a major driver of tourism growth.
- Position India as a global brand to take advantage of the burgeoning global travel trade and the vast untapped potential of India as a destination;
- Acknowledges the critical role of private sector with government working as a pro-active facilitator and catalyst;
- Create and develop integrated tourism circuits based on India’s unique civilization, heritage, and culture in partnership with States, private sector and other agencies; and
- Ensure that the tourist to India gets physically invigorated, mentally rejuvenated, culturally enriched, spiritually elevated and “feel India from within”.

Scheme for Product/Infrastructure and Destination Development

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

Scheme for Integrated Development of Tourist Circuits

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

Scheme of Assistance for Large Revenue Generating Projects

It is recognized that the development of tourism infrastructure projects requires very large investment that may not be possible out of the budgetary resources of the Government of India alone. In order to remove these shortcomings and to bring in private sector, corporate and institutional resources as well as techno-managerial efficiencies, it is proposed to promote large revenue generating projects for development of tourism infrastructure in public private partnerships and in partnerships with other Government / Semi-Government agencies.

Large revenue generating project, which can be admissible for assistance under this scheme, should be a project, which is also a tourist attraction, or used by tourists and generates revenue through a levy of fee or user charges on the visitors. Projects like Tourist trains, Cruise vessels, Cruise Terminals, Convention Centres, Golf Courses etc. would qualify for assistance. However, this is only an illustrative list. Hotel & Restaurant component will not be eligible for assistance under the scheme either on a stand-alone basis or as an integral part of some other project. Besides hotel & restaurants, procurement of vehicles and sports facilities like stadiums will also not be eligible for assistance under the scheme.

Scheme for Support to Public Private Partnerships in Infrastructure (Viability Gap Funding)

Development of infrastructure requires large investments that cannot be undertaken out of public financing alone. Thus, in order to attract private capital as well as techno-managerial efficiencies associated with it, the government is committed to promoting Public-Private Partnerships (PPPs) in infrastructure development. This scheme has been put into effect for providing financial support to bridge the viability gap of infrastructure projects undertaken through Public Private Partnerships.

Scheme for Market Development Assistance (MDA)

The Marketing Development Assistance Scheme (MDA), administered by the Ministry of Tourism, Government of India, provides financial support to approved tourism service providers (i.e. hoteliers, travel agents, tour operators, tourist transport operators etc., whose turnover include foreign exchange earnings also) for undertaking the following tourism promotional activities abroad:

- Sales-cum-study tour
- Participation in fairs/exhibitions
- Publicity through printed material

CHECK YOUR PROGRESS

1. Explain the National Tourism Policy and its importance in terms of Indian tourism development.

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2. What strategies have been adopted to increase the revenue generation in national tourism policy of India?

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3. Explain the marketing development scheme in tourism policy and how it can be beneficial for tourism planning and development.

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16.2 RECENT INITIATIVES

During 11th Five Year Plan (2007-2012) Ministry of Tourism propose to continue supporting creation of world class infrastructure in the country so that existing tourism products can be further improved and expanded to meet new market requirements and enhance the competitiveness of India as a tourist destination. In consultation with the State Governments and UTs the Ministry of Tourism have identified several tourist circuits and destinations for integrated development. During the current financial year the Ministry has sanctioned so far Rs.323.00 crore for various projects throughout the country. This is an all time record and will facilitate timely execution of projects during the working season.

Some of the important infrastructure projects which have been sanctioned in the current financial year are:

Heritage Destinations / Circuits

- MOT has recently sanctioned Rs.8.00 crore for the project of illumination/lighting of monuments in Rajasthan.
- The tourist facilities at Sanchi and adjoining tourist places in Madhya Pradesh are being improved at a cost of Rs.4.64 crore. Tourist Facilitation Centre, Public Amenities, Parking and Landscaping and Beautification of approach roads will be done.
- The project of Development of Mahanadi Central Heritage (Rs.3.94 crore) has been sanctioned. In this project Jetties, River Bank, Nature Trail, picnic area, etc. will be developed at various places along the river to enhance the experience of visitors to these destinations.
- An Indian Freedom Circuit on Mahatama's Park in West Bengal is being developed at a cost of Rs.2.27 crore.
- The project Bijapur-Bidar-Gulbarg Circuit sanctioned at a cost of Rs.6.40 crore.
- Art & Craft village at Goregaon film city has been sanctioned for an amount of Rs.3.86 crore.
- Revitalization of Gandhi Thidal and Craft Bazar, Puducherry sanctioned recently for an amount of Rs.2.67 crore.
- The project of Development of Srirangam Tamilnadu (Rs.3.72 lakh) has been sanctioned.
- Development of Vallore fort area at a cost of Rs.0.89 crore.
- Sound & Talatal Ghar, Sivasagar in Assam (Rs.1.58 crore.) has been sanctioned.

Beach and Sea Tourism

- MOT has sanctioned a project of Rs.5.00 crore for development and beautification of Beach Promenade in Puducherry.
- Another project for development of walkway along the bank of river Arasalar and Vanjiar in Karaikal, Puducherry (Rs.4.78 crore)
- The project of Development of Marina beach in Tamilnadu has been sanctioned (Rs.4.92 crore).

Eco Tourism

- A project of Eco tourism for development of Horsely Hill in Chittoor Distt. of Andhra Pradesh has been sanctioned.
- The project of development of Satkosi in Orissa (Rs. 4.25 crore) has been sanctioned in which Interpretation Centre, Landscaping, Elephant camps, Trekking park, Watch Towers and parking facilities, etc. are proposed to be developed.

- MOT has sanctioned a project for development of Eco tourism in Morni-Pinjore Hills and Sultanpur National Park in Haryana for which Rs. 2.63 crore have been sanctioned.
- The project of Integrated Development of Tribal Circuit with special focus on Eco tourism in Spiti in Himachal has been approved for Rs. 6.98 crore.
- Development of Wayanad in Kerala for an amount of Rs.2.01 crore.
- Development of Tourist Circuit (Western Assam Circuit) Dhubari-Mahamaya-Barpeta-Hajo has been sanctioned for an amount of Rs.4.97 crore.
- Development of Mechuka Destination (Rs.4.41 crore in Arunachal Pradesh).
- Development of Tourist Destination at Khensa at a cost of Rs.4.58 crore in Nagaland.
- Circuit- Udhyamandalam- Madumalai- Anaimalai, Tamil Nadu Rs.4.39 crore.

Projects for NE Region

- The INA Memorial Complex at Moirang in Manipur is being renovated and tourist facilities are being developed (Rs.82 lakhs).
- Tourism infrastructure is being developed near Pakhai Wildlife Sanctuary in Arunachal Pradesh (Rs. 5.00 crore)
- Gayaker Sinyi Lake at Itanagar is being developed at a cost of Rs.5.00 crore.
- Tourist infrastructure is being developed in Nathula-Memmencho-Kuppu tourist circuit in Sikkim (Rs.4.54 crore)
- MOT has sanctioned a project for development of Tizu Kukha as Adventure Destination in Nagaland (Rs.4.99 crore)
- Projects for Jammu & Kashmir

MOT has sanctioned a project for development of tourism infrastructure in Leh (Rs.4.95 crore), Bungus Valley (Rs.2.31 crore), Kargil (Rs.4.84 crore), Poonch (Rs.4.50 crore), various villages around Sonmarg (Rs.1.08 crore), development of Gurez and Telail Valley (Rs.3.66 crore), Patnitop (Rs.2.83 crore), Dandi Pora (3.45 crore), Anantnag (Rs.2.1 crore), Shri Amarnath Yatra Marg (Rs.7.00 crore), Bhaderwah (Rs. 4.12 crore), Kishtwar (Rs. 2.81 crore), Wullar Lake (Rs.2.06 crore) and Rajouri (Rs.4.34 crore). Tourist Information Centre, Public amenities, approach roads, shelters, signages, etc. will be developed in these projects so that tourists who are visiting Jammu & Kashmir should have trouble free experience the beauty and bounty of the region.

16.3 ACTION PROGRAMME:

The following is a list of action points emerging from the National Tourism Policy indicating the Ministries/Departments/Agencies responsible for implementing these actions.

Action points relating to Suvidha (facilities)

Paryatan Bhawan in Delhi and at State Capitals: Setting up of Paryatan Bhawan in Delhi as one stop tourist reception centre to cater to various needs of travelers, foreign as well as domestic and offer air and train reservations, money changing counters and information about all tourist centres with e-connectivity and networking facilities to all State tourist offices. Construction of similar State level Paryatan Bhawans at State Capitals.

(Action – Ministry of Tourism and Culture and State Governments)

Augmentation of International Air Seat Capacity:-

- Assessing sector wise and season wise air seat capacity, and load factors and augmentation of capacity in the critical sectors either by the National Airlines or by encouraging Foreign Airlines.
- Improvement of accessibility in States and regions of tourist interest. Special interest would be given to areas having important tourist centres which are not connected by trains/buses. Promoting arrivals in destination of interest by creating hub and spoke operations. Giving impetus to Heli Tourism and Helicopter services to areas not serviceable by fixed wing Aircraft.
- Construction of airports on Built-Operate-Transfer (BOT) through private sector participation.

Rail Services:-

- Increasing the number of tourist trains. Special funds need to be earmarked for this purpose.
- Improving hygienic conditions, environment and passenger facilities in and around Railway Stations serving important tourist centres.
- Construction of budget hotels at important railway nodes.

Road Network:-

- Providing wayside amenities along with filling stations or otherwise at a distance of about 100 kilometres on all the highways connecting important tourist centres.
- Providing standard signages on all roads leading to tourist spots.
- Ensuring uninterrupted inter-state movement of tourist coaches and vehicles through rationalisation and single point collection of taxes.

Maintenance of Heritage Sites and Improvement of Tourist Facilities:-

- Ensuring proper maintenance and professional site management of important tourist attractions/monuments under the control of Archaeological Survey of India/State Archaeology Departments.
- Involving local authorities, trusts, etc. in the restoration/ preservation of tourist attractions and maintenance of the surroundings.
- Providing world class tourist facilities, amenities and land scaping of area around important monuments in a phased manner.
- Identification, documentation and video publishing of all the monuments which are great tourist attractions

General Improvement of Tourist Facilities:

- Computerisation of the system of issue of visas by the Embassies/High Commissions.
- Introduction of issue of visas on arrival atleast for 15 days at all the airports.
- Distribution of tourist information brochures through Indian Embassies/High Commissions.
- Streamlining of luggage handling systems at the airports to ensure that the luggage is transported and cleared within about 30 minutes after the arrival of the flights.
- Improving tourist facilitation services at the airports by adopting technological solutions and imparting training to functionaries at the cutting edge level like customs and immigration officials, taxi drivers, guides, etc.
- Augmenting information services at the airports.
- Introduction of airconditioned taxis with electronic fare metres in all the international airports.
- Provision of special taxi and coach enclosures extending from arrival halls in all the international airports and controlled by security staff so that passengers can queue up easily and pick-up taxis and coaches without hassles.
- Mounting Video-Cameras in strategic places inside and outside arrival areas to prevent corruption.
- Providing direct access to airport hotels and railway platforms in all the international airports.
- Removal of RAP/PAP restrictions from most parts of the country.
- Provision of money changing facility in all the tourist centres.
- Providing international standard signages at tourist centres, airports, railway stations, bus stands, etc.

Action Points relating to Soochana (information):

- Setting-up a chain of exclusive souvenir shops stocking specially manufactured and beautifully packed information books and other souvenir items at all the nationally important tourist places in a professional manner.
- Introduction of audio-guides at the important tourist places on a commercial basis.
- There have been revolutionary changes in the computer and communication technologies and other relevant sectors, which are still changing. Such technologies have helped sharing of information globally to the advantage of all. Information Technology for improving visitor information and facilitation should be effectively used. Setting up of Touch Screen Information Kiosks , development of Tourism Portals with links to all tourism related web sites, production of CD-ROMs, creation and

maintenance of websites, introduction of computer based information and reservation systems, use of virtual reality systems and video-conferencing for tourism promotion, etc. are the activities proposed in this regard.

Action Points relating to Safety and Security (Suraksha):

- Launching of campaigns through local bodies, non-governmental organisations, youth centres, etc. to create awareness about the traditions of Indian hospitality and the importance of providing an assurance of safety and security to tourists so as to control touting, extortion and harassment to tourists.
- Providing an institutional mechanism to deal with the complaints received from tourists and the industry so as to create a better security perception amongst actual and potential visitors.
- Strict prohibition of soliciting and enticing of tourists both within the airport premises and in its immediate neighborhood by unethical operators and traders and keeping both the airports and its vicinity tout free.
- Providing a legal framework for the protection of tourists and their belongings.
- Introducing tourist police at important tourist centers through the respective State Governments.
- Central Government to take up with the State Governments to enact suitable legislations on travel trade/tourist police for protection and security of tourists. Model guidelines to be circulated to the State Governments.

Action Point relating to Infrastructure Development

- In order to off-set the specific constraints of tourism industry and to put in place the required infrastructure as quickly as possible, particularly in less developed areas, appropriate incentive schemes would be considered. It would also be the endeavour of the Government to persuade the State/UT Governments to rationalize taxes and to allocate suitable land for tourism purposes at reasonable prices, harmonize movement of tourist transport across State borders, etc.
- Efforts will be made to prepare Master Plan for land use in each tourist destination/urban centre for infrastructure purposes. Ministry of Tourism & Culture will also be the agency to effect any changes in the master plan relating to land use for tourism infrastructure.
- It will be the endeavour of the Govt to provide single window clearance facilities in the areas like allotment of lands, environment, electricity, water, sewerage, etc. in order to facilitate speedy implementation of tourism projects.
- Tourism being an area where generally strategic issues are not involved, maximum impetus and incentives need to be given to FDI and

involvement of NRIs, PIOs and OCBs to evolve appropriate means to facilitate FDIs such as Special Purpose Vehicles (SPVs). At present NRIs & PIOs are allowed 100 per cent investment in tourism projects.

Development of tourism to the extent desired would involve heavy investments in infrastructure. The resources for such investments have to come mostly from private investors, financial institutions and external borrowing. Financial viability and commercial returns are the guiding factors in such investments. Very often, it would depend on investments to bridge certain critical gaps in infrastructure which by itself may not be commercially remunerative. Special funds have to be therefore, created for such investments. The Institutions like Tourism Finance Corporation of India (TFCI) will be strengthened and a special fund namely Tourism Development Fund will be set up for development of Tourist Infrastructure.

Action Point relating to Cooperation:

- Encouraging Panchayati Raj Institutions, local bodies, religious trusts, co-operatives, and other community level institutions to take up tourism promotion activities through the general rural development and employment generation programmes and specific rural tourism development schemes.
- Encouragement of non-governmental organisations to create and manage tourist facilities.
- Involvement of non-governmental organisations to create environmental awareness on Eco-tourism, national parks, coastal tourism and urban/rural hygiene in tourist centres.
- Involvement of local community in the formulation and implementation of tourism development plans through District Tourism Promotion Councils, etc.

Action Point relating to Conservation:

- Formulation and publication of appropriate policies and guidelines, creation of public awareness about such guidelines, etc. are the activities envisaged in this regard apart from providing the requisite legal frame work for ensuring social, cultural and environmental sustainability.
- Despoilation of natural environment, archaeological monuments, beaches, mountains and places of natural beauty; disruption in the eco-system of environmentally sensitive regions; destruction of traditions in the culturally sensitive areas; clandestine selling of antiques and vandalism are some of the possible adverse effects of unimaginative and unregulated development of tourism.

Action Point relating to Product Development and Promotion:

- Giving guidance and financial assistance to State/Union Territory Governments for preparing tourism Master Plans and perspective plans identifying tourism resources, prioritising development circuits and projects and specifying the most suitable forms of tourism.

- Implementing integrated/intensive development of tourist destinations after assessing the carrying capacity, local aspirations and the benefits likely to accrue to the community.
- Involving the town and country planning agencies of Central and State Governments and integration of spatio-economic development plans with tourism development.
- Focusing on the development of Eco-tourism.
- Developing the places of pilgrimage by providing the requisite infrastructural facilities with a view to promote domestic and international pilgrim tourism.
- Develop a clear identity/theme around some important existing attractions and package them to offer an attractive product e.g. Varanasi as the present living city with roots into deep ancient civilization on similar lines as Jericho/Rome/Bethlehem;
- Expand "Events Tourism" through organization of international events such as sports, conferences etc.; also market existing cultural and religious festivals as tourist attractions.
- Developing natural health resorts of Yoga, Ayurveda, etc. as unique tourism products of India.
- Expand "Shopping Tourism" through good value for money with the exquisite range of hand-crafted products made in the country.
- Expand "Cruise Tourism", in view of the huge coastlines and large number of ports.
- Developing heritage and village tourism as a package by identifying and developing villages around heritage properties, which have already been restored.
- Diversifying the tourism product to make India a unique multi-attraction tourism destination which can meet the needs of all forms of tourism particularly rural tourism, spiritual tourism, eco tourism, adventure tourism, incentive tourism, conference and convention tourism, etc.
- Developing seamless inter-modal transfers by improving linkages.
- Involvement of NRIs and PIOs in product development.
- Amusement parks promote tourism by attracting both international and domestic tourists, generate demand in the transport, accommodation and service sectors and create employment opportunities. The Government will prepare appropriate guidelines to encourage private sector to invest in development of amusement parks.
- Peoples Participation in Development of Tourism: - Tourism policy 1982 envisaged a selective approach based on travel circuit concept in the provision of tourism infrastructure to achieve intensive development of selected centres. The National Action Plan for Tourism 1992 also reiterated the need for such a policy to achieve significant impact on infrastructural development with the limited resources available. These

policies, however, did not succeed in view of persistent demands for several small projects to meet the needs of domestic tourists in almost every place of tourist interest. Even the Government of India essentially followed a scheme approach instead of area approach in providing financial assistance for the development of tourism infrastructure. The approach for the future development of tourism has to, therefore, take into account both the needs for selective development and the demands of a wide cross section of domestic tourists. The activities in this regard would include:

- Creating public awareness about economic and social benefits of tourism amongst administrators, planners and the masses through seminars, workshops, presentations, etc.
- Launching entrepreneurship development and self employment programmes to involve the educated youth in providing various tourist facilities and services and thereby creating employment opportunities.
- Integrated development of special tourism areas and selected circuits.
- Creation of Tourism Economic Zones
- *Integrated Development of Tourist destinations:* International tourist traffic to the country is largely confined to certain selected centres and destinations at present. There is also a fair level of seasonality in the international tourist arrivals. As a result there is a good deal of congestion and scarcity of facilities in some of these centres during peak seasons. The tourist traffic to some of the centres have even exceeded the carrying capacity with the attendant problems of environmental degradation. It has, therefore, become necessary to go beyond the beaten tracks and to facilitate direct visit of tourists to new destinations. However, the choice of such new destinations for development will have to be based on their intrinsic attractions, potential for development and the carrying capacity as well as availability of resources. Such development will be guided by well conceived master plans, and executed by specific Tourism Development Authorities. Adequate backward and forward linkages will also be established to ensure adequate flow of benefits to the local community.
- Constitution of Tourism Development Authorities
- Diversification of Tourism Products: - The main strength of Indian tourism at present is its cultural attractions, particularly, the large number of monuments and archaeological remains scattered throughout the country, its art and artefacts and colorful fairs and festivals. The country is also endowed with a number of other tourist attractions and options including beach tourism; forests, wild life and landscapes for eco-tourism; snow, river and mountain peaks for adventure tourism; technological parks and science museums for science tourism; centers of pilgrimage for spiritual tourism; heritage trains and hotels for heritage tourism; etc. The tradition

of Indian system of medicine and its curative and preventive effect are well known the world over. Yoga, Ayurveda and other forms of natural health resorts have thus become unique tourist attractions of the country. There are also facilities for conference and convention tourism, cruise tourism and shopping tours. The development of natural health resorts of Yoga, Ayurveda etc. along with rural tourism, spiritual tourism and eco-tourism will be given adequate attention.

- Sustainable Development of Tourism: - Assessment of carrying capacity and Environment Impact Assessment studies would be insisted while developing tourism in ecologically fragile areas and all developmental activities will be guided by such studies. The other activities in this regard would include:
 - i. Providing a legal frame work through appropriate legislation for ensuring social, cultural and environmental sustainability of tourism development and protecting the tourists.
 - ii. Evolving specific policies and guidelines for the development of specific forms of tourism like ecotourism, adventure tourism, etc.

Action Points relating to Promotion and Marketing:

- Achieving effective co-ordination and synergy with other Departments, agencies and the private sector in tourism promotion and marketing.
- Fully utilizing the Indian missions abroad for tourism promotion and related activities.
- Identifying potential tourism markets and segments and adopting focused marketing strategies based on research to make promotional and marketing efforts cost effective.
- Enhancing the image of India as a fascinating multi-attraction and multi-activity destination with rich cultural heritage and a vibrant society.
- Observing 1999-2000 as Millennium/Explore India Year.
- Developing a Millennium Yatra Package and Youth packages.
- Organising Bauddha Mahotsav with international seminars and exhibitions at Sarnath/Bodhgaya.
- Organising photo exhibitions and creation of a photo library.
- Launching of a multi-media CD-ROM and creating an integrated website on Indian tourism.
- Developing a clear identity of Indian tourism product by promoting selected theme based tourist attractions.

Action Points relating to International Cooperation:

- Ensuring active participation in the activities of international agencies like United Nations Development Programme (UNDP), Economic and Social Commission for Asia and Pacific (ESCAP), World Tourism Organisation (WTO), Pacific Asia Travel Association (PATA), Indian Ocean Tourism Organisation (IOTO).

- Enhancing multilateral co-operation in tourism with different groups of countries like Association of South-East Asian Nations (ASEAN), Bangladesh-India-Myanmar-Sri Lanka- Thailand-Economic Co-operation (BIMSTEC), and South Asian Association for Regional Co-operation (SAARC), etc.
- Strengthening tourism promotion and investment through multilateral and bilateral agreements.

Action Points relating to Areas of Special Interest:

The seven States of the North East with beautiful landscapes, lush green forests, exotic wildlife, unique forms of art and culture and affable tribal societies have hitherto remained backward due to various reasons including poor infrastructure. These States alone offer enormous potential for the development of eco-tourism. At least ten percent of Plan funds of the Ministry will be used for the promotion of tourism in North East apart from taking up special projects and schemes for the development of the area. Other Special Tourism areas such as Himalayan areas, Islands and coastal areas which are identified will also be developed.

Action points relating to the Economic and Social Benefits:

- Standardisation of statistical definitions and methods of data collection, tabulation and dis-semination.
- Strengthening of statistical machinery and improvement of statistical systems on tourism both at the Central and State levels.
- Development of Tourism Satellite Accounts in association with the Department of Statistics to estimate the economic benefits of tourism precisely and regularly.
- Undertaking tourism impact assessment studies and case studies.
- Launching of tourism awareness campaigns at all levels of society.

The Action Points Relating to Professional Excellence:

- Strengthening the institutional set-up for human resource development including the setting-up of an Advanced Institute of Hotel Management and a Culinary Institute.
- Qualitative improvement and modernization of existing training institutions.
- Setting-up atleast one Food Craft Institute in each State, particularly in North Eastern States.
- Improving the standards of training in private institutes through accreditation and quality control.
- Setting up a National Tourism Documentation Centre equipped with modern technology systems to function as a repository of research findings and publications on tourism.
- Involving the tourism industry in human resource development activities and encouraging them to set-up independent training facilities.

- Streamlining and strengthening of guide training and training of other grass root level workers.
- Introduction of optional courses in tourism related topics at Graduate and under Graduate levels in order to meet requirement of trained personnel in this sector.

16.4 CHECK YOUR PROGRESS

1. What new projects have been focused in the National tourism policy?

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2. How the new emerging trends substituted in the national tourism policy benefits the Indian tourism development approach?

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3. Describe the action plan adopted in Indian policy about marketing and promotion of tourism in India.

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16.5 LET US SUM UP

In 1982, the Indian Government presented its first tourism policy. In retrospect one could argue that the novelty of the subject, its low priority and the belief in its potential as a social engineering tool (in keeping with Indian public ideology at that time), contributed to a rather simplistic piece of work. It took the government until 2002 to present an updated policy document. Those expecting a clear line of thinking and plan must have been quite disappointed by the new policy. It is based on a number of incompatible perspectives, of which those of the international development community and the international lobby group of tourism and travel related industries (the WTTC) are the most pronounced. As a result, it starts from the idea that tourism is both a threat and an engine of growth.

16.6 EXERCISE QUESTION:

1) What are the Schemes for Integrated Development of Tourist Circuits?

- 2) What are the schemes for Product/Infrastructure and Destination Development?
- 3) Explain why concept of private partnership should be supported in tourism policy of India?
- 4) What is integrated tourism system in tourism circuit?
- 5) Write a short note on action programmes adopted in Indian tourism policy and explain its importance for tourism development.

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UNIT 17: ROLE AND CONTRIBUTION OF DOT IN DEVELOPMENT OF TOURISM IN INDIA

STRUCTURE

- 17.0 Introduction
- 17.1 The changing role of National Tourist Boards
- 17.2 Tourist Boards in the 21st Century
- 17.3 Government Bodies—National Tourism Offices, State Tourism Offices, and Local Bodies
- 17.4 Tourism administration in India:
- 17.5 Non Governmental Organizations
- 17.6 Check your progress
- 17.7 Let us sum up
- 17.8 Practice Questions
- 17.9 References

Objectives

The following objectives are reviewed:-

- To understand the role of Government Bodies—National Tourism Offices, State Tourism Offices, and Local Bodies.
- To understand the role of Non Governmental Organizations.
- To understand the tourism administration in India.

17.0 INTRODUCTION

The travel industry has changed out of all recognition over the past 60 years. In the early 1950s, the industry was in its infancy and the role of a national tourist board was largely self-evident:

- advertising campaigns were developed by tourist boards to encourage people to visit post-war Europe and help rebuild the tourism industry
- information on tourist sights, attractions, and, particularly, accommodation and restaurants, was collected and presented to potential visitors in attractive brochures
- There was a need for an organisation to pull together buyers and sellers in order to package the product so it was easier for consumers to buy their holidays.

It was accepted that government intervention to boost the industry was not only desirable but absolutely crucial in getting the industry back on its feet. 60 years later, the travel scene is very different, with there now being as many ways to reach potential customers as there are customers. The Internet has revolutionized the communication and booking process with web-based content from individual businesses largely replacing the brochures from National Tourist Boards (NTBs) that used to be the primary source of information on holidays. ITDC came into existence in October 1966 and has been the prime mover in the progressive development, promotion and expansion of tourism in the country. Broadly, the main objectives of the Corporation are to construct, take over and manage existing hotels and market hotels, Beach Resorts, Travellers' Lodges/Restaurants; to provide transport, entertainment, shopping and conventional services; to produce, distribute, tourist publicity material; to render consultancy-cum-managerial services in India and abroad; to carry on the business as Full-Fledged Money Changers (FFMC), restricted money changers etc; to provide innovating, dependable and value for money solutions to the needs of tourism development and engineering industry including providing consultancy and project implementation.

Tourism plays a crucial role in country's development as it provides opportunities for employment, contributes to the balance of payment and helps economic growth. It also takes into consideration environmental and social issues. There are number of reasons why governments need to be directly concerned about tourism industry. As there includes the positive as well as negative impacts of tourism governments would be concerned in maximizing the benefits and minimizing the costs. This unit focuses the level and need of the DOT at various levels in the tourism development.

17.1 THE CHANGING ROLE OF NATIONAL TOURIST BOARDS

With the unrelenting growth of international tourism, it is valid to question the need for a National Tourist Board if growth is going to occur anyway. The rationale behind the existence of NTBs, and therefore their role, has centred round five key roles.

Tourism as an export earner and job creator

In the early postwar years inbound tourism was seen as a vital export industry that needed to be acknowledged, understood, and supported. As the tourism industry grew, so too did the recognition of its value to the economy not only in the foreign revenue that was generated, but also in the jobs that were created as well as the support given by overseas visitors to the local cultural heritage. As the industry matured, the Government's attitude evolved. It was not enough to simply generate income, the benefits of tourism needed to be spread

throughout the year and to all parts of the developing countries. The role of the NTB was therefore not just to generate tourism revenue, but to control its flow.

Seasonal spread objective

It was recognized that extending the season and filling off-peak times of the day, week, month and year, was crucial in making the tourism industry more stable and profitable. A hotel needs to be open as long as possible throughout the year to maximize its revenue potential, amortizing its high, fixed costs across as many weeks of the year as possible. An added benefit of extending the season is the retention of staff so that the high costs of hiring and training each season is lessened, thus increasing the ability to re-invest in the business. The additional profits from a longer season allow greater resources to be invested in the business, both in the physical stock and in marketing. This, in turn, leads to even greater turnover and profits, and further investment in the business. A virtuous circle has been created.

Regional spread objective

The regional spread objective tied in well with government objectives in the 1960s through to the 1980s to develop industry (and therefore increase employment) throughout Britain rather than have a high level of regional inequity. Indeed, at one stage the British Tourist Authority (BTA) was asked to promote only areas of high unemployment (HUMP) - this coincided with the responsibility for tourism moving from the Department of Trade and Industry to the Department of Employment (1985). Although many areas that were popular with visitors (the West Country, Highlands of Scotland and rural mid-Wales) were also areas of high unemployment, many towns and cities that were adjusting to changed economic circumstances (such as the closure of coal mines) were not at the top of overseas visitors' lists of places to visit. This highlighted the need for the regional spread objective to be realistic since there seemed to be a temptation to believe that, with the right level of investment, visitors can be persuaded to go anywhere. This is clearly not the case and to promote a Britain that ignores London, Stratford-upon-Avon, Edinburgh, Cardiff and Stonehenge, in favour of less well-known areas would be folly.

Providing market intelligence

With the rise of the free market economy in the 1980s and 90s, a greater emphasis was placed on businesses undertaking their own marketing with Government agencies providing them with the necessary tools to enable them to do this. The most important of these tools was quality market intelligence. There is a clear role for a tourist office to provide market intelligence for the travel trade to allocate its resources more effectively. Tourist Boards should provide the trade with research (ie surveys on individual markets and segments) as well as collating, analysing and interpreting macro data to help in policy making.

Overseas offices can provide the complementary data on attitudes and links between the market and the destination as well as up-to-date information on changes in the travel trade in the source markets and developments in the business of air, sea and land carriers.

Travel trade partners

Apart from providing market intelligence, another way for NTBs to help the private sector was seen to be a broker of businesses, advising private sector operators on the most appropriate contacts and agencies with whom to develop partnerships. Frequently this process would take the form of workshops, where in the early days companies like British Rail for example were seeking suitable outlets to sell their passes. Joint advertising and promotional campaigns between the Tourist Board and the private sector made a great deal of sense. The joint effort not only ensured a viable campaign but was also able to offer the potential customer a priced product as well as a reminder of the attractions of the destination.

17.2 TOURIST BOARDS IN THE 21st CENTURY

While all the rationales explored above remain valid to varying extents, there are, however, some caveats. Tourism increases without government intervention as people become wealthier and have more free time. Additionally, other economic factors such as exchange rates and the reduced cost of travel have a greater impact on tourism flows than Tourist Boards. In some respect NTBs have become victims of their own success with an explosion of bodies, both private and public, emerging to promote tourism. In Germany, for example, there are over 6,000 agencies, local authorities and regions involved in the promotion of the country. In the UK, under a policy of devolution, a plethora of countries, regions, sub-regions, destinations, cities, local authorities and agencies are involved in both international and domestic tourism promotion.

It could be argued, therefore, that organisations other than the developed countries or sites now meet the regional spread objective, that the seasonal spread objective is less of a problem than it was and, again, is largely the responsibility of the country and regional boards. Similarly, regional and local organisations can be seen as better placed to provide the market intelligence required by small local businesses while a NTB that brings buyers and sellers together now seems irrelevant as the Internet, and events such as ITB Berlin and World Travel Market (WTM), have largely replaced this role.

A large proportion of a NTB's resources were spent on collecting detailed visitor information (for example, on accommodation, attractions and restaurants). Although tourist boards have embraced new technologies and provided excellent websites of their own, there are now so many sites that one can hardly argue that consumers couldn't find the information they seek without NTB websites.

17.3 GOVERNMENT BODIES — NATIONAL TOURISM OFFICES, STATE TOURISM OFFICES AND LOCAL BODIES

Tourism product is a combination of large number of inputs derived in different businesses. The tourism-related activities and functions find place in different government bodies related to tourism. As per the Constitution of India, pilgrimages outside India, railways, national highways, waterways, airways, foreign exchange, archaeological sites, and monuments of national importance all find place in the union list. The state list covers domestic pilgrimages, inns, sites, monuments not declared of national importance, state roads and the concurrent list has forests, adulteration of foodstuffs, protection of wild animals, and so on.

Tourism in India is managed through a hierarchy that generally corresponds with the administrative levels of the country. It uses the National Tourism Office (NTO) at the national level, followed by the State Tourism Office (STO) at the state level and the local bodies at lower levels of cities and destinations.

National Tourism Offices

A central coordinating body is essential to direct tourism development and in most of the countries a National Tourism Organization or Corporation regulates tourism at the top level. The Ministry of Tourism, Government of India acts as NTO and is responsible for the advancement of tourism in the country. Its interest lies in increasing the revenues through tourism by adopting strategies such as increasing the number of visitors, their length of stay and spending.

The NTO is the body responsible for the formulation and implementation of the national tourist policy. It is proper agency and instrument for the execution of the national government's responsibilities for the control, direction and promotion of tourism. All countries which are engaged in tourism have national tourism organizations which play a leading role in both the formulation and the implementation of government's tourism programme. This organization is also responsible for coordinating the different activities of all the bodies interested in tourism development. The national tourist organization may be a full fledged ministry, a directorate general, a department, corporation or board.

There is however, no set formula as to what constitutes the most satisfactory constitutional arrangement for the national tourism body. Tourism ranks as a full ministry in some countries with the minister enjoying a cabinet rank. Another arrangement in any countries is for tourism to share a minister with information or, with arts, sports, culture or commerce. Yet other possibilities include attaching the tourism office to presidency of the council, putting it in the charge of an official of the rank of deputy secretary, with an occasional voice in the council of ministers. In others, it has the semi-

autonomous status of a corporation and functions not as an organ of the government but rather as a professional body outside it.

Functions of NTO:

The objectives of NTO are to ensure that the maximum possible value from international tourism accrue to the country for its economic and social benefits. To achieve that objective, the NTO has three main functions which are:

- Control
- Direction
- Promotion

The above functions of NTO, however will vary quite widely the relation both to (a) the degree of the direct intervention that the government desires to exercise: and (b) the level of development of tourist industry in the country concerned. At the Estoril Seminar in 1966 (in England) it was agreed that the NTO would normally undertake the following functions:

- Research,
- Information and promotion within the country,
- Regulation of standards of lodging and restaurants,,
- Control of activities of private travel agencies,
- Publicity overseas,
- technical judicial problems,
- International relations,
- Development of selected areas, and
- Overall tourism policy and promotion.

The organization and work of the NTO:

The National tourist organization is likely to be concerned with the following four broad areas Administration will be concerned with the personnel of the organization, with the part to be played by tourism in the overall national developmental plan, with effective liaison with concerned government departments, like finance, home, planning, health, transport, and communications, education, etc.

Production part will be concerned with all those elements and activities which make up the tourism product. Production will include inventory and assessment of the country's natural attractions and the development and protection of these assts; the requirements in infrastructure where tourist development is to be planned, the drawing up of plans for regional or area development, the establishment of close relations with the hotel, catering and transport sectors of tourism, etc. The Marketing are will be concerned with research into the principal and potential tourist markets, their size, socio economic characteristics, preferences of tourist for food and accommodation, and the like, with sales promotion, public relations advertising, etc. and collaboration with other countries in the same region.

Finally, the financial work will involve the investment in, and financing of tourism in the country. It will, for example, provide financial assistance for approved tourist projects, approve loans or grants for hotels, the provision of amenities, etc. seek and encourage private investment in various tourism projects and where these are not enough, perhaps seek funds from international agencies such as World Bank, International Bank for Reconstruction and development.

Ministry of Tourism

An independent minister heads the Ministry of Tourism. The administrative head of the Ministry is the Secretary (Tourism) who also acts as the Director General (DG), Tourism. The Directorate General of Tourism has 20 offices within the country, 13 offices abroad, and one subordinate office/project, that is, the Indian Institute of Skiing and Mountaineering (IISM)/Gulmarg Winter Sports Project (GWSP). The Ministry of Tourism has the following important institutions under its charge.

1. India Tourism Development Corporation (ITDC)
2. Indian Institute of Tourism and Travel Management (IITTM)
3. National Council for Hotel Management and Catering Technology (NCHMCT) and the Institutes of Hotel Management

The Ministry of Tourism functions through 10 divisions, each headed by a director. The divisions are as follows.

1. Administration, Public Sector Undertaking, Planning/Coordination Division
2. Planning, Publicity, Information Technology and Events Division
3. Market Research Division
4. Overseas Marketing Division
5. Hotels and Restaurant Division
6. Travel Trade Division
7. Integrated Marketing Division
8. Official Language Division
9. Human Resource Development and Domestic Tourism Division
10. Parliament, Vigilance, and North-East Division

These divisions assist in performing the following functions of the ministry.

1. All policy matters, including:
 - a. Development policies
 - b. Incentives
 - c. External assistance
 - d. Manpower development
 - e. Promotion and marketing
 - f. Investment facilitation
2. Planning
3. Coordination with other Ministries, Department, State / UT Governments
4. Regulations through standards and guidelines

5. Infrastructure and product development
6. Human resource development
7. Publicity and marketing
8. Research, analysis, monitoring, and evaluation
9. International cooperation and external assistance
 - a. International bodies
 - b. Bilateral agreements
 - c. External assistance
 - d. Foreign technical collaboration
10. Legislation and Parliamentary work
11. Establishment matters
12. Overall review of the functioning of the field offices
13. Vigilance matters
14. Official language and implementation of official language policies
15. VIP references
16. Budget coordination and related matters
17. Plan coordination and monitoring
18. Integrated finance division
19. Organization and management work
20. Welfare, grievances, and protocol
21. Assistance in the formulation of policies by providing feedback from the field offices
22. Monitoring of plan projects and assisting in the plan formulation
23. Coordinating the activities of field offices and their supervision
24. Regulation of hotels and tour operators
 - a. Approval and classification of hotels and restaurants
 - b. Approval of travel agents, tour operators, and tourist transport Operators and so on.
25. Inspection and quality control
26.
 - a. Guide service
 - b. Complaints and redressal
27. Infrastructure development
 - a. Release of incentives
 - b. Tourist facilitation and information
 - c. Field publicity, promotion, and marketing
 - d. Hospitality programmes
 - e. Conventions and conferences

The Functions of Attached Office viz. Directorate General of Tourism are as under [The office of DG (T) has now been merged with the office of Secretary (Tourism)]:

- Assistance in the formulation of policies by providing feedback from the field offices.
- Monitoring of Plan Projects and assisting in the Plan formulation
- Coordinating the activities of field offices and their supervision.

Regulation:

- Approval and classification of hotels and restaurants.
- Approval of travel agents, inbound tour operators and tourist transport operators, etc.

Inspection & Quality Control:

- Guide service
- Complaints and redressal.

Infrastructure Development:

- Release of incentives.
- Tourist facilitation and information.
- Field publicity, promotion & marketing.
- Hospitality programmes.
- Conventions & conferences.

Assistance for Parliamentary work: Establishment matters of Directorate General of Tourism

Thus, it is seen that the work of the ministry is comprehensive and covers almost every aspect of tourism.

But the transport sector is not covered by the Ministry of Tourism. The government regulates airlines and railways through its Ministry of Civil aviation and Ministry of Railways. The dominant presence of Air India is used to offer connectivity to tourist places.

Railways actively market tours through the Indian Railway Catering and Tourism Corporation Limited (TRCTC). Similarly, roadways are controlled by the State Roadways corporations.

State Tourism Departments/Councils/Corporations/Offices

These function at the province or state level. In India, the Ministry of Tourism of the state with the State Tourism Corporation performs functions similar to national bodies. These run hotels and motels to promote tourism, develop destinations and attractions, frame policies, and also act as controlling authority. The bodies at this level promote tourism with a better understanding of local conditions. The organization structure here differs from state to state. Tourism-centric states maintain a relatively elaborate set up.

These have been very successful in promoting state attractions. For example, Haryana state pioneered the development of highway tourism in the country through its chain of motels that was later adopted by many other states. Similarly, Rajasthan worked on its heritage, Goa on beaches, Himachal on nature, Uttarakhand on nature and pilgrimage, and Kerala on ayurveda.

All these bodies work closely with the central government. These bodies prepare tourism policies and plans at the state level and make efforts regarding land availability for tourism projects, putting single window system, and encouraging public-private partnership.

17.4 TOURISM ADMINISTRATION IN INDIA:

The importance of tourism has been recognized even before the Second World War. The intervention of war, however, put a stop to the tourist promotion activities of the government. The first organized effort to promote tourism in India was made in the year 1945, when the committee was set up by the then Tourism Administration and Organization, Government of India, under the chairmanship of Sir John Sergent, the Educational Advisor to the Government of India.

The Sergent Committee

The main objective of the Sergent Committee was to survey the potential of developing tourist traffic in the country. Following were the terms of reference of the Committee:

- (1) To examine what scope there is for increasing traffic or for developing other traffic during the post-war period.
- (2) 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 archaeological interests in India
- (3) To suggest what facilities should be provided at places to be developed and advertised for Indian visitors and foreign visitors.
- (4) To recommend what action should be taken for providing the necessary facilities by Indian States and/or local government, various departments of the Central Government.
- (5) To deal with other aspects of tourist traffic not covered by the above terms of reference.

The Sergent 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 organized, every aspect of business could greatly be an influx of tourists. One of the major recommended that the question of promoting and developing tourist traffic was a matter of great national importance and, therefore, it deserved the whole- time attention of separate organization which should take initiative in such manner as:

- Publicity both in India and abroad.
- Production of suitable literature such as guide books, folders, posters,
- Provision for training of guides,
- Liaison-with other government departments responsible for providing facilities required by tourists, including information in regard to industries and commercial matters,
- Liaison with hotels and catering establishments,

- Liaison with the travel agencies which would, necessarily remain responsible for the detailed arrangements of tourists,
- Collection of tourist statistics.

India had a fairly a large infrastructure available for tourism just before independence. There was a large network of all types of hotels catering to the needs of both foreigners as well as Indians. There was an adequate transport and communication system operating in the country. Almost all the major tourist spots were easily accessible by rail or road, some even by air. The country's many airports were in a position to receive international carriers. The major considerations of Sergent Committee were that a separate tourist organization 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 cell in Indian Embassies and consulates all over the world. Thus committee was entrusted with the job suggesting ways and means of promoting tourist traffic to India.

CHECK YOUR PROGRESS

1. What is the role of govt. in tourism development in India?

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2. Explain the various divisions under the ministry of tourism of India and their functions.

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3. Write a brief note on department of tourism of your state and its achievements in tourism development process.

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Local Bodies

The functions of local bodies cover many areas important for tourism such as the maintenance of area. These also control rest houses, museums, and so on. In the Indian political set-up, the panchayats at the village level and the municipal bodies in the city are involved in developing tourism. The government may also constitute boards for the management of places of tourist attractions or temples, and so on. These bodies have local citizens as representatives that make sure that local interests are not sacrificed for the interests of tourists or

tourism marketers. Kerala has effectively used these local bodies for tourism promotion and its three Ps model involves public-private partnership and panchayats (local governments). Its District Tourism Promotion Councils with District Collector as Chairman and selected people's representatives and official members coordinate the development of lesser known tourist centres within the districts. This has led to enhanced focus on tourism in the districts.

The powers given to these bodies are in accordance to Panchayati Raj Acts, Municipality rules, and Land Development Acts of respective states. The Ministry of Tourism of Government of India, in its guidelines on development of camp sites in remote areas, specifically mentions the role of local administration and local participation.

The local planning policy framework is changing at a varying pace across the country as the changeover between Local Plans and the LDF gathers pace. As noted in Local Development Frameworks, there is a requirement for local authorities to provide a detailed and sufficiently robust evidence base against which to set their local development documents and core strategies. Local authorities should use evidence to plan positively. Indeed, Policy also notes that regional planning bodies and local planning authorities should 'work together with county and unitary authorities preparing local economic assessments to prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market.' From a tourism perspective this may include, for example, independently produced Visitor Accommodation Capacity Studies assessing the existing level of serviced and non-serviced provision within the district, together with an assessment of the current requirements and likely future needs set against changing visitor numbers. Where a current or future need is identified, such studies can be extended to examine the suitability of potential sites through the sequential test, as well as the effect of their development on the town centre through the new impact test.

Equally, the provision of such an evidence base to support local planning policy documents clearly has implications for tourism developers or operators in terms of the amount and type of additional supporting information that will be required when submitting applications. Evidence on market need / demand, site selection and impact on the town centre, for example, will need to be sound and reliable in order to prove the case for development within the local and national planning policy framework

Opportunities for involvement

In preparing new documents for the Local Development Framework (LDF), local authority plan-makers need to ensure that their policies and site allocations are predicated on a robust evidence base. This presents opportunities for tourism development. For example, in terms of planning for new visitor accommodation this may extend to commissioning consultants to produce an Accommodation Study highlighting the current capacity requirements of the local

area and the likely future prospects for the local accommodation sector. When such studies are undertaken by local authority planning departments it could offer opportunities for developers and operators to expand. If, however, the local authority has not completed such a study, then tourism developers will benefit from producing a detailed Need Assessment highlighting the likely levels of demand for their new tourism development proposals.

Visitor accommodation is just one example of the opportunities that may exist for the private sector. Need Assessments can, of course, be applicable for a broad range of tourism projects including visitor attractions, marinas and caravan parks.

Private Organizations

The role of private sector in tourism varies from country to country. In India, its role was secondary and became prominent after the opening of economy in the 1990s. Being a controlled economy, the government took all the responsibility till the market was mature enough to yield benefits for the private sector. After that, the government confined itself to the job of regulator and allowed market to go competitive, be it through open sky policy or allowing foreign direct investment. Even the Ministry of Tourism is promoting public-private partnership in areas of heritage conservation, promotion, infrastructure development, and so on, hitherto considered an exclusive domain of the government. However, till date the share of private sector for funding of national tourism promotion is nil and the government provides the entire amount of the funds, while in other countries, the private sector pitches to the extent of 50 per cent.

The private sector needs to undertake greater social responsibility by investing in tourism at the macro level, where gains flow over a long period and benefit industry in general than a particular marketer. With this view, the government has signed a memorandum of understanding (MOU) with the private sector where private operators will give a bank guarantee for 100 per cent repayment of allowance within 2-4 years given to them for developing Indian market abroad.

In the National Tourism Policy, 2002 the following roles are specified for the private sector

1. Build and manage the required tourist facilities in all places of tourist interest.
2. Assume collective responsibility for laying down industry standards, ethics, and fair practices.
3. Ensure preservation and protection of tourist attractions and give lead in green practices.
4. Sponsor maintenance of monuments, museums and parks, and provision of public conveniences and facilities.

5. Involve the local community in tourism projects and ensure that the benefits of tourism accrue to them in right measure.
6. Undertake industry training and manpower development to achieve excellence in quality of services.
7. Participate in the preparation of investment guidelines and marketing strategies and assist in database creation and research.
8. Facilitate safety and security of tourists
9. Endeavour to promote tourism on a sustained and long-term perspective.
10. Collaborate with the government in the promotion and marketing of destinations.

Private organizations have contributed to the image of India through their professionalism and quality of service in all the above areas.

17.5 NON-GOVERNMENTAL ORGANIZATIONS

These fulfill social causes. A number of these work in areas of education, wildlife, rural development, and are concerned with tourism when tourism impacts these areas. These work for protection from impacts of tourism or development of responsible forms of tourism. These may focus on preservation of environment and adoption of good practices, education of hosts and guests, community participation, preservation of heritage, and so on. The Indian National Trust on Art and Cultural Heritage (INTACH) is one such organization working for protection of heritage in the country and also promotes tourism to popularize the heritage. Aga Khan Trust is another organization that focuses on preserving heritage. The rural tourism scheme of the government of India involves these actively for the execution of projects. All United Nations Development Programme (UNDP) supported rural tourism projects also take these as active partners. Thus, the government and non-government bodies play their part and proactively use tourism marketing to ensure that tourism benefits the society at large.

Factors influencing types of organization:

The type of organization in a particular country is influenced by a number of factors in that country. The political, economic and social system in a particular country will have an important bearing upon its tourist organization. In countries where there is a centralized government, this is likely to be reflected in the tourist organization, as is the case for example, in Spain and the Russian Federation. In these countries such as Switzerland, Austria, Germany, Great Britain, with a federal state organization, the tourist industry is decentralized with a minimum of governmental interference. In these countries, the tourist organizations consist of one or more cooperative bodies at the national level and there is also high degree devolution to individual states or regions in various matters concerning tourism.

The importance of tourism to a national economy is another factor which influences the character of an organization in a particular country. In the countries where the tourism is very important in relation to other industries or conversely where tourism is well developed and of substantial economic importance, the tourism organization is likely to be well developed and the government actively involved. The central government involved department in these countries will be substantially concerned with tourism. This type of organization is functioning in an increasingly large number of countries. In Italy, Spain and France the dual ministries control both tourism and entertainment.

The stage of tourism development is yet another important factor to have considerable influence on organization. In countries for instance, where tourism is not yet fully developed or is beginning to develop as in the case in many developing countries, better results can be achieved if the industry is centralized and under direct government control. In such countries direct government interventions would be seem to be not desirable but indispensable. Also, as these countries would require huge sum of money for the development of infrastructure, these would come from the state as private enterprise may not be in a position to invest because of a lack of resources at their disposal. On the other hand in countries with highly developed tourist industries it is common to find flexible, decentralized tourist organizations, which have evolved over many years as in case of Austria, Germany and Switzerland. Switzerland has long history of tourism and as such there is a highly developed tourism organization which decentralized and also reflects the federal character of the state. Tourism organization, therefore, is a complex and assumes many forms and is influenced by a variety of factors. A study of tourism organization should logically begin with official tourist organization called the National Tourist Organization followed by other semi-official or private organizations which together serve the objectives of tourism.

17.6 CHECK YOUR PROGRESS

1. Describe in brief about the contribution of Private organizations in tourism development especially in India.

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2. What is the importance of local bodies in tourism sector?

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3. Describe the various factors influencing the organization in country.

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17.7 LET US SUM UP

The Corporation is running hotels, restaurants at various places for tourists, besides providing transport facilities. In addition, the Corporation is engaged in production, distribution and sale of tourist publicity literature and providing entertainment and duty free shopping facilities to the tourists. The Corporation has diversified into new avenues/innovative services like Full-Fledged Money Changer (FFMC) services, engineering related consultancy services etc. The Ashok Institute of Hospitality & Tourism Management of the Corporation imparts training and education in the field of tourism and hospitality.

17.8 Practice QUESTIONS:

- 1) Describe the role of National Tourism Offices in tourism development.
- 2) Describe the role of State Tourism Departments/Councils/Corporations/Offices in tourism development.
- 3) Describe the role of Non-Governmental Organizations in the development of tourism in India.
- 4) Explain the local body involvement in tourism development.
- 5) Suggest some ways of improvement or initiatives that should be involved in tourism planning at govt. level.
- 6) What are the factors effecting the types of organization?

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