

**ESTIMATES COMMITTEE  
(1968-69)**

(FOURTH LOK SABHA)

**NINETIETH REPORT**

**MINISTRY OF TOURISM & CIVIL AVIATION**

**DEPARTMENT OF TOURISM**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 1969/Vaishakha 1891 (Saka)*

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- Page 225, S.No. 44, column 3, line 4, read  
"those" for "these".
- Page 230, S.No. 61, column 3, line 2, read  
"at" for "a".
- Page 230, S.No. 62, column 3 line 1, read  
"tourists" for "tourist".
- Page 230, S.No. 62, column 3, line 8, read  
"the" for "te".
- Page 237, S.No. 88, column 3, line 1, delete  
"and".
- Page 237, S.No. 89, column 3, line 11, read  
"as" for "are".
- Page 237, S.No. 90, column 3, line 1, read  
"that" for "thta".

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**(1968-69)**

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Shri M. N. Kaul—*Under Secretary.*



## INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Ninetieth Report on the Ministry of Tourism and Civil Aviation—Department of Tourism.

2. The Committee took evidence of the representatives of the Ministry of Tourism and Civil Aviation and other concerned Ministries, etc. on the 12th, 13th, 14th and 17th, February, 1969. The Committee wish to express their thanks to the Secretary, Ministry of Tourism and Civil Aviation, Director General of Tourism, and officers of the India Tourism Development Corporation, Indian Airlines Corporation, Archeological Survey of India, Ministry of External Affairs, Ministry of Railways (Railway Board), Ministry of Food, Agriculture, Community Development and Cooperation (Inspector-General of Forests), Ministry of Home Affairs and Ministry of Finance (Deptt. of Expenditure) for placing before them the material and information they wanted in connection with the examination of the estimates.

3. They also wish to express their thanks to Shri R. N. Kapoor, Vice-President, Federation of Hotel and Restaurant Association of India and Shri M. S. Oberoi, M.P. for giving evidence and making valuable suggestions to the Committee.

4. The Committee also wish to thank Shri J. R. D. Tata; Director, Ashoka Hotels Ltd., New Delhi; President Travel Association of India, New Delhi; and President, Federation of Hotel and Restaurant Association of India, New Delhi; for furnishing Memoranda to the Committee.

5. The Report was considered and adopted by the Committee on the 28th April, 1969.

6. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (Appendix IX).

NEW DELHI;  
April 30, 1969.  
Vaisakha 10, 1891 (Saka).

P. VENKATASUBBIAH,  
Chairman,  
Estimates Committee.

## INTRODUCTORY

### A. Introductory

1.1. There is a growing appreciation of the importance of tourism in a developing economy as a foreign exchange earner and also a stimulant to internal development. Tourism is an industry with world-wide ramifications. It is a foreign exchange earner, an item of invisible export, a generator of economic activity within the country and a promotor of international goodwill and understanding and national integration. Recent experience of some countries has shown that the amount of foreign exchange earned through tourists can rise to such high figures as to make a radical improvement in a country's balance of payments. Countries like Spain, Italy and Greece have made tourism important pillars of their economic structure.

1.2. Tourism today is big business. It is one of the largest and fastest growing industries in the world. Even for a highly industrialised country like the United States, it is the third biggest industry. It is estimated that from the year 1958 to 1963, the world expenditure on international travel increased by 60 per cent whereas for the same period, the world industry production only rose by 44 per cent. Further, tourism has been responsible for diversifying the economy of countries which are dependent on one or two items of export, as it has now been accepted that tourism is a major export industry. Yet it is an export industry which does not deprive the country of export of any essential commodity as often happens in case of other similar industries.

1.3. Apart from being an invisible export and a source of foreign exchange, the economic significance of tourism is very great in boosting domestic economy. The tourist industry is particularly labour-intensive with a very high employment potential, direct or indirect, than most of other industries. This is because what the tourist needs most is personal service provided by hotels, restaurants, transport operators, etc. In addition, the things which the tourist buys are mostly handicraft products. Embroideries and brocades, pottery and brassware, ornaments and artistic things in general, have a great appeal to the tourist than mechanised mass-produced merchandise, of which he has plenty at home.

1.4. It has been estimated that of the total amount of money which a tourist spends in India, about 20 per cent is spent on shopping.

As such, tourists have given a shot in the arm to some of the handicraft and artists, who might have gone out of business, have continued to thrive in their traditional crafts.

1.5. The contribution of earnings from tourism to gross national product is stated to have as 'turnover' or 'multiplier' effect. According to a survey conducted by a research team, commissioned by the U.S. Government, about the effect of tourist expenditure in the Pacific area, the initial spending by tourists, taking into account the re-spending by those who receive the money, generates and sustains economic activity which is 3.2 to 4.4 times higher. The lower 'multiplier' is valid for countries where the turn over to the economy takes place a few times before it is absorbed into the main economic process of foreign exchange and the higher figure applies to countries like Japan, Australia, New Zealand, etc. where there is little or no leakage.

1.6. Therefore, it can be said that of special importance in the development of tourism in under-developed countries is the fact that this sphere of activity brings to the forefront a good amount of potential economic development. In other words, it assists in the growth of a large number of subsidiary industries. The many-sided development of tourist resorts, the building of hotels, developing various types of transport undertakings, building up handicraft industries and the encouragement of artists in the entertainment field are a few of the innumerable ancillary developments which blossom under tourism.

1.7. Apart from the economic point of view, the importance of tourism from the point of social and cultural understanding, international peace and goodwill, etc. cannot be over-emphasised. Travel has been and continues to be one of the important means of social inter-course between the nations of the world. Throughout the ages, men have always had a great urge to see and to learn the customs and manners of other countries. To read about a country does not have the same mental or emotional impact as one gets by visiting it. If more and more people of various countries visit one another it would be inevitable that social and cultural understanding prevails. It is, perhaps, for this reason that the United Nations, striving towards peace, has formulated the slogan "Tourism-Passport to Peace." To this end, the late Prime Minister of India (Shri Jawaharlal Nehru) also gave the following messages—

"We must welcome these friendly visitors from abroad not only for economic reasons, for tourism brings foreign exchange, but even more so because this leads to greater

understanding and mutual appreciation. There is nothing that the world needs today more than this mutual understanding.

“Our people are by tradition and habit kind and courteous to foreign visitors. They will continue to welcome them. But I would particularly like to impress upon officials and others connected with the departments of Government in the States and at the Centre to give unfailing courtesy and consideration to visitors.”

#### B. Efforts to promote tourism in India:

##### (1) *Sargent Committee*

1.8. The first conscious and organised efforts to promote tourism in India was made in 1945, when a Committee was set up by the Government of India under the Chairmanship of Shri Johan Sargent with the following terms of reference :

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

1.9. The Sargent Committee submitted their interim report in October, 1946. They were unanimously of the opinion that it was in the interest of India to encourage and develop tourist traffic by all possible means. They felt that successful steps in the promotion of tourism would result in a substantial addition, both direct and indirect, to India's revenue and that, if properly organised, every aspect of business could benefit greatly by an influx of tourists. They opined that cottage industries would particularly thrive provided their marketing was properly organised. The recommendations of the Committee were accepted by Government and action was taken to implement them.

**(B) Ad Hoc Committee on Tourism**

1.10. Tourist traffic to India, which had been increasing fairly rapidly until 1959, began slowing down in 1960 and 1961. During 1962, the figures of tourist arrivals for the first time showed a decline of 3.9 per cent, the actual numbers being 1,39,804 in 1961 and 1,34,360 in 1962. The decline in the months of November and December, 1962, as compared to the corresponding period in the previous year was 7.1 per cent and in actual numbers 2,000. Thus, out of a decrease of 5,444 in 1962, a decrease of 3,444 during the first ten months had already taken place. The emergency only accentuated the decline which was already in evidence from the beginning of 1962. Under these circumstances, an *Ad hoc* Committee was set up on the 1st March, 1963 to enquire into the causes of the decline and to suggest ways and means of expanding tourist traffic. The terms of reference for the Committee were as follows:—

- (i) Examine, generally, the conditions prevailing in the country from the point of view of promoting tourist traffic and to suggest ways and means of improving those conditions with a view to achieving an expansion in that traffic by at least 20 per cent a year in the next three years, and thereafter at a progressive rate of increase.
- (ii) In particular—
  - (a) assess the requirements of tourism in respect of hotel accommodation and transport arrangements and suggest necessary measures for the speedy provision and improvement of these facilities;
  - (b) examine the present rules and procedure regarding visas, customs, and other formalities with a view to facilitating entry and exist of tourists; and

(c) recommend necessary reorganisation of publicity programmes and other steps required to bring about the desired expansion of traffic.

(iii) Suggest measures necessary to ensure that the foreign exchange earned from tourism and resulting from its expansion is protected against leakage.

1.11. The Committee consisted of the following:—

Shri L.K. Jha . . . . .	Secretary, Department of Economic Affairs —Chairman.
Shr Y.T. Shah . . . . .	Joint Secretary, Department of Economic Affairs.
Shri S. Mullick . . . . .	General Manager, Indian Airlines Corporation.
Shri Pateh Singh . . . . .	Joint Secretary, Ministry of Home Affairs (F.B.)
Shri M.G. Abrol . . . . .	Officer on Special Duty, Central Board of Revenue.
Shri S.N. Chib . . . . .	Director Gen. & ex-officio Joint Secy., Department of Tourism, Member Secy.

1.12. The Committee submitted its Report in August, 1963 and made a number of recommendations. The Report of this Committee can be considered as a landmark in the history of development of tourism in the country. Most of the recommendations have been accepted/implemented by Government.

(3) *Study by Stanford Research Institute, California.*

1.13. In 1963, Stanford Research Institute was requested to undertake a research project designed to give the Development of Tourism guidelines by which it might effect a better promotional programme in the United States. The objective of the research was to develop information useful in improving the Indian promotional programme to attract American tourists to India, more specifically, the objectives were to seek answers in so far as possible to the following questions:—

(1) What are prospects for travel to India and what are their characteristics?

- (2) What is a reasonable potential market for travel to India that the Development of Tourism could strive for
- (3) Is the current promotional programme adequate? Is effective information being communicated to the proper people through effective media? Is the promotional budget adequate for the job to be done?
- (4) What do American tourists like and what do they not like about India, tours to India, and tourist attractions in India

1.14. As a result of this research, Stanford Research Institute made a number of recommendations some of which were accepted and implemented.

#### *Examination by the Estimates Committee*

1.15. The estimates of the then Ministry of Transport (so far as tourism is concerned) were examined by the Estimates Committee in 1956-57 and their recommendations/observations are contained in the Thirty-Fourth Report (First Lok Sabha). The action taken by Government on the recommendations made by the Committee in this Report, is indicated in their Fifty-Second Report (Second Lok Sabha).

1.16. The Committee note that the first conscious and organised effort to promote tourism in India was made in 1945 when Government set up the Sargent Committee which made various recommendations for the development of tourist traffic. In pursuance of the recommendation of the Sargent Committee a separate Tourist Traffic Branch was created in the Ministry of Transport in 1949 to pay whole time attention to the development of tourism. Since then there has, no doubt, been a growing appreciation of the importance of tourism by Government. The Report of the Ad Hoc Committee on Tourism set up in 1963 can be considered a landmark in the history of development of tourism in the country. International Tourism has made tremendous strides after the Second World War. Tourism is now recognised the world over as an industry unprecedented in scope and dimension. Many nations in the post-war period have made considerable economic progress by developing tourism. The Committee note that India started later than most of the developed countries of the West in her tourist promotional efforts and hence the progress made has been limited. The Committee feel that in order to catch up with the progress achieved by other countries and achieve a breakthrough in the field of tourism, it is imperative that an awareness is created among the

general public of the great importance of tourism in the economic life of the people at large. The need to popularise tourism and to bring home to the common man its true significance cannot be overemphasized. The Committee trust that no efforts will be spared by Government in exploring the tremendous potentialities tourism provides.

### C. Plan allocations and expenditure

#### *Development schemes*

1.17. It has been stated that the First Five Year Plan did not include any allocation for the development of tourism. The tourism programme under the Second and the Third Five Year Plans was mainly confined to the provision of minimum basic facilities e.g. accommodation, cafeterias, approach roads, drinking water, cloak rooms, shelters etc. at important tourist centres located at out of-the-way places where no such facilities existed.

1.18. In the Second and Third Five Year Plans, tourist development schemes were categorised into three parts, viz. Part I, Part II and Part III schemes.

1.19. Part I schemes were intended to create facilities for foreign tourists and were financed wholly by the Central Government. These schemes were generally executed directly by the Central Government through the Central Public Works Department, but in certain exceptional cases the funds were placed at the disposal of the State Governments and schemes implemented through the State Public Works Department with 100 per cent grant from the Central Government.

1.20. Part II schemes were intended to create facilities for home tourists at centre which were also important from the point of view of foreign tourists. These schemes were jointly financed by the Central and State Governments in the ratio of 50:50. The schemes were treated as Centrally sponsored schemes, executed through the States Public Works Departments and Central Government subsidised the schemes to the extent of 50 per cent of the actual cost. These scheme have since been discontinued in pursuance of the decision taken by the National Development Council. The revised Fourth Five Year Plan on Tourism therefore includes Schemes in the Central Sector only.

1.21. Part III schemes were included in the State Plans and were wholly financed and executed by the State Governments. These schemes were intended to provide facilities for home tourists at



centres which were of local or regional importance such as pilgrim centres and holiday camps.

### Second Plan allocation and Expenditure

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

	(Rs. in lakhs)					
	Allocation			Expenditure		
	Central Sector	State Sector	Total	Central Sector	State Sector	Total
Part I . . . . .	83.50		83.50	37.46		37.46
Part II . . . . .	74.44	74.44	148.88	49.425	49.425	98.83
Part III . . . . .	..	104.00	104.00	..	85.00	85.00
	<u>157.94</u>	<u>178.44</u>	<u>336.38</u>	<u>86.885</u>	<u>134.425</u>	<u>221.29</u>

### Third Plan Provision and Expenditure

1.23. The total outlay on tourism in the Third Plan was Rs. 8 crores and the actual expenditure incurred was Rs. 5.10 crores. The allocation and expenditure for Part I, II and III schemes were as follows:—

	(Rs. in lakhs)					
	Allocation			Expenditure		
	Central Sector	State Sector	Total	Central Sector	State Sector	Total
Part I . . . . .	292.00	..	292.00	97.41		97.41
Part II . . . . .	058.000	58.00	116.00	47.71	47.71	95.42
Part III . . . . .	..	392.00	392.00	..	317.62	317.62
	<u>350.00</u>	<u>450.00</u>	<u>800.00</u>	<u>145.12</u>	<u>365.33</u>	<u>510.45</u>

1.24. A statement showing the physical targets and achievements during the Third Plan period is given at Appendix I.

*Analysis of expenditure for the last three years*

1.25. The Committee have been informed that the allocation and expenditure during each of the last three years in respect of Part I, Part II and Part III schemes have been as follows:—

(Rs. in lakhs)

	Allocation			Expenditure		
	Central Sector	State Sector	Total	Central Sector	State Sector	Total
1966-67						
Part I	28.50	Nil	28.50	8.69	Nil	8.69
Part II	15.00	15.00	30.00	9.86	9.86	19.72
Part III*						
Total	43.50	15.00	58.50	18.55	9.86	28.41
1967-68						
Part I	27.65	Nil	27.65	25.14	Nil	25.14
Part II	30.00	30.00	60.00	8.76	8.76	17.52
Part III*						
Total	57.65	30.00	87.65	33.90	8.76	42.66
1968-69						
Part I	111.31	Nil	111.31	35.42	Nil	35.42
Part II	36.25	36.25	72.50	15.92	15.82	31.64
Part III*						
Total	147.56	36.25	183.81	51.24	15.82	67.06

It may be seen that in 1966-67, only Rs. 28.41 lakhs out of Rs. 58.50 lakhs allocated for Part I and Part II schemes could be utilised. In 1967-68, only Rs. 42.66 lakhs out of Rs. 87.65 lakhs and in 1968-69, only Rs. 67.06 lakhs out of Rs. 183.81 lakhs could be utilised.

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

1.26. The Committee desired to know the reasons for heavy short-fall in expenditure during the Second and Third Plans. In a note submitted to the Committee, it has been stated that this was due largely to three main reasons. Firstly, the inadequate organisational set up at the Centre for the Planning and implementation of tourist development schemes slowed down the execution of plan schemes. The second reason was the declaration of emergency twice during the Third Plan period which resulted in tourist schemes being given very low priority both at the Centre and the State levels. This caused delay in the execution of the planned schemes and some of these schemes had also to be dropped as a measure of economy. Thirdly, delays often occurred in completing codal formalities which precede actual execution of schemes. Moreover, it took almost two years for the Ministry of Works, Housing & Urban Development and Central Public Works Department to agree to the terms of getting Part I schemes (wholly financed by the Central Government) executed through an agency other than the Central Public Works Department.

#### *Fourth Plan Proposals*

1.27. It has been stated that the Tourism Plan formulated by the Department of Tourism for implementation during the Fourth Plan includes schemes that will be taken up in the Central sector only. The provision for tourist schemes in the State Sector will be made separately in each State Plan.

1.28. Originally, an outlay of Rs. 84.76 crores was proposed for the Tourism Plan. The Planning Group of the Ministry, however, recommended to the Planning Commission an outlay of Rs. 40.34 crores. The Planning Commission in turn has further cut it down to Rs. 25 crores due to stringent resources position. The broad objectives of the Central Tourism Plan have been stated as to be as follows:—

- (1) to consolidate the existing facilities available at various tourist centres in order to ensure that basic amenities of desired standard and in adequate number are available at these centres for both home and foreign tourists.
- (2) To develop new areas on an integrated basis with the object of attracting destination traffic to India.

- (3) To assist voluntary organisations, institutions and private sector in improving and augmenting tourist facilities through grants and loans, and thereby to give an impetus to investment in travel industry for building up the tourist infra-structure.
- (4) To promote youth travel by constructing youth hostels.
- (5) To develop a training programme for building up a cadre of trained and qualified personnel for manning tourist services.
- (6) To open more promotional units abroad as well as to intensify publicity campaigns with the object of tapping the tourist potential of areas hitherto remaining un-exploited.

1.29. However, in view of the drastic reduction in the original Plan outlay, the scope of the Plan has been proportionately reduced. A copy of the revised Plan is given at Appendix II.

#### *U.N. Expert Study Team*

1.30. It has been stated that in order to formulate the plan proposals on a more scientific basis, it was decided to invite a U.N. Expert Study Team comprising a travel expert (with background of economics), a hotel expert and a tour-operator to conduct a survey of the tourist potentialities of the Country, and to advise the Government on the priorities in the development to be taken up for achieving the target of 6,00,000 tourists by 1973. Asked whether the Study Team has since been selected, the Committee have been informed during evidence that the United Nations accepted the proposal and had suggested a list of four or five people for the purpose. The Government was not satisfied with some of them, and the team was still being negotiated with the U.N. separately the U.N.E.S.C.O. had suggested associating a cultural tourism expert with the U.N. team which suggestion was accepted by Government. Accordingly the Director-General of Tourism interviewed a UNESCO expert on cultural tourism who was accepted. He is now going round the country and would submit his Report by the end of March or early April, 1969. The total expenditure involved on his visit would be about Rs. 25,000.

1.31. The Committee note that there was no separate provision for the development of tourism in the First Five Year Plan. They are concerned to observe that there have been heavy shortfalls in expenditure on development of tourism during the Second and Third Plan periods both in the Central and State Sectors. Out of a total provision of Rs. 336.38 lakhs and Rs. 800 lakhs in both sectors, the

extent of shortfall was of the order of Rs. 115 lakhs and Rs. 289.55 lakhs respectively i.e. about 34% and 37.4% during the two plan periods. In the Central sector the shortfall amounted to Rs. 71 lakhs and Rs. 204.88 lakhs and in the State Sector to Rs. 44 lakhs and Rs. 84.67 lakhs respectively. The expenditure on Part I schemes which are wholly financed and executed by the Centre was Rs. 37.46 lakhs out of a provision of Rs. 83.50 lakhs during Second Plan and Rs. 97.41 lakhs out of a provision of Rs. 292 lakhs during the Third Plan period. Thus the percentage of utilisation of funds on Part I schemes which was about 51% during the Third Plan. It is also significant to note that out of 193 schemes proposed to be completed during the Second Plan, only 87 were completed during that period. The position of utilisation of funds has not improved subsequently i.e. during 1966-67, 1967-68 and 1968-69. The Committee are very much perturbed at the non-utilisation of funds in this vital sector during the successive plan periods as this has affected adversely the provision of much needed facilities for the tourists in the country. They are unable to appreciate why the factors which impeded the utilisation of funds during the Second Plan were not identified and remedied well in time so as to enable full utilisation of funds during the Third Plan period and thereafter. It clearly indicates that during all these years, development of tourism so vital for the economy of the country was not given the priority and importance that it deserved.

1.32. The Committee note that the total outlay for development of tourism during the Fourth Five Year Plan has been reduced from Rs. 40.35 crores to Rs. 25 crores by the Planning Commission. The Committee would therefore like Government to ensure that this financial provision is fully utilised on judiciously selected schemes which would help in attracting the largest number of tourists in the country. These schemes should be formulated after detailed scrutiny in the light of past experience and should be executed expeditiously. The Committee are informed that at present a UNESCO expert is going round the country to conduct a survey of tourist potentialities and to advise the Government on the development schemes to be taken up during the Fourth Plan period and that he would submit his report shortly. The Committee urge that expeditious measures should be taken to finalise the tourism development schemes to be taken up during the Fourth Plan period in the light of the expert's report so that work on the schemes could be started without loss of time.

1.33. The Committee further recommend that corrective measures to streamline the procedures and the working of the Department of tourism should be taken up so that the factors which hampered the

progress of schemes during the Second and Third Plan periods are eliminated.

#### D. Tourist Potential and Performance

##### *Trend of tourist traffic in India.*

1.34. The total number of tourists who visited India from 1960 to 1967 have been stated to be as follows:—

Year	No. of Tourists	Percentage increase over previous year.
1960 . . . . .	1,23,095	..
1961 . . . . .	1,39,804	13·6
1962 . . . . .	1,34,360	—3·9
1963 . . . . .	1,40,821	4·8
1964 . . . . .	1,56,673	11·3
1965 . . . . .	1,47,900	—5·6
1966 . . . . .	1,59,603	7·9
1967 . . . . .	1,79,565	12·5

1.35. The tourist arrivals in India constituted 0·12% of the world tourist traffic in 1966 and 0·13% during 1967. While the growth of international tourist traffic during 1966 and 1967 was 13% and 7% respectively, the growth rate of tourist traffic in India was 7·9% in 1966 and 12·5% in 1967.

1.36. India's share per annum in the total world turnover from tourism during the last ten years has been stated to be as follows:—

Year	World earnings (Rs. crores)	India's earnings (Rs. crores)	India's earnings as percentage of world's earnings
1	2	3	4
1958 . . . . .	2,588·28	17·46	0·67
1959 . . . . .	2,777·33	19·14	0·69

1	2	3	4
1960	3,249·95	20·56	0·63
1961	3,459·90	18·49	0·53
1962	3,812·83	19·62	0·51
1963	4,175·25	20·56	0·49
1964	4,776·60	23·00	0·48
1965	5,554·18	21·59	0·39
1966	8,043·35	22·61	0·28
1967	10,597·50	25·23	0·24

*Trend of tourist traffic in the world*

1.37. The number of tourists/visitors to same countries during the years 1965 and 1966 have been stated to be as follows:—

S. No.	Country	1965	1966	Change%
1	Ceylon	19·781	18·969	-4·1
2	China (Republic of)	133·666	182·948	36·9
3	France	11,100·000	1,1800·000	6·3
4	Hong Kong	406·508	458·238	12·7
5	India	147·900	159·603	7·9
6	Italy	11,100·000	12,700·000	14·4
7	Japan	366·649	438·937	18·1
8	Malaysia	23·255	45·914	97·7
9	Phillippines	84·015	101·695	21·0
10	Singapore	98·481	128·670	30·7
11	Spain	12,259·089	15,835·337	29·2
12	Switzerland	5,700·533	5,936·834	4·1
13	Thailand	225·025	285·117	26·7

1.38. The number of tourists/visitors to India and some of the neighbouring countries from 1963 to 1967, as published by the International Union of Official Travel Organisation (IUOTO) are stated to be as follows:—

Countries	1963	1964	1965	1966	1967
Afghanistan	3542	NP	10539	23413	NP
Burma	NP	NP	NP	NP	NP
Ceylon	19214	19700	19781	18969	NP
India	140821	156673	147900	159603	179565
Iran	NP	120732	135876	181498	204629
Malaysia	26865	24754	23225	NP	NP
Nepal	7275	9526	9388	NP	NP
Pakistan	41231	75681	73691	77482	NP
Thailand	195076	211924	225025	285117	NP

(NP = Not printed in IUOTO publication)

1.39. It may be seen from the above table that Thailand has welcomed a considerably larger number of tourists than India, and in the case of Iran, the results are also very significant, starting well behind India they are now well ahead.

1.40. It has been stated that more than 138 million foreign tourists arrivals were recorded in 1967 in different countries of the world. This represented a growth of more than 7 per cent. over the tourist arrivals of 129.3 million during the previous year. In 1966 the growth of international tourist arrivals on a world-wide basis was slightly above the annual average growth recorded in the previous ten years (11%). This tourist traffic meant, to the receiving countries, 14 billion dollars worth of international tourist receipts which was a sum 8 per cent higher than in 1966 (\$13.2 billion). The earnings of 1966 were 12 per cent above the 1965 total of \$11.8 billion.\* Some

\*These totals exclude receipt from international fare payments and receipts from domestic tourism.



political and economic events which occurred in certain countries and regions of the world were the cause of a slight fall in the rate of growth of tourist movements in 1967. The regions directly affected by such events experienced this fall. The repercussions, however, were felt in several other regions. Thus in Africa, Europe and the Middle East, the annual rate of growth was not as high as that experienced during the previous year. However, this slight slowing of the rate was more than compensated by the continued growth of international tourism in the American continent Asia and in the countries of the Pacific.

*Adequacy of the measures taken so far.*

1.41. Asked whether the measures hitherto taken by India to boost foreign tourist traffic have been adequate, it has been stated in a note furnished to the Committee that the measures so far taken to boost tourism are far short of what is necessary to tap the potential to the full. The main handicaps have been the limitation of resources by way of personnel and finances. Since India is nearly half way across the world from North America, the initial cost of travel to get to India is very high. IATA fare structures covering travel to India are not as favourable as those covering other regions. The promotional campaigns have, therefore, not only to be related to the thinly scattered markets which can afford such travel but have also to overcome the initial resistance to travel to a far-off destination. Rapid promotion of tourism to India is also dependent on facilities available within the country, i.e., suitable hotel accommodation at all the places of tourist interest, efficient air and inland transport facilities and proper development of places of tourist interest.

1.42. Within the limited resources made available at present for advertising and promotional work, the Department makes every effort to reach the likely prospects for travel to this country. Foreign travel writers and photographers are regularly invited to visit India as guests in return for free publicity. However, there is considerable room for better coordination in the handling of the guests of the Department. This is a sphere where the returns are immediate and many times more than the investment.

1.43. Highly selective media are used to reach the widely scattered prime audience consisting mostly of affluent families who have the time and money to travel to India or around the world.

1.44. It has also been tried to ensure that the publicity material is of the highest standard, comparable with the material produced by competing organisations, but attempts have been seriously handicapped by shortage of personnel.

1.45. The information service is also sadly inadequate in its efforts to give up-to-date information to tourists. Being a non-commercial organisation, the main function of the Department is in fact to give tourist information of available facilities. Even in this basic matter, the resources made available to the Department are far short of the minimum requirements. Complaints of incorrect information are frequent and need attention on a priority basis.

1.46. So far as 'transit traffic' is concerned, various measures have been taken and contemplated to increase the flow of transitting traffic through India as well as increase their stay in the country. However, until the air fares to India by scheduled services are not made sufficiently attractive to induce a large percentage of middle income group tourist to visit India, the transitting round-the-world traffic will continue to be limited to a small segment which can afford high fares. As regards the transitting charter traffic, the Government of India at the instance of the Department of Tourism has recently decided to permit to extent the lay-over period of transit charters from 6 to 21 days. This facility will enable tour promoters in other countries to extend the period of stay in India of the charter groups before proceeding to their final destination.

1.47. However, the Pacific Visitors Survey conducted by the Travel Research International, Inc., U.S.A. for the Pacific Area Travel Association, etc., found that, "Tourists have definite favourable and unfavourable impression of the places they have visited, which vary sharply from place to place. The most favourably rated Pacific destinations according to actual tourists are Australia, Hawaii, Hong Kong, Japan, New Zealand and Thailand. On the other hand, certain currently popular Pacific destinations, e.g., India, the Phillippines and Singapore appear vulnerable to loss of popularity unless certain unfavourable conditions are changed and/or different promotional appeals are used."

*Targets*

1.48. The projections of tourist arrivals in India from 1968 to 1973 have been stated to be as follows:—

Year	Total No. of Tourists.	Percentage Increase over previous year
1968	2,19,410	22.2
1969	2,68,360	22.3
1970	3,28,550	22.4
1971	4,02,580	22.5
1972	4,90,690	21.9
1973	6,05,940	23.5

1.49. In a note submitted to the Committee it has been stated that the projections of traffic are always difficult. It has, therefore, been done in three ways; firstly projections on the basis of existing patterns and a reasonable expectation of growth, which gives India roughly 3,80,000 by 1973, secondly a projection based on the figure of 6,90,000 tourists set up by the Minister for achievement by the Tourist Department by 1973 and thirdly a projection based on the study made by the Boeing Company for the Pacific area, but relating the projection to India as well which gives a figure of roughly 4,60,000 by 1973.

1.50. The studies also show that a vast majority of tourists come from three main regions: North America, Western Europe and East Asia. There has also been a considerable increase in the flow of tourists from West Asia and Australia but the South America and Eastern Europe have not provided much traffic; and on the basis of existing experience it seems likely to provide traffic only if vigorous efforts are made or special payment arrangements are arrived at. It is always difficult to assess the impact of work done, in a field as diffused and rational as tourism but a study of the completed schemes will show that India has barely scratched the surface of the major problems of developing tourism in the country; and also that, to some extent, more has been done for domestic tourists than for foreign tourists.

1.51. The Committee have been informed during evidence that the actual number of tourists who visited India in 1968 was 1,88,820. In reply to a further question, the representative of the Ministry stated, "The annual targets were arrived at purely on the basis of the figures which we would like to achieve and also on the basis of what is possible to achieve, taking into account one's own organisational capacity and also the tourist potentiality from countries outside India. I am afraid that the investment that we thought would be necessary to achieve this target has not been possible for the Planning Commission to allot to our Ministry. So on the basis of the funds that are likely to be allotted for this we would have to reduce these targets very drastically."

1.52. The projected figures of the tourists arrivals on the existing pattern of growth is worked out at about 3,80,000 tourists by 1973, the actual target set by Tourist Department is much higher viz., 6,00,000 tourists. This has been with a view to stimulate all concerned to a much greater effort in developing and promoting tourism to the country.

1.53. In a note submitted to the Committee it has been stated that, "We had this in mind when proposing an outlay of Rs. 84.76 crores for the Tourist Plan. The Planning Group of the Ministry, however, recommended an outlay of Rs. 40.34 crores to the Planning Commission. The later in turn cut it down to Rs. 25 crores due to stringent resources position. In view of this drastic reduction in the original Plan outlay, the scope of the Plan has been proportionately reduced. This will also entail recasting of the projected growth in tourist arrivals by 1973 as the volume of traffic is definitely proportionate to the facilities that we can provide for tourists in the country.

1.54. The Committee need hardly point out that few countries in the World offer such a wide range of attraction to the tourists as compared to India. They are, however, unhappy to note the slow progress in the development of tourism in the country as is evidence from the fact that the total arrivals in India constituted 0.12 per cent only of the World tourist traffic in 1966 and 0.13 per cent only in 1967. In terms of money while the total World turn-over from tourism increased from Rs. 2,588.28 crores in 1958 to Rs. 10,597.50 crores in 1967, India's share increased from Rs. 17.46 crores in 1958 to Rs. 25.23 crores only in 1967. That means, whereas the total world turn-over increased by 24.42 per cent during 1958 to 1967, India's share decreased from 0.67 per cent in 1958 to 0.24 per cent in 1967. On the other hand, the Committee note that countries like Iran, Malaysia, Japan, Singapore, Thailand etc. have

made rapid progress in developing tourism. The Committee cannot help concluding that the performance has been unimpressive and that adequate attention has not been paid towards the development of tourism. The Committee also consider the target of attracting 6,00,000 tourists by 1973 as too ambitious. Even the target of attracting 2,19,410 tourists by 1968 could not be achieved as only 1,88,820 tourists have visited India in that year. The Committee do not think that it will be possible to achieve the target set for 1973 unless vigorous and concerted efforts are made by the Central and State Governments and local bodies and the economic importance of tourism realised by all concerned.

## II

### ORGANISATIONAL SET-UP

#### A. Tourist Development Council

2.1. The Tourist Development Council is the principal advisory body at the national level. It was first set-up in 1958 under the then Department of Tourism, Ministry of Transport and Communications (*vide* Resolutions No. 3—TT(14)/57, dated the 27th February, 1958).

2.2. The Council is presided over by the Minister of Tourism and Civil Aviation and consists of Minister incharge of tourism in the States, representatives of travel trade and other agencies connected with tourism, representatives of certain Central Government Departments and Union Territories, 9 Members of Parliament and 9 Members of public. The present composition of the Council may be seen at Appendix III.

2.3. The main function of the Council is to recommend measures necessary for promotion of tourist traffic to India from other countries and from one part of the country to another. The recommendations of the Council relate to augmentation of accommodation, transport and communication facility, entertainment and recreation facility, formulation of plans and schemes, minimising of nuisance created by beggars, touts, hawkers, by setting up a tourist police force and encouragement of youth travel and construction of holidays camps, declaration of tourism as an export industry with incentives to be taken as in case of other export industries.

2.4. The Council normally meets once a year. So far it has held 12 meetings.

2.5. The Committee are glad that the Tourist Development Council has been evolved and set up as the principal advisory body for the promotion and development of tourism at the national level. They consider that the association of Ministers in-charge of tourism in the States as Members of the Council is an ideal arrangement as the States have a vital role to play in the development and promotion of tourism in the country. The Committee trust that the recommendations of this high-powered body which meets only once a year, are processed and implemented expeditiously.

## B. Organisational set-up

### *Department of Tourism.*

2.6. It has been stated that a separate Tourist Traffic Branch was created for the first time in 1949 in the Ministry of Transport as a result of the recommendations made by the Sargent Committee. Over the years it has grown into a full-fledged department known as the Department of Tourism. In 1967, the Ministry of Transport and Aviation was reorganised and from 13th March, 1967 the new Ministry of Tourism and Civil Aviation was formed. The Department of Tourism is an attached non-participating office of the Ministry of Tourism and Civil Aviation and is headed by the Director General of Tourism, who was an *ex-officio* status of Joint Secretary to the Government of India. Although an Attached Office, the Department is both a policy making and an executive organisation and corresponds directly with other Ministries and Departments of the Central Government and State Governments.

2.7. The activities of this Department fall under the following broad heads:—

- (a) Publicity at home and abroad.
- (b) Attending to enquiries in India and abroad from tourist, tour operators, travel agents and rendering necessary assistance to them.
- (c) Development of tourist infrastructure and facilities either directly or in cooperation with other ministries of the Central and State Governments.
- (d) Regulation of activities of various segments of travel trade.
- (e) Cooperation with international travel and tourist organisations at Government and non-Government level.
- (f) Compilation of statistics and market research in respect of tourist traffic in India.

2.8. The Department has 6 main Branches viz. Hotels, Travel Trade, Publicity and Promotion, Planning and Coordination, Research and Statistics and Administration. There is also a Secretariat Cell in the Department of Tourism to look after the establishment, administration, house-keeping, O & M Vigilance, Security and Welfare matters etc.

2.9. The Department of Tourism functions through a chain of tourist offices both in India and abroad.

2.10. The Department has 10 Tourist Offices in India, 4 of which are at major ports of entry in Delhi, Bombay, Calcutta and Madras and were established in 1950-51. The remaining 6 sub-offices are functioning at focal points of tourist interest in Agra, Aurangabad, Varanasi, Cochin, Jaipur and Jammu. It has already been decided to open a Tourist Office in Srinagar which is expected to start functioning shortly. These offices work in close collaboration with the State Governments, travel agents, hoteliers and carriers.

2.11. The Department of Tourism has set up 9 tourist offices overseas at New York, San Francisco, Chicago, Toronto, London, Paris, Frankfurt, Sydney and Tokyo. A start was made in December, 1952 with the opening of Tourist office in New York. In view of the large volume of traffic emanating from the United States of America, another office was established in that country (in San Francisco) in May, 1955. Three offices in Europe—one each in London, Paris and Frankfurt started functioning in May, 1955, February 1956 and May, 1957 respectively. A temporary tourist office opened at Melbourne in 1956 is now functioning on a regular basis at Sydney. To stimulate the tourist traffic from the Western Hemisphere and to remove pressure on the two offices in New York and San Francisco, it was proposed in 1959 to establish one more office in United State and one in Canada. The office in Canada was opened in Toronto in May, 1960, and the Tourist office at Chicago was opened in 1964, as sub-office of the New York office. In the same year an office was opened in Tokyo. The Tourist office, at New York, in view of its importance, was up-graded, with a Regional Director (in Deputy Director-General's grade) as its head, in October, 1966. The overseas offices are the direct links between main tourist organisation in India and the travelling public.

2.12. The organisational chart of the Department of Tourism is given at Appendix IV.

2.13. The Committee desired to know the achievements of the Department of Tourism since the establishment of a separate Ministry of Tourism and Civil Aviation. In a note furnished to the Committee, it has been stated that the Ministry of Tourism and Civil Aviation has not yet been in existence for two years, so it is difficult to give a real estimate of its achievements. Two obvious advantages have flown from the creation of this Ministry, first there is very much greater understanding between the main elements involved in dealing with tourists, the Tourist Department, in Air India, Indian Airlines and the Civil Aviation Department. The obvious advantage of linking Meteorology with this is immediately apparent. Secondly it has brought the tourist view into the highest



deliberations at the Cabinet level, and also has brought home to the country as a whole and the State Governments in particular the importance of tourism. However, it still lags far behind proper understanding of the immense possibilities of direct economic growth and financial benefit from taxes from tourism both domestic and foreign.

2.14. A few achievements are illustrated below:—

- (1) Direct co-ordination on plan projections and finances for facilities and equipment with increasingly effective co-operation between Tourism and the Civil Aviation Department, Air India and Indian Airlines, so that there is general improvement all round, particularly conspicuous at Palam airport.
- (2) The development of an entirely new approach to tourist publicity materials by which all development work is done by the most creative people available in the top advertising agencies. The results are apparent in advertisements prepared by the Department and the new generation of tourist publicity material.
- (3) The transfer to the Tourism Ministry of all public sector hotels hitherto in the Works and Housing Ministry and Cabinet's agreement to the merger into one Corporation—Indian Tourism Development Corporation—of the Ashoka Hotels and the Janpath Hotels Ltd., to achieve maximum economy and efficiency in the training and utilisation of personnel and management.
- (4) The development of a new cooperative concept with Air India in Europe on an experimental measure so that instead of two outlets in Paris and Frankfurt, there are now 26 Sales Offices of Air India and tourist outlets in Geneva and Brussels with additional ones planned for Stockholm and Milan. The significant factor is that Air India now makes a major effort to promote India whereas previously greater emphasis was on selling transportation.
- (5) The gradual development and extension of a more realistic attitude on the part of Air India to charters which though still limited to 52 charters a year, has allowed the removal of certain restrictive elements in the rules.

2.15. Asked whether the present organisational set-up of the Department was adequate for its smooth and efficient functioning, the Committee have been informed that:—

“It is the considered view of the Department that the present organisational set up has in the past decade proved that it is not properly equipped to handle an area as potentially vital to the national economy as tourism. The question of re-organising the structure has been discussed in many aspects without finding a really satisfactory formula. However, as the commercial aspects seem to have predominant priority, the India Tourism Development Corporation has been completely reoriented and so organised as to ensure that progressively the overall purely commercial aspects show a profit.

“The promotional side has benefitted from this re-organisation but as the operations are not directly profit-giving, the Department finds itself as a subordinate Office, sandwiched between the Secretariat aspect in the Ministry and the Finance side through its Financial Adviser. Various aspects are being considered to give the whole operation greater independence and bring to it the type of commercial orientation it should have in terms of commercial development and selling of India as a tourist centre and a tourist destination. Simultaneously, it is desired to involve, to a greater measure, the commercial elements who benefit most directly from tourism such as hotels, travel agents, transport operators etc., and with this in mind, some sort of a cess on their turnover provides potential additional funds to the sadly inadequate resources now at the disposal of the Department.”

2.16. It has been stated in a Memorandum submitted to the Committee that the Department of Tourism should be strengthened and enlarged and also made more powerful. Also greater responsibility and greater reliance should be placed by the Governmental machinery on the suggestions and advice given by the Department of Tourism on matters of tourism. Another leading Association has suggested to the Committee that a strong tourism consciousness at all levels in the Central Government, the State Governments and the local administrations is necessary so that tourism projects are given top priority and the vast potentialities of tourism for solving the foreign exchange problems of the country and boosting the national economy are taken full advantage of.

2.17. The representative of the Department of Tourism informed the Committee during evidence that "We are the richest country in tourist potential and the biggest in Asia and we have to have adequate staff to carry on this stupendous task. It is a colossal job and a very great deal more remains to be done and needs to be done." He further stated that "We are trying to build up the organisation adequate to the task in hand. Recently we have made some strides. We have asked the Institute of Public Administration to have a look. They will say what minimum organisation will be necessary for the task in hand." Asked whether the Department was getting right type of people for serving the Department, the representative of the Department of Tourism stated that the framework in which the material was coming forward was below the calibre required for a predominantly commercially action-oriented operation like promotion of tourism. In reply to a question, he stated that all recruitment was done through UPSC.

#### *Staff Inspection Unit*

2.18. It has been stated that the Staff Inspection of the Department of Tourism (Headquarters) was carried out in February-June, 1967. The agreed conclusions as well as the statement showing the sanctioned, working and agreed staff strength may be seen at Appendix V.

#### *Proposals for creation of additional posts.*

2.19. The proposals for the creation of additional posts, as tentatively formulated by the Department of Tourism, may be seen at Appendix VI. It has been stated that "Actually our requirements are much more but, in view of the fact that the Plan allocation has been cut down from Rs. 1 crore to Rs. 50 lakhs, staff requirements have had to be proportionately curtailed."

2.20. The Committee welcome the creation of a separate Ministry of Tourism and Civil Aviation under the charge of a Cabinet Minister. They note the achievements of the Ministry since its inception about two years ago. The Committee, however, feel that Government has not yet realised fully the importance of tourism as is evident from the fact that the Department of Tourism has not even today an adequate organisational set-up to attend to the basic functions of developing tourism. The Committee would like it to be realised that the need of the hour it to create a strong tourism consciousness at all levels in the Central as well as State Govern-

ments, local administrations, the business community and the general public and for this purpose an effective and efficient organisation at the Centre has to be built up, so as to formulate well thought out proposals and policies for the development of tourism in the country and coordination and liaison with the State Governments. The Committee would also like the Government to ensure that people of right calibre are selected to man the Department of Tourism, which has to perform predominantly commercial functions, as the efficiency of an organisation depends largely on its staff and structural soundness. The Committee suggest that Government should approach the Institute of Public Administration to give its Report about the organisational set-up of the Department of Tourism early so that steps could be taken to re-organise the Department, if necessary.

### C. Regional Tourist Offices in India

#### *Government of India Tourist Offices.*

2.21. It has been stated that the Department of Tourism has 10 Tourist Offices in India, 4 of which are at major posts of entry in Delhi Bombay, Calcutta and Madras and the remaining 6 are functioning at focal points of tourist interest in Agra, Aurangabad, Varanasi, Cochin, Jaipur and Jammu. It has also been decided to open a Tourist Office in Srinagar.

of non-financial nature to them. These offices also help the Depart-

2.22. The Tourist Offices in India furnish information to the tourists regarding travel and tourist attractions in India and render assistance of non-financial nature to them. These offices also help the Department in exercising some measure of control over various segments of travel trade and try to ensure that the foreign tourists get various services at reasonable cost and are not inconvenienced in any way during their period of stay in India.

2.23. The details of the functions of the Tourist Offices have been stated to be as follows:—

- (1) Attending to personal and postal enquiries of Indian and foreign tourists. In the case of personal enquiries in addition to office counters, there are counters at Airports, Seaports, Hotels, Railway Stations and Other important tourist centres (Khajuraho). Airport Counters generally work round the clock, irrespective of holidays.
- (2) Collecting and compiling of detailed upto-date information for dissemination to tourists.

- (3) Preparation of cyclostyled handouts for distribution amongst tourists.
- (4) Checking information on printed hand-outs and making corrections from time to time wherever necessary.
- (5) Assistance in expeditions clearance through formalities of tourists arriving by Air and Sea.
- (6) Issue of Liquor permits, Tourist Introduction cards, Railway Concession forms etc.
- (7) Making various arrangements for Departmental guests consisting of travel agents, writers, VIPs etc. including booking of accommodation, airline seats, arrangements for sightseeing, transport, entertainment, visit to Travel Agents, Hotels, etc.
- (8) Rendering non-financial assistance to important tourist groups, individual tourists, travel writers, publicists, journalists, etc. who are on tour of India.
- (9) Publicity and tourist promotion/propaganda by contributing articles to the Press and travel magazines, loaning of photographers of tourist centres, organising film shows, talks on radio, lectures at club meetings etc.
- (10) Taking up problems of the various sections of the Travel trade in order to ensure that tourists leave India happy. This involves liaison with various Central and State Government Departments.
- (11) Enquiring into the complaints of tourists against shopkeepers, Taxi Drivers etc. and getting them refunds where necessary.
- (12) Arranging accommodation for tourists in hotels, paying Guest accommodation etc.
- (13) To liaise with the Archaeological Department, State Government Tourist Departments and other local bodies for the maintenance and improvement of tourist facilities.
- (14) Arranging regular film-shows at Airports where a large number of tourists see the film every day.
- (15) Distribution of tourist literature to Travel Agencies, Hotel counters, airlines etc. as also publicising tourist centres through posters, displays at focal points etc.
- (16) Allotting guides on a rotation basis everyday for tourists and travel agencies, supervision of the quality of the ser-

vice rendered by guides, and conducting periodical guide-training courses.

- (17) Inspection of hotels from time to time, screening shops, shikar agencies, travel agencies and car operators for approval, and generally supervising the services of all branches of the travel trade.
- (18) Organising special programmes for tourist cruise ships such as cultural shows, fashion shows, magic shows, rangoli demonstrations, puppet shows etc. Sightseeing tours of tourists from these ships are also arranged.
- (19) Arranging "Meet-the-people" programmes and Indian home visits for foreign tourists.
- (20) Assisting foreign journalists, TV and radio publicists, film producers etc. in getting facilities so that this Department gets maximum publicity abroad through such media.
- (21) Publicity amongst tourists for sale of Indian stamps and coins, introducing tourist to Indian Art, Indian Cuisine etc.
- (22) Maintaining a statistical section which compiles statistics for all-India compilation at Delhi.
- (23) Promotion of sightseeing tours and inducing tour operators or agents to start new tours where necessary.
- (24) Supervision over the working of Tourist Bungalows/Canteens etc. put up by Department of Tourism.
- (25) Special items of work and programmes such as PATA Conference in Delhi in 1966, I.T.Y. celebrations 1967, including active participation in Industrial fair in Madras 1968; UNCTAD Conference held in Delhi which required special attention of the Tourist Department.

2.24. The total number of enquiries handled by these tourist Offices during each of the last three years have been stated to be as follows:—

Year	Postal enquiries	Personal enquiries
1965-66	8,371	1,22,134
1966-67	11,650	1,24,815
1967-68	19,700	1,69,866

### *State Governments' Tourist Office*

2.25. The Committee have been informed that almost all the State Governments have their own Tourist Offices at various places in the respective States. Both the Government of India Department of tourism and the respective State Governments have fullfledged Tourist Offices at Banaras, Jaipur, Agra, Jammu. Previously, Government of India had offices at a number of the other places in the country also, e.g., Darjeeling, Ootacummund, Bhopal, Bangalore, Bhubaneshwar, Simla. These were, however, closed as it was felt that the functions of these offices could be adequately performed by the State Government tourist organisations.

2.26. The Committee desired to know as to how duplication was avoided between the Government of India and State Government Tourist Offices. In a note furnished to the Committee, it has been stated that at present while the Central Government Offices give information to tourists both foreign and Indian on an all-India basis, the State Government Tourist Offices, wherever they exist, mostly give information of a local nature. It is felt that if at important places, a joint office could be set up where information of both local and all-India interest would be available under one roof, it would be conducive to both economy and convenience. This point was discussed in the Officers Meeting held on the occasion of the last Tourist Development Council session. The problem of administrative coordination is likely to present difficulties. It is proposed to evolve a workable pattern by means of personal discussions with the State Directors of Tourism.

2.27. The Committee enquired whether the question of opening Central offices in each State capital had been considered by Government. They have been informed during evidence that under the original allocations for the Fourth Five Year Plan, it had been proposed to locate the Central Tourist Offices in each one of the State capitals. As the allocations has been cut by 50 per cent, the matter is being reconsidered whether priority could be given to this work and whether these offices could be set up at least in the main tourist oriented State capitals, if not in all the State capitals.

2.28. The Committee feel that since the State Governments are mainly responsible for the development of tourism in their areas, it is but natural that the main effort to provide facilities for the development of tourism have to be made by them and it is for them to strengthen their organisation at various places of tourist interest

in their region. The Committee, however, consider that the Central Department of Tourism should maintain closest liaison and coordination with the State Governments regarding the various schemes of tourism developments arrival of foreign and inter-State tourists, etc. and for this purpose it would be advantageous if Central Tourist Offices are located in the State Capitals in close proximity of the State Department of Tourism. Such an arrangement would also help in making the State Governments more tourist-minded, and thus in accelerating and expediting the development of tourism by them.

#### D. Tourist Offices abroad

##### *Tourist Office abroad*

2.29. As has already been stated Overseas Tourists Offices have been established at New York, San Francisco, Chicago (sub-office of New York Office), Toronto, London, Paris, Frankfurt, Sydney and Tokyo. The sphere of activities of these Tourist Offices has been stated to be as follows:—

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S. No.	Name of Office	Sphere of Activity
1	New York	(a) All the States in U.S.A. except Alaska, Arizona, California, Colorado, Hawaii, Idaho, Kansas, Montana, Nebraska, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Dakota, Texas, Utah, Washington and Wyoming.  (b) Bermuda and the Caribbean.
2	Chicago (Sub-office of New York Tourist Office)	
3	San Francisco	(a) The States of Alaska, Arizona, California, Colorado, Hawaii, Idaho, Kansas, Montana, Nebraska, Nevada, New Mexico, North Dakota, Oklahoma, Oregon, South Dakota, Texas, Utah, Washington and Wyoming in the U. S. A..  (b) Cuam.  (c) Mexico.

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S. No.	Name of Office	Sphere of Activity
4	Toronto	Canada.
5	London	The United Kingdom, (including Northern Ireland), Eire, Denmark, Norway, Sweden and Finland.
6	Paris	France, Spain, Luxembourg, Belgium and Italy.
7	Frankfurt	West Germany, Austria, Switzerland, Holland, Yugoslavia and Greece.
8	Sydney	Australia, New Zealand and Fiji Islands.
9	Tokyo	Japan, Philippines and Hongkong.

2.30. The functions of overseas Tourist Offices are to establish and maintain continuous contacts with Travel Agents, Airlines, Shipping Companies, Heads of National Tourist Offices of other Governments, professional clubs e.g. Rotary Clubs, Lions Clubs and Women's Associations etc. and International Tourist Promotion Societies e.g. American Society of Travel Agents, (ASTA) Federation of International Travel Agencies (FIAV) and SKAL Club, tour promoters and travel writers, films and TV producers etc. Their functions also include publicity, Public relations, Tourist promotion and supply of information to the department about current trends in tourism in the area of their respective jurisdiction. Tourist Offices overseas organise wide spread publicity through TV and Radio without too much cost and participate in exhibitions and organise window displays. Film shows of tourist documentaries and other films of tourist interest are also organised. Besides this, these offices supervise the entire advertising programme of the year, answer numerous telephonic, postal and personal enquiries made by potential tourists for help in preparing their itineraries, prepare a monthly news letter, maintain a mailing list for the distribution of publicity literature in a scientific manner. As Public Relations Officers, they have to participate in a fairly large number of luncheons, cocktail parties, conferences etc. which offer tourist potential.

2.31. The Committee desired to know the basis on which the overseas offices have been established. In a note furnished to the Committee, it has been stated that the most effective way of developing tourist traffic from abroad is to establish direct links with the coun-

tries concerned by opening tourist offices there. Though the principal criterion for opening new overseas tourists offices to the number of tourists coming from the country concerned to India in the past few years, the following additional factors are also taken into consideration in this respect:—

- (i) the potentiality of the tourist market in that area.
- (ii) the spending capacity and travel consciousness of the population of the country.
- (iii) the need to develop a particular area from the foreign exchange point of view e.g. hard currency areas.
- (iv) The cultural and/or historic affinity between India and the country concerned. Such an affinity can be a great inducement to the tourists from such a country to visit India.
- (v) the importance of the place from the international tourism point of view. An office as such a place can persuade the transit tourists to include India in their itineraries.

2.32. It has further been stated that the performance of the overseas tourist offices is watched by the trend of the tourist inflow from necessary statistics as well as the adjoining areas. For this purpose, the necessary statistics are compiled by the Department. Periodical reports are also required to be sent to the Department by the Heads of these Tourist Offices.

2.33. Asked whether there are any proposals for opening overseas offices in other countries, it has been stated that a new tourist office with a small staff viz., one Assistant Director and one locally-based Secretary has been sanctioned for being set up at Mexico. It is expected to start functioning by the end of April, 1969. This office is intended to step up the inflow of tourists from Mexico and Latin American countries from which there appears to be a good potential. As a part of the Fourth Five Year Plan on Tourism, it was proposed to open a number of new offices abroad e.g. at Los Angeles, Bangkok, Singapore, Miami but owing to the drastic curtailment of the Plan provision it may not be possible to open more than one office during the Fourth Plan period.

2.34. Asked whether any manual giving the various entitlements to the officers posted in foreign countries has been brought out, it has been stated that the Department of Tourism has issued general instructions, with the concurrence of the Ministries of External Affairs and Finance, according to which the India-based offi-

cers/staff posted in the Government of India Tourist Offices abroad are given allowances and amenities as admissible to their counterparts in the I.F.S. (A) and I.F.S.(B) of the Ministry of External Affairs. Thus the orders regarding allowances, etc. e.g. Foreign Allowance, Representation Grant, outfit allowance, Travelling Allowance, Residential accommodation entitlement, medical facilities etc., which are issued by the Ministry of External Affairs from time to time in respect of the members of the I.F.S. and other staff posted in the Indian Missions/Posts abroad are automatically applicable to the officers/staff posted in the Tourist Offices abroad. The Ministry of External Affairs issue periodically manual of these instructions on the subject. In view of this position no separate manual has been brought out by the Department of Tourism for the guidance of the Tourist Offices overseas. The Tourist Offices function under the supervision of the Indian Mission/Post concerned and the latter's guidance in the administrative and financial matters is always available to them. However, for facility of quick reference, it is proposed to collate and compile the above mentioned orders, as applicable to the offices of the Tourist Department, in a booklet form and circulate these to the Tourist Offices.

**2.35. The Committee note that the Department of Tourism is at present maintaining Tourist Offices at New York, Chicago, San Francisco, Toronto, London, Paris, Frankfurt, Sydney and Tokyo and that a Tourist Office has been sanctioned for Mexico. They also understand that the Department of Tourism has entered into an agreement with Air-India for dovetailing joint promotional activities in continental Europe (excluding U.K.) for a period of one year with effect from 1st July, 1968. So far as the establishment of additional Tourist Offices abroad is concerned, the Committee recommend that this should be considered only after the results of joint promotional effort with Air India are fully known. Meanwhile endeavours, should be made to man the present Offices properly with suitable persons so as to make them more business-like.**

#### **E. Department of Tourism vis-a-vis Department Archaeology**

**2.36. The Committee desired to know the organisational set-up of the field staff looking after the ancient monuments and historical places in the Archaeological Department. In reply it has been stated that under the Archaeological Survey of India there are in all 10 circles, each under a Superintendent of Archaeology. In each circle the engineering staff consists of an Assistant Engineer, Conservation Assistants (Grade I & II) and other Supervisory staff engaged on actual repairs to monuments. The office of the Conservation Assistant is usually located at important archaeological centres so as to facilitate day-to-day maintenance of monuments. Ad-**

administratively, the monuments have been classified as A, B & C according to their all-India importance.

2.37. The Committee have been further informed that the Archaeological Survey staff posted at monuments are not trained as guides. But a trained guide is posted at Sarnath, Sanchi, Ajanta, Ellora, Agra (Taj) and Mahabalipuram. Guides licenced by the Tourist Department and the Archaeological Survey of India are also available at various other places such as Agra, Khajuraho, Jaipur, Varanasi, Aurangabad, Bombay, Madras, Cochin, Belur and Mysore.

2.38. Asked whether the approach roads to monuments are maintained satisfactorily, it has been stated in a note submitted to the Committee that the maintenance of approach roads to the monuments is the responsibility of State Governments. Inter-connecting pathways within the monument-complex are however maintained by the Archaeological Survey of India. These are maintained satisfactorily although there is scope for improvement.

2.39. In reply to a question, the representative of the Archaeological Survey of India stated during evidence that in the case of 11 monuments he wrote to the State Governments for the proper maintenance of approach roads. Out of these 11 cases, favourable response was received in 4 cases. The other cases were being followed up.

2.40. As regards the unsatisfactory and insanitary conditions prevailing in the ancient monuments, the Committee have been informed during evidence that the area protected by the Archaeological Survey was fenced. The areas surrounding the monuments were with the State Governments and they had to be approached for their proper upkeep. The representative of the Department of Tourism stated that the Department of Tourism was also in touch with the Department of Archaeological and after discussions with the Planning Commission, an amount of Rs. 40 lakhs from out of the funds of the Department of Tourism has been allocated for this purpose. The Department of Tourism has a vested interest in maintaining the monuments properly. In some cases, the Department of Tourism would try to improve the surroundings of the monuments in consultation with the State Governments. The representative of the Ministry mentioned that there had been a suggestion at the height level, that the work relating to the preservation of monuments and their immediate surroundings, which was at present being handled by the Archaeological Survey should be made over to the Department of Tourism. This matter was under consideration. However, the Ministry of Education has not yet been con-

sulted in the matter. The representative of the Archeological Survey, however, wondered as to which of the functions of the Department of Archeological Survey could be transferred to the Department of Tourism.

2.41. The Committee desired to know as to which of the functions of the Archeological Survey could be transferred to the Department of Tourism. In a note furnished to the Committee by the Department of Tourism, it has been stated that India has a unique position, until recently shared with China, of being the only country which has maintained a continuity in its cultural stream from pre-history to present times. China is now in the process of deliberately destroying this. In India it is endangered by more apathy and unconcern. Almost more damage has been done to the monuments by greedy Indians in the last decade than in the previous century. The Archeological Department has really done remarkable things, considering how much support and funds it has been denied, but apparently the purely cultural aspect does not weigh as much as the commercial aspect. Indian tourism's base is the country's rich and varied cultural heritage as reflected in the monumental structures scattered through the length and breadth of the country. Therefore, the Department of Tourism has the most direct stake in this. The immediate practical advantage of linking the maintenance aspect with the Tourist Department's interest seems clear. However, apart from the need for wholesale modernisation of the management and organisation of the Archeological Department, it would seem dangerous to split the intellectual and the cultural aspects. They are definitely interlinked. Once again, the Tourist Department has as much a stake in the academic aspect as in the monuments, because large groups of students and scholars can be brought into the country to visit archeological excavation sites, if they are properly developed and maintained. To illustrate the point, there are remarkable excavations at Lothal. This vital centre of the Mohenjodaro-Harappa culture is being advertised but there is nothing to see though there are plans to put up a museum for which the foundation stone was laid about a decade ago. And an even more exciting centre, virtually unknown, except to scholars, is being excavated at Kali Bangan where diggings below the Harappa ruins have established pre-Harappan foundations going back several hundred additional years. It is within easy distance of Delhi on an excellent road and could attract many people.

2.42. Another aspect is the need for publicity linked with the achievements of scholarly research. It is a matter of some amazement that very few of us think adequately about the wide horizons

of our past, which have yet to be opened to us, when in fact our scientific knowledge of our real antiquity only goes back less than half a century to the discoveries at Mohenjodaro and Harappa. Much sholarly work has been done but few significant papers have been produced. It seems clear that this knowledge must be brought out from the narrow circle of distinguished scholars into a wider arena, for knowledge of ourselves and for man's wider assessment of man himself.

2.43. As at present constituted, the Tourist Department is clearly not equipped to cope with this, but two things should obviously happen simultaneously: (i) All the personnel involved in archeology now should continue to handle what they are doing except that their operational base would be different, and (ii) an entirely new concept has to be evolved to link work with publication, and scholarly publications with production of material for the common man and for schools and colleges, and for the general public abroad, all of whom have an underlying interest in antiquities and in new discoveries on the pre-historic history of man.

2.44. The Committee are not satisfied with the way in which some of the ancient monuments are being maintained. Apart from the importance of properly maintaining these monuments from the tourist point of view, the Committee would like to impress upon the Government the importance of properly preserving and maintaining these monuments from the cultural and historical point of view as these monuments depict India's hoary past and are of immense value to the posterity.

2.45. So far as the question of transfer of some of the functions of Archaeological Survey of India to the Department of Tourism is concerned, the Committee appreciate the anxiety of the Department of Tourism regarding the proper maintainance of our ancient monuments which are the main attraction and base of Indian tourism. Nevertheless they feel that time is not yet ripe to do so in view of the fact that the organisational set up of the Department of Tourism is inadequate even to perform its own basic functions. This question may be considered later when the Department of Tourism is fully re-organised and is in a position to shoulder additional responsibilities. For the present, the Committee would like the Department of Tourism to work in close collaboration with the Archaeological Survey of India and the State Governments who are responsible for proper maintenance and preservation of the ancient monuments, and approach roads.

## F. Centre-State Coordination

2.46. It has been stated that according to the information with the Department of Tourism, Andhra Pradesh, Assam, Gujarat, Goa, Haryana, Kerala, Madras, Mysore, Orissa and Punjab do not have separate Departments of Tourism. The only States which have a separate Tourist Directorate are Bihar, Jammu and Kashmir, Rajasthan and West Bengal. The Department of Tourism has been pressing the State Governments independently and through the Tourist Development Council to establish a full-fledged Tourist Directorate headed by a full-time senior officer. The response from the State Governments, however, has been poor. Although many States have appointed officers at junior level to wholly look after tourist work, tourism at State level continues to be a part of either the Publicity and Information Department or General Administration Department or the Transport Department.

2.47. It has been further stated that the Tourist Development Council at its 12th meeting held in October, 1968 passed a resolution urging the State Governments to set up separate Departments of Tourism and to appoint a wholtime incumbent of sufficient seniority to the post. The Minister of Tourism and Civil Aviation wrote personal letters to the Chief Ministers requesting them for early implementation of the resolution. Most of the States from whom replies have been received have stated that the matter is being considered by them.

2.48. The Committee have been informed that for effecting better co-ordination with the State Governments, the Central Department of Tourism holds from time to time meetings with individual States to discuss Plan schemes, or on regional basis to initiate follow-up action on the recommendations of the Tourist Development Council. The latter had also recommended at its meeting held at New Delhi in October, 1968 that the State Governments should set up a State Tourist Development Committee to tackle problems relating to the development of Tourism in each State. The Union Minister for Tourism and Civil Aviation had also addressed the Governors/Chief Ministers of States|Union Territories in this matter in November, 1968. During the meeting of the Tourist Development Council, the Union Minister had emphasised that for the development of tourism, the basic work has got to be done by the State Governments, local bodies, corporations, municipalities and town committees.

2.49. It has been further stated that due to limited resources, both financial and personnel, the efforts of the Central Department of Tourism in developing and promoting tourism have perforce to be limited. Besides, it wields neither power nor authority to get things done. It can only urge and persuade other Central Ministries and Departments, State Governments, local bodies and travel trade to a greater effort, and where it is not directly involved in providing facilities, it can at best serve as a co-ordinating agency and a catalyst in setting standards and pace for the development and promotion of the tourism in the country.

2.50. In a memorandum submitted to the Committee, it has been stated that "all or most State Governments are today far behind the Central Government in their appreciation of the great benefits that international tourism could bring to the country and the various States and of the need to take positive measures to promote such tourism. The States do practically nothing to attract tourists and make their stay a comfortable and pleasant one. For instance, while India has unique scenic attractions, particularly in the form of ancient monuments, temples, caves, etc., the facilities and amenities available at such sites are usually totally inadequate and these places are often kept in a disgraceful state. Too often access roads are in a bad condition and the sites of the monuments themselves are left uncared for and devoid of the minimum facilities required by tourists. In contrast, in other countries both local Governments and Municipal authorities go out of their way to make access to such sites easy and comfortable, while the sites themselves are kept clean, in good repair and beautified wherever possible. In addition, where such sites are far from urban centres, adequate facilities such as restaurants, toilets, shops etc. are provided.

2.51. In another memorandum submitted to the Committee, it has been stated that there seems to be definitely a lack of understanding and coordination between the Centre and the State Organisation. It is observed that in spite of the existence of a Tourism Development Council, where Ministers from the various States and the Directors of Tourist Offices are present, the decisions taken by the highest national body are some times not implemented. It is therefore very essential that items relating to tourism particularly concerning international visitors the Centre should have a greater say whereas for the development of home tourism, the State Organisations may be left to their own resources and their own schemes, yet proper coordination is most essential.

2.52. The representative of the Ministry admitted during evidence that in certain States there might be lack of coordination but



by and large the Central and State Directorates of Tourism worked in close touch with one another.

2.53. In reply to a question, the representative of the Ministry stated that even though the States have an important role in developing tourism the Centre has to perform the main functions. Firstly the Centre has to come in to maintain liaison with the world outside. Then, there had to be uniformity of standards in various parts of the country. Then, the tourist potentiality of the country was almost unlimited. Some amount of investment could be made in some cases from the Central resources. The Tourism Development Corporation was doing that. That did not mean that there was no place for the State Corporations, because the need for investment in this field was very large. State resources could be supplemented by the Central resources. The Centre was not in any way usurping the powers or the functions of the States but trying to coordinate them and ensure uniformity.

2.54. The representative of the Department of Tourism added that in pursuance of a decision taken at the meeting of the Tourist Development Council held in Simla in 1967, a scheme to earmark the functions between the State Tourist Departments and the Central Tourist Department was being worked out. The State Tourist Department would provide detailed specific information about the State itself and the Central Tourist Department would provide information on places of all-India tourist interest.

2.55. **The Committee note that with the exception of four States viz. Bihar, Jammu and Kashmir, Rajasthan and West Bengal, none of the other States have as yet established full-fledged tourist Directorates. This seems to indicate that many States have not yet fully appreciated the importance of tourism and the potentialities of economic benefits that it brings to the States and the country as a whole. The Committee need hardly point out that tourism is essentially a cooperative undertaking in which the State Governments, local bodies, corporations municipalities, town committees, various sectors of travel trade as well as the general public have to join. In this task the State Governments have crucial role to play. The local bodies can be enthused for this work by the State Governments. The Committee therefore consider it essential that the State Government have well-organised tourist Directorates Departments to look after various matters relating to development of tourism in their areas. The Committee would also like the Central Tourist Department to involve the State Governments more and more in the various measures adopted for the development of tourism in the country.**

### III.

## PUBLICITY AND PROMOTION

### A. Budget provision for publicity

3.1. The statement below gives the estimates and actual expenditure on promotion of publicity during the last three years.

#### Statement

S. No.	Budget sub-head/primary head.	Original estimates	Revised estimates	Actual expenditure
1	2	3	4	5
1	1965-66			
	B 1(1)(1)(5) Development & Promotion of Tourist Publicity.	43,75,000	42,70,400	41,59,162
2	1966-67			
	B-1(1)(5) Development and Promotion of Tourist Publicity.	60,50,000	83,25,000	75,71,941
3	1967-68			
	A-1(4) Development & Promotion of Tourist Publicity	1,10,00,000	1,01,00,000	98,94,401

3.2. The Foreign Exchange element in the Budget Estimates was allocated as follows for advertising overseas:—

Name of the Office	1965-66 (Budget Provision Rs. 31	1966-67 (Rs. 48.50 (lakhs)	1967-68 (Rs. 60.00 (lakhs)
1	2	3	4
New York	Rs. 13.00 1.75	Rs. 20.65 2.62	Rs. 29.00 3.00

1	2	3	4
	Rs.	Rs.	Rs.
San Francisco . . . . .	0·17	0·25	0·47
Chicago . . . . .	0·10	0·15	0·35
Toronto . . . . .	2·00	3·00	3·50
London . . . . .	3·10	5·00	5·50
Paris . . . . .	3·10	5·00	5·00
Frankfurt . . . . .	3·10	5·00	5·00
Sydney . . . . .	2·25	3·37	3·50
Tokyo . . . . .	2·00	3·00	3·50
<i>Indian Mission</i>			
Beirut . . . . .	0·17	0·17	0·12
TOTAL :	30·74	48·21	58·94

### B. Publicity Abroad

3.3. Tourism features prominently as a major item in the statistics of International trade and payment. Large sums are being spent by different countries to attract more and more tourists. A good proportion of this expenditure is on publicity at home and abroad in areas from which there is the maximum possibility of attracting tourists. The important aspect of publicity for the promotion of tourism is the creation of an interest in the country and its people. To attract tourists it is necessary to acquaint him with various facilities that would be available to him and a rough estimate of cost involved in making use of these facilities. The normal information sought would be--

- (i) the places of tourist interest;
- (ii) the modes of transport available;
- (iii) the accommodation facilities;
- (iv) the type of climate and the nature of clothing required;

(v) rough estimate of expenditure; and

(vi) special features of interest.

To disseminate this information there are various ways of publicity. There are the traditional modes of promotion by Press, through the radios and televisions as these abroad have their own value which have to be stepped up. There is also importance of inviting photographers travel agents and travel writers from different parts of the world to come to India and write about India in the important travel magazines. If more pictures are seen and more written about India, a great deal of goodwill will be created abroad. Further, the publicity should be simple and attractive to permit of wide and easy dissemination and it must bear absolute fidelity of facts, as they are.

3.4. The way in which the Rs. 11,250 crores\* worth of travel dollars are spent can in a large measure be influenced by travel promotion. The would-be tourist wants to be assured that he has chosen the right destination. He wants to know what is unique about it, how he can get there, where he can stay and what he can see or do once he is there. Broad currents of international politics and general economic conditions also effect the tourist's choice. Riots, famine and war can create currents that divert the tourist's course elsewhere unless the publicity is deftly handled. Discounts in air fares, off-season benefits, economy packages and shopping bargains cannot be exploited without well-timed publicity. Hence publicity plays the most important role in the promotion of tourism.

3.5. It has been stated that "the broad objective is the target of six lakhs tourists by 1973. To achieve this, it has been attempted to reorientate the publicity overseas with a view to endowing India with the image of a truly different vacation goal. At the same time, the need has been realised to prepare the visitor for the confusion and for the difference in economic conditions he is bound to experience so that he is insulated against the initial 'shock'. References to the exotic and the mystic are therefore being tied in with mention of basic needs and comforts, low costs and shopping bargains. It would be futile to compete in the direction of other tourist destinations such as Tokyo, Hong Kong, Bangkok or Hawaii because such publicity would carry little conviction for India. India has a wealth of other attractions she can exploit to greater advantage. There is an unrivalled tourist potential in the variety of climates, traditions, customs and infinite diversity with the bondage of cultural unity through the ages."

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\*In 1967, an estimated 15 billion dollars (Rs. 11,250 crores) was spent on travel all over the world.

3.6. The Committee realize the need for a vigorous promotional approach abroad, if we are not to lag behind others in the race for attracting overseas tourists to India. The problem is to present to the world a new image of India and to counter-act the adverse image created due to reports of famines, floods and other difficulties in India. In our publicity campaign, stress should be laid on the low cost of travel within India and on highlighting the positive aspects, the beautiful natural scenery, our monuments and the fact that the people in this country have colourful festivals, songs, music, drama and dance. Effort should be made to project a composite image of the country and for this purpose the department should use the media of Press, Radio and Television, Travel agents and Travel Writers. The diplomatic missions abroad should also be approached to assist in producing special tourist literature for various parts of the world in different languages in order that the country's image gets projected abroad. The Committee suggest that publicity campaign should be intensified with the object of tapping new markets hitherto neglected e.g. South East Asia which has close cultural affinities with Indian and some of the oil rich areas of the Middle East.

### C. Media of Publicity

3.7. The various media of publicity for promoting tourist traffic from abroad are described in the following paragraphs:—

#### (I) Overseas Advertising and Public Relations

3.8. It will be seen that the budget for "Development and Promotion of Tourist Publicity" includes a large amount as expenditure in foreign exchange. The position in this respect is, therefore, stated in detail. The budget provision during 1966-67 for overseas advertising was Rs. 30 lakhs. Consequent on devaluation which took place in June, 1966, the budget had to be enhanced by Rs. 18 lakhs to make good the deficit in terms of foreign exchange available for this purpose. In 1967-68, the budget was increased from Rs. 48 lakhs in the previous year to Rs. 60 lakhs (an increase of Rs. 12 lakhs to cover the special efforts during the International Tourist Year), while during 1968-69, a budget provision of Rs. 66 lakhs was allowed.

3.9. It has been stated that at the beginning of each financial year the budget provision for advertising (Rs. 66 lakhs for 1968-69) is distributed among each of our offices overseas on the basis of the size and potential of the market. Advertising programmes are then formulated by overseas offices in consultation with professional Advertising Agencies appointed by each office.

3.10. The advertising agency attached to each office submits the plan and also designs the lay-out of advertisements to appear during the year. The plan contains a report which justifies choice of media recommended and frequency of insertions and aims at optimum correlation between the readership of the media and potential tourist clientele for India. Advertising is a highly specialised profession employing skilled experts whose advice is obtained by the overseas offices before the advertising proposals are forwarded to the Department.

3.11. The plans are examined in the Publicity-I Section and then sent to the Directorate of Advertising & Visual Publicity (D.A. & V.P.) to ascertain their views. Thereafter the Ministry of Finance and the Department of Economic Affairs scrutinise the plans submitted by each office. The overseas Tourist Offices are then asked to implement the programmes taking due account of the comments made by the Department of Tourism, D.A. & V.P. and Finance on these programmes. In order to ensure that there is no break in the continuity of the advertising campaign, offices are permitted to keep on advertising in the media already approved till the new programme is finalised. As to the strategy and choice of media for the advertising programme, various factors are considered such as readership, circulation, effectiveness etc. of the media. Geographical location and class composition of the potential tourist are also taken into consideration. The lay-out and copy of the advertisements are prepared by the "advertising agency in consultation with the Director of the office concerned and are later examined by the Ministry of Tourism & Civil Aviation before they are released. The Tourist Department at headquarters is also concerned with (a) furnishing basic material for the Director to project an image of India as a historical and cultural tourist attraction, (b) issuing of policy directives to enable the Directors to suit their ad-copy to the context, as at the time of Indo-Pakistan hostilities when tourist traffic fell due to adverse publicity and again after devaluation when the true benefits of that measure had to be explained for would be tourists and (c) giving general guide lines for the approach to various aspects covered in the advertising.

3.12. It has been stated that the services of the advertising agency are also used for participation in fairs and exhibitions, India Nights in clubs etc. Similarly, the Director may use the services of specialised film-libraries for distribution of the documentaries or the office may handle directly all requests received from the trade, cultural organisations and individuals. Window-displays are also arranged through specialised firms. The Director has to obtain the prior per-

mission of the Department before incurring expenditure on items covered under these heads. Indian offices in London, Frankfurt, Paris, New York, Toronto, Sydney and Tokyo employ outside advertising agencies to handle press advertising and allied publicity. These agencies have been selected in consultation with the local Indian Mission, Department of Audio Visual Publicity and the Department of Tourism. The agencies are as follows:

		Area of overseas
New York, Chicago & San Francisco	Pritchard Wood Inc.	U.S.A. and Latin America.
Toronto	McCann-Erickson (Agent for Pritchard Wood Inc. N.Y.)	Canada
London	Freeman, Mathes & Milne	U.K., Eire and Scandinavia.
*Paris	Atelier A.B.C.	France, Italy, Spain, Belgium and Luxembourg.
*Frankfurt	Deutsche C.P.V.	Germany, Austria, Holland, Switzerland, Yugoslavia, Greece.
Sydney	Coudary-Cambell-Ewal	Australia, New Zealand and Fiji.
Tokyo	Falcon Advertising Inc. (agency likely to be changed soon).	Japan, Philippines, Hong Kong.

### (II) Public Relations Activities

3.13. The Department of Tourism has appointed a Professional Public Relations Agency for the North American continent. This Agency is located in New York and works under the guidance of the Regional Director, New York. The Public Relations Agency was appointed in 1964 in consultation with the Indian Embassy, Washington, the Indian Consul General, New York and the Department of Tourism. M/s. Edward Gottlieb have since functioned as the public relations agency.

3.14. The main functions of public relations agency are; (a) to assist in planting articles, news items about tourism and any other feature concerned with India in magazines, newspapers, trade papers etc., (b) to ensure that India receives adequate exposure on

\*Since furnishing the above information the arrangement in Europe has altered. Air India now handle the advertising in consultation with the Regional Tourism Director in Geneva.

television through Indian documentaries, (c) to assist officials of the Tourist Office to get press, radio and TV coverage on tour (d) to interest travel writers to visit and write articles on India. An article written by a national of the country, based on his first-hand information, is far more likely to sway the judgment of the potential tourist than advertisement placed by the Tourist Office, (e) to help in securing press and TV coverage of important visitors from India, (f) to assist the office in preparing press releases, kits for the use of travel trade and (g) to help in organising up India Evenings at important gatherings such as ASTA, Press Club of New York etc.

3.15. The public relations programme is prepared by the agency in consultation with the Regional Director, New York Office and then forwarded to the Department for approval. It is also scrutinised by D.A. & V.P Finance and Economic Affairs, before approval is given to the office to go ahead.

3.16. The New York Office submits quarterly progress report of the activities of the PR Agency.

3.17. The Tokyo Office had originally appointed a Public Relations agency to assist them. However the work of this agency was found unsatisfactory and had therefore to be dispensed with.

3.18. The Public Relations allocation for New York is given below:—

1964-65	1965-66	1966-67	1967-68	1968-69
(Rupees in lakhs)				
1.75	1.75	2.62	3.00	4.50

3.19. The Committee suggest that the quarterly progress reports on the activities of the Advertising and Public Relations Agencies received from Tourist Office abroad should be carefully scrutinised in the Department of Tourism and any defect or deficiency found in their working pointed out to them. In the opinion of the Committee it would be worth-while maintaining a record showing at a glance the respective achievement of each one of these Agencies. At the same time, the publicity Campaign being conducted by the Advertising and Public Relations Agencies should be evaluated at regular intervals so as to give guidance wherever necessary and to find out whether new measures could be adopted in the matter.

### (III) Joint advertising programmes with Air India

3.20. In a written note furnished to the Committee it has been stated that "a new arrangement has been worked out with Air India



in order to increase the effectiveness of the tourist promotion in Europe. This will provide a sustained and diversified framework to broaden our promotional activities without increasing spending abroad. The new arrangement will have the dual objective of combining the specialized experience of the Tourist Department regarding tourist attractions and facilities in India with Air India's wider network of offices and their expertise of publicity and promotional work in Europe. As an experimental measure, therefore, it has been decided to dovetail our promotional activities with those of Air India on Continental Europe (excluding UK) for a period of one year with effect from July 1, 1968. By this arrangement it will become possible to increase the number of points of distribution of our tourist information and publicity material which should increase the flow of foreign tourists from Europe to India. The arrangement has only just begun and results can only be assessed after at least a year of operation".

3.21. In regard to the monetary involvement in dovetailing the promotional activities with Air India the Ministry in a written note stated that the Department of Tourism have agreed to share the actual expenditure (including administrative costs and publicity through advertising) with Air India in the ratio of 80:20 subject to a maximum of Rs. 20.00 lakhs in a year, being the contribution of the Government of India. As the arrangement for closer co-ordination between the Department of Tourism and Air India for promoting tourist traffic from the Continental Europe took effect from 1st July, 1968, India's contribution during 1968-69 would be about Rs. 15.00 lakhs.

3.22. During evidence the Committee were informed that the increased association with Air India was on an experimental basis for one year, after which the results of the experience would be reviewed on the basis of which it would be determined whether to continue it in Europe and extend it to the American Continent or to the Far East. It was also pointed out by the representative of the Ministry that there being no intention to merge the tourist offices with the Air India the tourist offices would be kept separate, and the overall Policy and directive Power of the Ministry in the Department of Tourism would be maintained.

3.23. Asked whether there was a proper assessment of the real working of the Air India to do tourist promotion for India, since every airline was promoting India to a limited extent, it was stated by the representative of the Ministry that proper checks would be exercised so that too much identification with Air India might not affect tourism adversely.

**(IV) Hospitality**

3.24. It has been stated that the first-person travel stories relating on-the-spot experiences and impressions of the writer and carried under the writer's name in popular travel journals and consumer magazines can be highly effective media for tourist publicity. The expense accounts for the writer's transportation, accommodations and meals however could be really staggering and could punch a sizeable hole in a publication's budget. It has therefore become an established practice for internationally reputed travel writers and photographers to accept hospitality from Government tourist departments and from airlines in return for the subsequent publicity provided at no cost. Such arrangements can be highly advantageous from the point of view of the hosts as (i) the likely publicity is worth several times more than the investment, (ii) there is no expenditure in foreign exchange though substantial publicity is obtained overseas by the host country or airline, (iii) the stories carry more conviction as they are first-person accounts and not straight advertisements and (iv) editorial publicity of this type can be an effective medium to counter-act the adverse image existing of India's economic and other conditions.

3.25. Hospitality for groups of foreign agents, sales managers of international airlines etc. invited on educational trips to India can also be highly productive in generating tourist traffic.

3.26. For the financial year 1968-69 a budget grant of Rs. 8.00 lakhs had been sanctioned and it was planned to handle approximately 250 cases. The future programme will also cover domestic publicity by offering hospitality to Indian journalists and foreign correspondents based in India who could help in furthering the cause of tourism promotion for India. The latter are being included for the first time in the Hospitality scheme and there is every hope that this policy would go a long way towards counter-acting the unsavoury image of the economic conditions which is projected abroad.

3.27. Asked as to what was the criterion for selecting such persons and who would be the selecting authority the Ministry in a written note submitted to the Committee stated that the proposals for hospitality to foreign travel agents, travel writers, photographers, etc. originate from the Tourist Office located in the region. So far as travel writers and photographers etc. were concerned, the Tourist offices make the proposals according to the value of the publicity expected in return for the hospitality proposed. Normally, the hospitality efforts result in India receiving extensive and highly favourable exposure in some of the top-class journals and news-

papers. Such publicity was often worth eight to ten times the investment made on hospitality and moreover the return that is got has a value in terms of foreign exchange whereas Indian investment is only in rupees. Further, editorial publicity was more convincing and effective than direct paid advertising. Regarding hospitality to travel agents, the selection is made either in consultation with one of international airlines or on the basis of the number of tours to India promoted by the agency concerned.

3.28. So far, there have been very few occasions on which hospitality was offered to Indian Journalists as this scheme has only recently been started. The selection of journalists has been done in consultation with the Press Information Bureau of the Information and Broadcasting Ministry and the 'XP' Division of the Ministry of External Affairs.

3.29. The Committee were informed during the evidence that continuity and contacts were maintained with the foreign writers and journalists by inviting them twice or thrice to India for the sympathetic interest they take about India.

3.30. It has been stated that India has derived valuable and favourable publicity abroad in return to the hospitality extended to individuals/teams, and mention may be made of the following guests. The evaluation of the editorial publicity received from them has been computed only on the basis of what it would have cost to purchase equivalent advertisement space, though the real value of editorial publicity is more than straight advertisements covering equivalent space.

	Investment on Hospitality	Publicity Returns
	Rs.	Rs.
1. Lady Marley, Travel Editor, "Queen" Magazine, London.	1695.00	1.10 lakhs
2. Mr. Charles Scriber, an Australian Travel Writer	2400.00	92,000.00
3. Mr. David Tenant, freelance Travel Writer	1400.00	37,700.00
4. Mr. Kermit Holt, Travel Editor Chicago Tribune	2043.00	30,000.00

		Investment on Hospitality	Publicity Returns
		Rs.	Rs.
5.	Mr. Burt Glinn & party, Photographers	15900.00	650 transparencies value of each estimated at ₹200.
6.	Mr. Wade Franklin, Travel Editor, Chicago Sun Times, Chicago	1259.00	24,000.00
7.	Vogue (USA)	344.00	14 lakhs.

(V) *Publicity abroad by ancillary agencies.*

3.31. The ancillary agencies of the Travel Trade viz., Travel Agents, Hoteliers, Shikar Outfitters play an important role in supporting Department's publicity abroad through advertisements in travel trade magazines, attendance of International Travel/Hotel/Shikar Conventions and Undertaking regular promotional trips abroad. In addition to regularly advertising in travel trade magazines the industry is induced to lend advertising support to special sales supplements on India which are arranged by the foreign offices sometimes with foreign magazines. During the promotional tours, these agents distribute publicity literature about India in general and their own concern in particular, address conventions and show films on shikar etc. to foreign audiences.

3.32. In order to enable these agencies discharge these above-mentioned roles properly, the Department releases them necessary foreign exchange.

(VI) *Exhibitions and Fairs*

3.33. During 1967-68 India participated 16 international exhibitions and fairs held overseas. Assistance was rendered to the India Government pavilion in EXPO 67 at Montreal by supplying tourist literature in English and in French. India also participated in the Foire de Nice (France), Mitsukoshi Exhibition (Tokyo), Perth Homes and Industries Fair (Australia) and other exhibitions in West Germany and California. A display panel showing the manner in which Tourism can promote National Integration was attractively exhibited at the National Integration Conference which was held in Srinagar recently. A pavilion was also set up in the International Tourist Fair organised by the Government of Maharashtra in Bombay last year. The focus of interest in the pavilion was on four large re-

volving cylinders displaying illuminated transparencies of the four regions of India. A single pillar displaying the Ashoka emblem in the centre symbolised the unity of the country amidst its colourful diversity. All five structures were planted in a pool surrounded by a rampart to allow spectators to view the exhibits. The pavilion attracted considerable notice and was greatly admired. Later, the same drums provided a colourful and novel touch to the UNCTAD Exhibition which was organised in New Delhi recently.

3.34. Asked whether expenditure incurred on participation in exhibitions and fairs has been commensurate with the results achieved, the Ministry in a written note submitted to the Committee stated that the expenditure on exhibitions and fairs during the last three years was as follows:—

1966-67	.. Rs.	13,160-73 P.
1967-68	.. Rs.	2,68,180-54 P.
1968-69	.. Rs.	3,975-00 P.

3.35. The note further says that "while there is no doubt that active participation in fairs and exhibitions can be a highly effective method of projecting India's image as a tourist destination, it has been found that in actual practice, the expenditure involved on this medium of publicity is not commensurate with the results achieved. Exhibitions impose a heavy burden on the personnel and require investment on massive quantities of literature to cope with the demands of visitors. Such distribution of literature to the type of visitors who normally attend exhibitions is not immediately productive as the tourist potential among such visitors is extremely limited."

3.36. The Committee are in agreement with the Department of Tourism that the expenditure involved in the participation of fairs and exhibitions is not commensurate with the results achieved. They suggest that India should participate only in those fairs and exhibitions where it is absolutely essential to do so in the commercial interest.

(VII) *Films, Photographs and Transparencies.*

*Films:*

3.37. It has been stated that the travel films undoubtedly stir public interest. Feature films in colour can accomplish a great deal in spreading wander-lust.

3.38. Until last year, the Department of Tourism obtained most of its films through the Films Division. The latter are undoubtedly very well equipped but unfortunately, have not been able to give the necessary priorities due to pressures from other Ministries also served by them. The India Tourist Development Corporation (I.T.D.C.) has not yet organised a full-fledged set-up for film production.

3.39. In the last two years, only two new films have been produced. M/s. Carl Dudley Production of USA were commissioned to do a film "Invitation to India". The terms were that the rupee expenses of the production team in India would be paid by us and in return an agreed number of prints would be given at cost price. The film was completed but was not as good as hoped. M/s. Durga Khote Productions of Bombay were also commissioned to do a film in South India using a novel style of approach. The first rushes were seen recently and the film promises to be quite a success. M/s. Image-India Films of New Delhi were greatly interested in producing a series of films on wild life at their own cost and approached the Department of Tourism only for assistance in securing import permits for the raw film stock. The proposition was highly attractive one from the tourist promotion angle as considerable publicity was expected at no cost to us. It is hoped that the required permits would be forthcoming.

3.40. The cost of film production has increased considerably since devaluation. Production costs and prints of each film can amount to Rs. 1½ to 2 lakhs for each film. On this basis, a budget provision of Rs. 10 lakhs has been made in the current year for Films. Much of this will be used on replacement of old, and worn-out prints of existing Films.

3.41. Asked whether any films of the festivals folk dances, classical dances, scenic beauty of the country have been prepared, the representative of the Ministry stated in the evidence that many good films were prepared on the subject but due to the paucity of staff the work could not make much progress. He further stated that one or two films regarding festivals and folk dances were also prepared by Private Producers. The Committee were informed that there was a good reaction to almost all the films from the foreigners when they were shown abroad. Since the non-availability of master prints of some old good films had posed a problem, the additional copies of films in good condition were being made out and exhibited. Asked as to why the services of the Films Division were not being utilised the representative of the Ministry stated that previously all

the films were produced by the films Division, but since it is a small unit it is overburdened with work.

(VIII) *Radio and Television.*

3.42. It has been stated that the Radio and Television are effective tools for travel promotion. Short scripts on travel features specially written for this medium can be used on feature programmes. Taped interviews of interesting personalities can be employed extensively on radio stations overseas.

3.43. The advertising agencies overseas have been active in arranging for interviews on Radio/TV whenever our officials proceed on tours. Coverage is also arranged during visits of senior officials and dignitaries from India.

3.44. Some of the Hospitality proposals have also resulted in gratis coverage on T.V. There are plans to extend these activities in this sphere by inviting reputed producers whose work is in demand by TV stations all over the world. Indian expenditure is limited to rupee costs in India whereas the value of publicity received overseas is several hundred times more.

3.45. So far, television has not been directly exploited by India due to high costs. The chances of Indian films being accepted as 'Fillers' or in non-commercial programmes depend on the acceptability of the material produced. Hitherto, efforts have not much success in getting TV companies to exhibit Indian material. Problems of copy right further handicap these efforts as the Indian films so far purchased from the Films Division cannot be shown on TV unless the TV companies pay royalty.

3.46. In future plans, it has been proposed to produce Films, TV Fillers/Quickies/Features of a type which would be acceptable overseas. Here, inadequate staff for this type of work has been the main drawback. Efforts are also handicapped due to insufficiency of personnel to handle the writing of radio scripts for talks and programmes. Professional outside writers need detailed preliminary briefing as they are unfamiliar with the tourist set-up in our country. This work cannot be done in the normal routine but requires concentrated and specialised effort. The quality of a script is all-important. Producers and comperes lament the cliché-ridden travel story with overworked adjectives.

3.47. The personnel is also inadequate to give sufficient coverage to what is happening in the tourist sphere in India. There is need to release more material giving current information of a marketable

type. New facilities, new rates, commissions, discounts, major events, festivities, etc. are all of interest but a set-up geared for this work is lacking.

3.48. Asked whether the professional script writers of the All India Radio are unable to help in writing of Radio scripts for talks and programmes the Ministry in a written note submitted to the Committee stated that professional script writers whether employed by All India Radio or by any other agency would be able to write on tourism only on the basis of a complete brief supplied by the Department of Tourism. Tourism is a highly specialised activity and cannot be equated to topics of general interest which are normally handled by professional script writers. Talks and programmes on tourism have to be directly related to day-to-day developments in the field of tourist activity with which outsiders cannot be expected to be familiar. It is hoped that this problem will be solved with the proposed re-organisation of the publicity Division of the Department of Tourism.

3.49. The Committee are concerned to note that no positive efforts have so far been made to produce travel films for showing in motion picture theatres which are far more effective than the Television. The Committee also feel that the Government should encourage the writing of radio scripts for talks and programmes on tourism directly related to day-to-day developments in the field of tourist activity. The Committee suggest that the Department of Tourism should have close liaison with the Films Division, All India Radio and Press Information Bureau in the matter.

#### D. Internal Publicity

3.50. It has been stated that the allocation for advertising in India is only Rs. 1.25 lakhs for 1968-69. Last year, this amount was utilised for mounting a special campaign for Kashmir in collaboration with J. & K. Government and was aimed at prolonging the tourist season to Kashmir. A special autumn campaign in addition to the normal summer campaign was undertaken for this purpose.

3.51. The UN General Assembly in its meeting in November, 1966 passed a Resolution declaring 1967 as the International Tourist Year. One of the purpose of the Tourist Year was to make every citizen conscious of the benefits of tourism, thereby emphasising the role an individual plays in the tourist promotion efforts of a country. In order to bring this message home an intensive advertising campaign was undertaken by the Department of Tourism within the scope of the limited funds available for this purpose.



3.52. As part of its internal publicity, the Department of Tourism also mounted a concentrated campaign highlighting the role of tourism in promoting national integration. The campaign "Know Your country . . . . . Meet Your People" was very well received. To aid the impact, a large board displaying fascimiles of advertisements together with a reproduction of the I.T.D.C's advertisements on the theme "We are Privileged . . . . . We have India" was prepared. This board was exhibited at the Conference on National Intergration held in Srinagar in June, 68 which was attended by the Prime Minister and Chief Ministers of States.

3.53. During 1968-69, the Department of Tourism propose to mount another campaign on the theme "We are privileged . . . . . We have India". It is campaigns like this which can create a favourable climate for Tourism in India. Tourism has long suffered due to the relatively low priority it has received in the past. What is urgently needed is a Direct Mail campaign to support the press campaign so as to make direct contact with the opinion forming sections of our population. Tourism is after all 'everybody's business'. Publicity is needed to show how tourism revenues can benefit the economy by their 'multiplier' effect. Publicity is needed to show how even the humblest among us can play a part in and benefit from tourism. Keeping streets free of litter and mendicants, preserving monuments, conservation of wild life, reducing formalities and granting funds and priorities for development of facilities can come only if there is a basic awareness and appreciation on the part of every one in India of the benefits of Tourism.

3.54. Asked what steps Government have taken to improve the techniques of publicity to promote tourist awareness among the people the Ministry in a written note submitted to the Committee stated that "in order to promote tourist awareness amongst the people in this country, a proposal for a gramme was made which would have cost about Rs. 4 lakhs only which is a relatively low amount compared to the total budget for publicity which is Rs. 112.40 lakhs for 1969-70. However, this proposal was cut down to Rs. 2 lakhs and subsequently revised to Rs. 3 lakhs which will not be sufficient to create the desired impact. In order, however, not to lose any time, a special "courtesy campaign" has already been launched through all the major newspapers, the principal regional newspapers, travel journals, and important periodicals in English and in regional language throughout the country. The purpose is to bring home to the people the importance of tourism and to emphasise the need for courtesy and hospitality being shown to all tourists. The Department of Tourism has the benefit of technical advice from the India Tour-

ism Development Corporation (Publicity and Production Division), as well as from some of the best private advertising agencies who have been assigned the work of designing our advertising and publicity material. These arrangements have proved to be very effective and at the same time practicable.

3.55. The Committee feel that for a country of the size and population of India the allocation for advertising in India (i.e., Rs. 1.25 lakhs in 1967-68 and Rs. lakhs in 1968-69) is very meagre and totally inadequate to make any serious impact. In view of the tremendous potentiality of tourism for economic development of the country and national prosperity it is imperative that public awareness of the possibilities of tourism to further the country's welfare is created. Tourism has to catch the public imagination in order to secure the personal involvement and participation of the people in governmental efforts to promote tourism. The Committee therefore suggest that internal publicity through creative advertisements and public relations should be stepped up in order to stimulate the interest of the people in tourism. It is only when people become tourist-minded that domestic tourism can be built up and it is on the base of domestic tourism that the edifice of international tourism can be built up. It is the task of internal publicity to create basic awareness and appreciation on the part of every individual of the benefits of tourism. In this context the Committee appreciate the publicity campaigns launched by the Department of Tourism during the last two years through the Press, namely, "Know your country . . . . . Meet your people," "We are privileged, we have India", "Tourism is everybody's business" and the current "Courtesy campaign."

3.56. The Committee are convinced that intelligent and creative publicity within the country can prepare the ground and the proper climate for a coordinated and cooperative effort by all the parties concerned, namely, the Union and State Governments, Municipal and Local Boards, Air India and IAC, Indian Tourist Development Corporation, Hotellers, Transport Operators, Shikar out-fitters and Travel Agents in the task of promotion and success of tourism. They therefore urge that due importance should be given to internal publicity which has a key role to play in achieving the desired goal of tourist promotion.

#### E. Publicity Literature on Tourism

##### *Production of Printed Publicity Literature on Tourism*

3.57. It has been stated that a budget provision of Rs. 36 lakhs has been made in the current year (1968-69) for printed publicity

material on tourism. In the last financial year the budget provision was Rs. 34 lakhs, while in 1966-67 the budget was Rs. 21 lakhs for printed literature.

3.58. This programme is said to differ from the programmes of previous years in its basic orientation. It has been stated that the need for redesigning the tourist publicity literature was being increasingly felt during the last few years. Many of the publications tended to be somewhat bulky, expensive to mail, with too many varieties added haphazardly and not enough demand for all of them. Perhaps it was necessary in the initial stages to tap every possible avenue to gauge the potential, but a stage has now been reached when greater consolidation is necessary to rationalise the basis of our printed publicity.

3.59. The literature should be so devised as to fill the precise need at each successive stage of exposure. There is also need for a shift of the emphasis on quality rather than on quantity alone. The publicity should be tied up with a definite marketing policy so that the efforts may supplement those of overseas Tour Promoters. The recent research studies undertaken by the Pacific Area Travel Association and the earlier study by the Stanford Research Institute provided valuable guide lines which have to be taken into account while designing the tourist publicity material. The tourist literature is therefore now being redesigned in four basic categories:—

(a) *Initial Impact.*—The type of material required at the time of initial impact involves a considerable proportion of waste exposure directly on a massive scale, e.g., at passengers on international and domestic air services, visitors at fairs and exhibitions, transit passengers passing through Indian ports, school children all over the world etc. who represent the future potential. For this massive scale publicity a simple but attractive item is being designed which shall be called “Glimpses of India” which would vividly vignette very selected facets of India with the intention of whetting the viewer's appetite for more. The copy would be evocative rather than descriptive with a strong visual emphasis in the designing. The copy would promise the traveller a unique experience and at the same time it would subliminally prepare the potential visitor for the confusion and the different economic conditions while intriguing him with the mystery and exoticism of the land and at the same time not failing to reassure him that his basic needs would be looked after. There would also be hints of clear benefits like the inexpensiveness and the

\*At the time of factual verification the Ministry has stated that the folder “Glimpses of India” has since been published.

shopping sprees. Besides this folder, the attractive posters will continue to be brought out to aid the initial impact of the Indian publicity. The new posters produced last year were extremely well received. Some novel approaches using symbolic presentations have been worked out and the posters to be published this year promise to be even more striking than those printed last year.

(b) *Travel Kit*.—In the second category of publications is included a set of brochures comprising a useful and compact Travel Kit for those whose interest has already been aroused either through direct advertising or through any of the other publicity media. It would contain one comprehensive folder on India, four brochures covering in some detail the four geographical regions, a map, a brochure informing the visitor of customs, visas, immigration, exchange and other regulations, a few standard itineraries to give an idea of the places which could be fitted within the time available and practical information showing cost of accommodation, transportation etc. So far, very little practical information of this type was being made available overseas, thus making it difficult for Tour Promoters and for potential visitors, particularly those travelling on a budget, to make advance arrangements for their stay.

(c) *Destination Folders (With Inserts)*.—The third category would include brochures on selected destinations such as Agra, Delhi, Madras, Calcutta and several others. These would generally be required after visitors arrive in the country. The brochures would serve the purpose of guide booklets with detailed copy, illustrations, city maps and inserts giving practical information on accommodations, transportation etc.

(d) *Guide Books and Thematic Folders*.—The next category of brochures would be thematic, e.g., individual folders on fairs and festivals, Buddhist Shrines, seaside resorts, hill resorts, wild life, fishing, bird-watching, shopping, astrology, yoga, ashrams, music, jewellery, customs, religions, draping a sari, costumes and coiffeures etc. A decade ago, tourists were mainly cathedral and monument-gazers, but more and more conducted tours (called 'affinity' tours) are now being focussed on 'special interest' grouping individuals more homogeneously and perhaps more congenially.

3.60. As regards guide books, these would be reduced to the bare minimum, e.g., a general guide book on India, gourmet's guide, a handy guide to conversation, books on shikar, fishing, wild life sanctuaries, museums and art galleries, an annual report on tourism, tourist statistics.

These then are the four broad categories. Other publications are described below.

*Travel Manual*.—This is a detailed manual giving factual and practical information regarding tourism in India. Travel Agents and airlines booking offices find the manual extremely useful and helpful in marketing tours. A revised edition of this Manual has been published and will be supplied to Air India Offices, Indian Missions and Travel Agencies overseas. Arrangements are being made to organise a system of continuous dissemination of correction slips so that the manual is constantly kept up to date.

3.61. *\*Gandhi Centenary Brochure*.—Since 1968-69 is being observed as the Gandhi Centenary year, it is proposed to bring out a brochure describing the points in India associated with his life and work. The folder will contain a brief introduction and a selection of his most contemporary and telling sayings. The layout and design would be suited to the theme and the purpose of the brochure.

3.62. *\*"Shell" Folder*.—For the first time, a "Shell" folder shall be brought out for overseas Tour Operators. This would have only the colour portion printed and blank spaces to enable Tour Promoters overseas to print sufficient copies of their itineraries and other information to qualify for the IATA concessional fares allowed for group tours.

3.63. *Picture Post Cards*.—Some new picture post-cards are also being brought out in addition to the 10 varieties which were printed recently. It is proposed to bring out many more varieties but the work has been hampered due to want of suitable transparencies of large sizes.

3.64. *Traveller in India*.—A certain amount of controversy has taken place regarding the utility of the magazine "Traveller in India", a journal brought out five times a year. In the first place, the magazine takes time to print due to the colour pages etc. To overcome this difficulty, the issues are merely dated "Summer" or "Monsoon" etc. and no date-line is given so that the magazine does not appear out-of-date. Even so, it has not been possible to bring out the magazine according to schedule. Apart from the delay, the textual content of the magazine needs reorientation. There is not enough technical information of a marketable type. There should be more itineraries, route charts, travel tips, hotel rates, publicity of package tours and other facilities available. Articles with emphasis on history and archaeology are of limited interest to a hard-headed and hard-pressed Tour Promoters overseas. The magazine is being

\*At the time of factual verification the Ministry had stated that "Gandhi centenary Brochure" and "Shell" Folders have since been published.

continued but it is hoped that by the end of this year, it may start to take a different shape more suited to the actual needs.

3.65. It has been stated that the Publicity Section constantly endeavours to ensure that material appearing in printed publications is upto-date. However, errors creep in despite the best efforts, due to the absence of any Research and Documentation Cell at Headquarters to scrutinise factual information. The method of compiling factual information has therefore been somewhat haphazard and sporadic instead of being tackled consistently on a systematic basis. The process is necessarily a continuous one and involves detailed documentation on several hundred subjects. India is a large country and very little information is available ready-made through other sources. The collection, compilation and dissemination of up-to-date tourist information is a must for any tourist organisation. The work is of a specialised nature requiring a particular orientation and cannot be handled adequately within the existing set up.

3.66. The Committee note that there is no adequate arrangement to supervise, control and check the printing and designing of tourist literature as a result of which many publications tend to be bulky, expensive to mail with too many varieties added haphazardly and not enough demand for all of them. The Committee feel that it is necessary to rationalize the basis of the printed publicity and accordingly suggest that the investment of money in printing of tourist literature should be properly examined and approved by a screening Committee of experts with instructions—

- (1) to suggest the number of publications to be printed, and whether it is absolutely essential to bring out the publication.
- (2) to approve the design, layout, size, colour, page, manuscript, finished art work, transparencies and black and white photographs for each job.
- (3) to suggest textual contents.
- (4) to fix the date line of publications so as to avoid delays in printing and to avoid the publication becoming out of date.
- (5) to suggest periodicality of publications and to approve printers so as to avoid printing bottlenecks.
- (6) to deal with advertisements etc.

The Committee are perturbed to note that the material appearing in printed publications is not upto-date, and that there is no agency

at the Headquarters to compile and scrutinize on a systematic basis the factual information which is being done haphazardly. The Committee would like to emphasise that the publicity material which is sent out should be of top quality. The Committee therefore would like the Government to evolve a scientific method for collection, compilation and dissemination of upto-date tourist information which being a work of specialised nature requires a particular orientation.

*Difficulties in Printing Publicity Material*

3.67. In a written note submitted to the Committee it has been stated that the Publicity Division of the Department of Tourism has only one officer in the scale of Rs. 820—1250 to direct and supervise the vast field of publicity which includes programming the publicity requirements, designing and production of tourist publicity material, devising and directing publicity campaigns in India and overseas, supervising distribution and effective dissemination of publicity material, arranging hospitality to foreign travel writers, photographer travel agents etc., production and purchase of films, photographs and transparencies, participation in fairs and exhibitions etc. The Indian Tourism Development Corporation acts only as an agency to carry out the jobs specified by the Tourism Department on the basis of precise briefs supplied by the Department of Tourism which, moreover, is associated at every stage with the private agencies which actually execute the job. The ITDC itself does not directly execute any of the jobs but farms them out to private agencies for the entire work including script writing, designing of layouts, preparing of finished art work, preparing photographs and proof reading. The printing is handled by private printing presses in the country. The scripts are scrutinised by the Department of Tourism, the lay-outs have to be approved to ensure that they are in keeping with our requirements. Since the ultimate responsibility for the contents of our material rests with the Department of Tourism which is the actual user of the material, this responsibility has to be shouldered by the one Director available in the Department of Tourism.

3.68. A proposal has already been submitted for strengthening the Publicity Division and if this is accepted, arrangements will be made for training personnel with the help of available aid resources.

(ii) *Delay in Printing*

3.69. During their tour members of the Study Group visited archaeological monuments and were informed by the guides that

guide books, Albums, Folders etc. were out of stock. Asked to state the reasons for non-availability of those popular publicities, the Director General, Archaeological Survey of India has stated in a written note that all publications except the 'Ancient India' are required to be printed through the Chief Controller of Printing and Stationery, New Delhi. But this procedure has proved dilatory and irksome. The Chief Controller of Printing and Stationery, New Delhi either selects a wrong press or takes much time in the selection of a suitable press for the printing of a publication and hence the publication has fallen on in serious arrears.

3.70. It is added that "fortunately the remedy has come handy and from 1969-70 Archaeological Survey of India is to be treated as a scientific department with the privilege of getting all the publications printed by quality printers of choice at competitive rates without having to go through the Chief Controller of Printing and Stationery. Where the tendered rates are to exceed 100 per cent above the Chief Controller of Printing and Stationery Schedule of rates, the concurrence of the Associated Finance of the Ministry will be required. We hope that under the proposed new arrangement we shall be free from the present snags and difficulties."

3.71. The Committee need hardly emphasize how very necessary it is to have trained and competent personnel for designing and printing of Publicity material especially for distribution abroad. It goes without saying that the tourist publicity material should be of the very best quality and the best artists, designers, writers, printers etc. available in the country should be engaged for its production so that it does not suffer in comparison with what is put out by other countries.

3.72. The Committee are happy to note that the Director General of Archaeological Survey of India has now got the authority to get his publications printed by quality printers of his choice. They hope that in future tourists will have no difficulty in getting relevant publications concerning historical monuments of tourist importance for whose publication the Archaeological Survey is responsible.

*Division of responsibility between Centre and State Tourist Organisations Re: Printing*

3.73. The Ministry was asked to furnish a note specifying the division of responsibility between the Central Tourist Organisation and the State Governments regarding the bringing out of literature and folders of places of tourist interests in the country.



3.74. In a written note submitted to the Committee it has been stated that the Department of Tourism produces tourist literature designed primarily to attract tourists to this country and to give them information on some of the places generally visited by them. Production of literature on places of local interest is left to the State Governments. For purposes of coordination, the production programme of the Central Tourist Organisation is circulated to State Governments who are also advised to place orders on the India Tourism Development Corporation if they desire any of these items for their local consumption. There is still much scope for greater coordination not merely to avoid duplication but also to ensure that the literature brought out by the State Governments is up to standard. So far, this coordination has not been possible to the desired extent due to limitation of staff at the Centre. A proposal for strengthening the Publicity Division at the Centre has already been submitted.

3.75. Asked whether any assistance, is rendered by the Central Tourist Organisation to the State Government to bring out such literature regarding the places of tourist interest in their own State the Ministry in a written note to the Committee stated that "the services of the I.T.D.C. have been placed at the disposal of State Governments for production of tourist literature required by them. Two or three State Governments have already availed themselves of this facility and have placed orders which have been carried out by the I.T.D.C. but the quality is still not up to the mark. This is because the Department of Tourism has not been able to offer any advice regarding the designing and quality of such material. The remedy lies in strengthening the Publicity Division at the Centre."

3.76. During their Study Tour the Committee were informed that no good folders on places of tourist interest in Andhra Pradesh had been brought out so far. The Committee enquired whether the Central Tourist Department keeps itself informed of the availability and publication of literature of the tourist interest by the State Government.

3.77. In a written note submitted to the Committee it was stated that "the Department of Tourism does not bring out separate publications in each State. In addition to the general publications covering India as a whole, there are four regional folders covering the four regions of India while individual folders will be brought out covering only the main tourist destinations. As already stated, tourist literature has to be designed keeping in view the actual demands particularly overseas. The State Governments are always free to

bring out additional items of literature covering places with which they wish to supplement the literature brought out by the Centre.”

**3.78. The Committee feel that there is scope for greater coordination between the Department of Tourism and the State Governments in bringing out the tourist literature and folders. May be that the State Tourist Officers are not aware of the services offered by I.T.D.C. which can be availed of by State Governments. The Committee desire that the arrangements regarding printing of tourist literature should be made known to all State Governments and also discussed at the Regional meetings of Tourist Officers held once in a year.**

*Distribution of Tourist Literature*

3.79. The distribution of the tourist publicity material is handled by the Tourist Distribution Section which has recently been shifted to Faridabad. The Committee are informed that since the shifting of Distribution Section to Faridabad, it has become increasingly difficult to maintain a proper liaison between the Publicity and the Distribution Sections which have necessarily to work hand in hand. without a day today idea of the rate of consumption and the nature of demands the publicity sections would not have a concrete and realistic basis for its production programme. Unless there is close coordination between the two sections, there is every chance that the literature may not keep pace with the ever-changing requirements of the market. Since Faridabad is not linked by air, postal references get inevitably delayed. Requests for tourist literature are received from all over the world and have to be dealt with promptly as otherwise the literature would not serve its purpose. A delay of one week in receipt of the request and a further week in despatch of the material can well result in the literature arriving after the occasion for which it was required. It is not always possible to anticipate every demand before hand. Even in Delhi, where we have reserve supplies of literature, we often find ourselves completely devoid of stocks if there are sudden unforeseen demands for large quantities which have to be met on the spot.

3.80. In the course of the evidence the representative of the Ministry stated that the distribution section was shifted to Faridabad for want of space in Delhi where it is scattered in about half a dozen flats, which has hindered the distribution work to a large extent. To obviate this difficulty the representative of the Ministry further stated that a broad based practical solution was being aimed at to run the establishment on a commercial basis at the Bombay Docks. He added

"Towards this end we are trying to locate factory space at main port, Bombay, and to do it on a commercial basis. The distribution of publicity material is one of the most important functions of the Tourist Department. This is one of their major functions.

\* \* \* \* \*

I will post an officer to work and supervise. But I am now trying to find a warehouse where I can store this where the main thing is the movement of goods and delay takes place there. These are various shipping arrangements which have to be made. It is only to be done at the docks. We have to do it like this in the docks. Anyway, something like this, I want to try and work out.

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Lot of publicity work is done in Bombay and the South. The material does not have to travel such long distances. We have to see that we should not add to the complications of distribution. So, what I mean doing, is to simplify the distribution to the maximum extent possible."

**3.81. The Committee note that the shifting of the Distribution Section to Faridabad has resulted in lack of a proper liaison and co-ordination between the publicity and the distribution section. In view of the continuing difficulty arising out of the existing arrangements the Committee would like the alternative proposals contemplated by the Department to run the Distribution side on a commercial basis to be finalised early and given a trial, so as to ensure prompt and efficient despatch of tourist literature.**

## IV

### FRONTIER FORMALITIES

#### A. Types of Visas

4.1. There are some formalities relating to visas and customs, which a tourist cannot escape without rigour. Though they are "time consuming" yet they have to be observed.

4.2. As in other countries, so in India visa regulations have been designed, firstly to keep the undesirable aliens out of the country, secondly to limit and regulate the entry and residence of foreigners seeking employment or otherwise trying to make money for themselves.

4.3. The Government of India issues three kinds of visas, namely Tourist, Transit and Entry visas, depending upon the purpose of the visit.

(i) *Tourist Visas* are issued for a stay of three months and are good for three entries. This can be extended for a further period of 3 months on an application made to this effect. Tourists travelling in organised groups by chartered aircraft or ships can obtain a collective visa. This entitles a tourist to special facilities with regard to registration of accommodation in rest houses and railway retiring rooms.

(ii) *Entry Visas* are issued to persons who visit for a short duration on purposes of business, profession etc. This also is valid for three months and can be extended for a further period of three months.

(iii) *Transit Visas* are granted to tourists who pass through this country *en route* to their destination on production of through tickets for an onward journey. The maximum period is 15 days provided the visa for the country of destination is valid for 45 days. Tourists in direct transit who do not leave the precincts of the airport or the ship do not need a transit visa.

#### *Landing Permits.*

4.4. Visitors who arrive without a valid visa are on an application made issued landing permits on depositing their passports. Such

permits are valid for 7 days in the case of air passengers and for the duration of the ships to stay in an Indian Port for sea passengers. These allow the permit holder to do local sightseeing. Government of India are examining the possibility of making this facility available permanently though no final decision is taken as yet.

#### *Tourist Introduction Cards.*

4.5. These are issued to visa holders. This card introduces the tourist to various Governmental authorities in India enabling liquor permits, reservation of accommodation in rest houses etc. Commonwealth nationals who do not require a visa can also get these cards.

4.6. *Registration.*—Visitors holding Tourist visas for 3 months or less do not require to be registered for the first 30 days of their stay in India. Visitors holding visas for more than 3 months must register within 7 days of their arrival. Personal appearance is essential at the time of initial registration. Tourist visa holders are exempted from reporting change of address to the Registration authorities if they are to absent from their registered address for more than 15 days. On arrival every visitor excepting the nationals of Nepal and Commonwealth citizens, coming by road have to furnish on landing a disembarkation card alongwith the Passport.

4.7. On Departure every person, except the Nationals of Nepal and Commonwealth citizens leaving by road has to fill in the embarkation card. Holders of Tourist and Transit visas are not required to register at the time of exit. Visitors holding Registration certificate have to obtain before departure exit endorsements. At the time of exit Registration certificates have to be surrendered at the Port of Departure in the city and not at the airport.

#### *Difficulties in getting visas*

4.8. The Committee desired to know in detail the type of difficulties being experienced by the tourist in getting visas and the remedial measures undertaken therefor. The Ministry in a note submitted to the Committee have stated as under:—

“The Department of Tourism feels that the very requirement of visa by a foreign tourist acts as a psychological deterrent in building a good image of this country. A tourist feels bewildered by the fact that when both Pakistan and Ceylon have done away with visa requirements while India still insists on it. All tourist conscious countries in Western Europe and even Bulgaria and Yugoslavia have waiv-

ed all visa requirements for nationals of other countries and in our region Ceylon, Iran, Japan, Hong Kong, Pakistan and Singapore have done away with visa requirements for a certain specified length of time. This situation therefore, places us in a more vulnerable position both with foreign tourists and the tour promoters in the foreign countries. The Department of Tourism is therefore, of the view that the Indian Government, in line with other tourist conscious countries, should consider the question of abolishing the visa requirements for foreign tourists. There has been some progress made in this direction but no final announcement has yet been made by the Government.

The Ministry of Home Affairs at the instance of the Department of Tourism during the International Tourist Year 1967 agreed to extend the validity period of the Temporary Landing Permit from 72 hours to 7 days. This has now been put on regular basis. Under this system a bonafied tourist if he happens to arrive in India without a visa can be granted a temporary landing permit by the immigration authorities provided they are satisfied of the genuineness of the purpose of visit. According to the views held by Ministry of Home Affairs all tourists should normally secure a visa from the local Indian Embassy before they leave for India even though their stay in India is going to be less than 7 days. This has in actual practice restricted the utility of the temporary landing permit because many tourists prefer to take visas before they leave their country to save any embarrassment on arrival in India.

The existing temporary landing permit is therefore, totally inadequate. Even though the Ministry of Home Affairs have now agreed to dispense with visa requirements for the nationals of a selected number of countries, there would still be a large number of tourists particularly from United States who would need to have a visa to come to this country. This naturally places India in a very disadvantageous position *vis-a-vis* our neighbouring countries such as Pakistan, Ceylon, Iran etc. who have completely dispensed with visa requirements. We must therefore, further liberalise our visa regulations. The Tourist Department is of the view that the Indian Government should agree to waive visa requirements for foreign tourists for 30 days stay in this country, as has been done

by our neighbours. If that is not possible due to security reasons, we would suggest that 15 days visa free stay should be permitted because the average period of stay of tourist in this country will be covered by this concession.

It has been our experience that foreign tourists face difficulties in getting their visas extended/or renewed by the Foreigners Registration Office. It is the impression of many foreigners that F.R.R. Offices are untidy, and staff not properly trained. It is therefore our view that the foreign Tourist when applying for extension of tourist visa should report to the Director of the Tourist Office.

A large number of tourists have complained about the procedure and the delay involved in the issuance of visas by the Indian Embassies abroad. Though the Ministry of External Affairs in 1967, as part of the International Tourist Year, impressed upon the Indian Embassies to issue tourist visas within 24 hours and preferably on the spot, it is still the experience of the trade and of the individual foreign tourists that the Indian Embassies take a lot more time to issue visas. The foreign tourists have also commented adversely on the complicated application form, requirements of photographs and visa fees, wherever necessary. All these factors are creating a bad image in the mind of a foreigner even before he has arrived in this country. It is therefore, absolutely necessary that our visa issuing procedures need to be simplified and the staff in the Indian Embassies abroad need to be made conscious of their responsibilities vis-a-vis foreign tourists.

The Department of Tourism has all along been impressing upon the concerned Ministries of the Government to do away with the visas for bonafide tourists and also simplify the procedure. It was as part of the efforts of this Department that they agreed to abolish visa fees for foreign tourists during the International Tourist Year 1967. This has now been put on regular basis with 15 countries. It was also through the efforts of the Tourist Department that the Embassies were impressed upon to issue the tourist visas within 24 hours, preferably on the spot. However, as reiterated earlier we are of the view that the Government must agree to abolish the visa requirements for foreign tourists and if that is not possible, due to security reasons, we must agree to 15 days visa free stay in this country."

4.9. In regard to the abolition of the visas, the representative of the Ministry of Home Affairs stated during the evidence that bilateral agreements were being negotiated for the abolition of visas for tourist purposes in relation to certain countries.

4.10. Asked whether any other steps have been taken in recent years to streamline and simplify frontier formalities for tourists coming into the country, it has been stated that:

- (i) The tourist Baggage Rules have been liberalised from time to time to keep them in conformity, as far as possible, with the recommendations of the various international organisations such as IUOTO and International Conference of Travel and Tourism Rome 1963.
- (ii) Baggage Declaration for air passengers is oral.
- (iii) Additional concessions have been given to tourists for items which are scarce in India. These are photo films, liquor, cartridges for sporting firearms.
- (iv) No health formalities are insisted upon except in the case of tourists coming from yellow fever areas. The health formalities are normally governed by the standard set by W.H.O.

4.11. As part of its efforts to streamline the entry formalities for tourist, the Department of Tourism as a member of Facilitation Committee of the Government of India works in close collaboration with the various concerned Departments of the Government and the representatives of the international airlines.

4.12. The Department also takes up with the concerned authorities the complaints received from overseas tourists regarding the difficulties, if any, experienced by them with the authorities at the time of their entry into India.

4.13. The Committee recognise that the visa requirements laid down by the Government of India are necessarily influenced by consideration of broad policy involving relations with other countries on the one hand and internal security, law and order on the other. At the same time, it has also to be remembered that a liberal policy pursued in granting visas to tourists is a predisposing factor for promoting tourist traffic. The Committee therefore are of the view that since all tourist conscious countries of the Western Europe, including Bulgaria and Yugoslavia and Japan, Iran, Hong Kong, Pakistan and Singapore in Asia have waived all visa requirements for nationals of other countries for a certain specified length of time, it is high



time that the Government undertake a review of the visa requirements with a view to their liberalisation, consistent with the security aspect.

4.14. The Committee feel that the Temporary Landing Permit which is now valid for 7 days stay in India, has lost all its practical utility since in practice tourists prefer to take visas before they leave their country to save any embarrassment on arrival in India. The Committee therefore recommend that Government should examine the feasibility of waiving visa requirements for foreign tourists for 15 days stay in this country as has been done by our neighbouring countries.

#### B. Extension of Visas

4.15. Asked whether any arrangements existed in regard to the grant of extension of visas, the representative of the Ministry stated during evidence that the visas could be extended by the Superintendent of Police immediately on spot on the presentation of the Passport. The delay would usually take place if the visitor was not in the same station where the authority empowered to grant extension was stationed. Asked whether there was any proposal to appoint officers at the airport to grant extension, the representative of the Ministry stated that at the moment no such proposal was before the Ministry, but this aspect of the matter would be considered.

4.16. The Committee have been informed that the extensions are allowed upto three months, and the basic information in this regard is made available in the fundamental information booklets mentioning the facilities. More upto date information would be made available to clarify the existnig confusion for the benefit of the tourists.

4.17. The Committee are not at all satisfied with the existing arrangements obtaining in regard to extension of visas. They would, therefore, recommend that suitable measures should be devised to ensure that least inconvenience is caused to tourists in getting extension and renewal of visas.

#### C. Simplification of Procedure for Visas

4.18. The Committee enquired whether the Ministry had evolved any simplified procedure for removal of difficulties in regard to frontier formalities. The Ministry in a written note submitted to the Committee have stated that recently (in December, 1968) a High Level Inter-departmental Committee on facilitation has been formed under the chairmanship of the Secretary, Ministry of Tourism and

Civil Aviation with members from Ministry of Finance, Ministry of Home Affairs, Director General of Tourism, Director General of Civil Aviation and Director General of Health Services. The main objective of this Committee is to streamline and simplify the frontier formalities and meet the challenge imposed by the impending introduction of jumbo jets and supersonic transport with consequent increase in the number of passengers. The High Level Committee is examining some of the problems that attract broader issues of policies requiring speedy solutions. The Standing Facilitation Committee has passed on some problems which in its opinion require the attention of the High Level Committee. Among the problems under the consideration of the High Level Committee are those relating to:

- (1) creation of an integrated inspection service eliminating the need for inspection of passengers and their baggage by more than one authority;
- (2) evolving a system of channelling arriving passengers, in order to ensure that those without dutiable or restricted articles are cleared faster than others;
- (3) ensuring that personnel administering the frontier formalities at the airport have aptitude for public relations;
- (4) elimination of the Nine Day Health Form.

4.19. Simplification of the 9-day Health Form has already been decided by the Committee and it has also been agreed to evolve a system of channelling in-coming passengers. So far, there have been four meetings of the High Level Committee and the Committee is actively pursuing the broader issues which would help to simplifying the procedures in connection with clearance of passengers and their baggage.

4.20. The Committee are glad that the question of streamlining and simplifying the frontier formalities is engaging the attention of a High Level Committee. They hope that the High Level Committee would finalise their recommendations speedily so as to enable the Government to evolve a simpler procedure in regard to frontier formalities.

#### D. Customs

4.21. For purposes of customs a "a Tourist" is defined as a person not normally resident in India, who enters India for a stay of not less than 24 hours and not more than 6 months in the course of any twelve months period, for legitimate, non-immigrant purposes such as touring recreation, sport, health, family reasons, study, pilgrimage or business. Passengers who are covered by this definition are en-

titled to concessions under the Tourist Baggage Rules whether having Tourist Visas or ordinary Entry visas.

4.22. On arrival a tourist is allowed to bring certain articles free of customs, such as, cigarettes, camera, cinematograph films, personal effects as may be reasonably considered necessary for his use, sports equipment, travel soveneirs, etc. (as listed in Handbook of India).

4.23. The question of simplification of customs procedure in regard to tourists had received consideration of the Jha Committee in 1963. The Jha Committee had in that connection suggested some relaxations or liberalisations to be effected in the rules so as to minimise the inconvenience caused to tourists. It is stated that since then improvements have been effected in the list of permissible articles and other procedure too.

4.24. It has been brought to the notice of the Committee that "many foreign travellers get their baggage sent by air-freight as the cost is much less than when carried as excess baggage. But this unaccompanied baggage cannot be cleared at Santa Cruz, Dum Dum or Delhi air ports, as under the rules, it has to be cleared in town at the customs house. Apart from the delay and inconvenience so caused, the custom houses are closed on Sundays and holidays."

4.25. Asked to state the procedure obtaining in this regard, the Ministry have stated as under:—

*"Santa Cruz:*

Unaccompanied baggage reaching the airport within 48 hours of the arrival of the passenger is cleared in the baggage hall at the airport around the clock without any written declaration in the form prescribed for the clearance of such baggage. Unaccompanied baggage arriving after 48 hours of the passengers arrival is dealt as air cargo and facilities for its clearance on Sundays and holidays are not extended. Only those consignments of unaccompanied baggage are sent to the Customs House which are specifically desired to be cleared there. Such clearance is allowed during normal working hours on working days only. Facilities for clearance on Sundays and holidays are not available for unaccompanied baggage arriving by sea also.

*Dum Dum Airport:*

If the airlines certify that a particular consignment of unaccompanied baggage is intended for clearance at the airport,

it is retained there for clearance; otherwise such consignments are sent to the Custom House in the city. Other baggage retained at the airport is kept there for seven days and thereafter sent to the Custom House. Baggage following the passenger is allowed clearance from 10.00 hrs. to 17.00 hrs. on all the days including holidays but excluding Sundays. The Assistant Collector of Customs is competent to allow clearance outside the abovementioned hours and on Sundays also. In actual practice such clearance is not being refused by the Assistant Collector.

### *Palam Airport*

Unaccompanied baggage is retained at the airport on requests from passengers or the airlines concerned upto one week which may be extended on request in suitable cases. Passengers arriving on Sundays and holidays can clear their unaccompanied baggage on the same day.

### *Madras Airport*

Unaccompanied baggage is retained for three days and can be cleared there on Sundays and other closed holidays also.

With a view to give maximum facility, the following procedure has been ordered to be adopted:—

Unaccompanied baggage arriving before a passenger may be kept at the Airport to enable the passenger to clear it when he arrives. Unaccompanied baggage arriving after a passenger may be kept for clearance at the airport or may be sent to the Custom Houses as per the request of the airlines, who will naturally be guided by the instructions, if any, given by the passenger or his travel agent. In cases where the airlines have not been given any instructions, they may be advised to obtain necessary instructions, failing that the unaccompanied baggage may be sent to the Customs Houses as most of the passengers stay nearer to the Custom Houses than the Airport and prefer to clear their baggage there."

**4.26. The Committee note the relaxations permitted to the tourist traffic in regard to the custom restrictions. The Committee also note the various suggestions made by the Jha Committee for simplification of the procedure and liberalisation of rules so as to obviate the difficulties experienced by foreign tourists. They hope that the posi-**

tion in this regard is being kept under constant review so as to keep pace with the changing tourist habits, tastes, etc.

**4.27. The Committee further suggest that the desirability of allowing the facility of unaccompanied baggage clearance round the clock on all days including Sundays and holidays at all the international airports may be examined.**

## FACILITIES AT AIR PORTS

## A. Airport Standards

5.1. The first and the most lasting impression on a tourist's mind is that of the treatment which he receives at the time of his arrival and departure at the airports. As a rule tourist is a man in hurry with a tight schedule and a limited number of hours to spend in the country. He wants to make the most of the opportunity available to him. Every minute he spends at the air port hangs heavy on him because of the trying conditions in which he has to move from counter to counter usually in hot rooms. An improvement of air port standards is therefore one of the important factors for the growth of tourism. The Government of India in their Order No. 3-VB (1)/67, dated the 19th July, 1967 appointed "International Air Port Committee" to examine "the requirements of the four International Airports, at Delhi, Bombay, Calcutta and Madras in the context of their present day needs as well as of the increased requirements of next decade, keeping in view the special requirements which would arise from the forthcoming introduction of very large subsonic and supersonic air craft and the need to ensure that the facilities provided would be capable of later expansion to cope with the continuous growth of air traffic".

5.2. Asked whether the four International airport terminal buildings were provided with modern air-conditioned arrival and departure lounges with public telephone call facilities, restaurants, bars, duty free shops, travel agents, counters, reservation counters—air, rail and road, customs, excise and immigration posts under one roof, it has been stated that the Government have received the *interim* report of the TATA Committee on International airports (April, 1968) and their recommendations will guide the proposed new airport complex to be constructed in future. The salient recommendations of the Tata Committee in respect of improvement of Airport terminal buildings and passenger handling facilities and amenities are as under:—

- (i) As an interim and immediate measure, works of additions and alterations should be carried out to the existing terminal complexes at the 4 international airports at Delhi,

Bombay, Calcutta and Madras at an approximate cost of Rs. 174 lakhs.

- (ii) In order to cope with the fast growing traffic, new terminal complexes should be planned and constructed at the 3 international airports, namely, Delhi, Bombay and Madras, which would serve the requirements of air travelling public for 15 to 20 years. The new terminal complex at Calcutta is already under construction and is likely to be completed before the end of the year.
- (iii) Development of existing aerodrome installations, runways, taxi-ways, aprons, etc. to make them suitable for operations of the future generation of subsonic and super-sonic aircrafts i.e. Boeing 747 and SST. The first phase of the work to be carried out during the 4th plan period is to cost approximately Rs. 45.45 crores.

5.3. Asked whether any steps have been taken by the Government so far to implement these recommendations, the Ministry in a note submitted to the Committee stated that these recommendations have been generally accepted by the Government. The works of additions and alterations to the existing terminals as recommended have either been taken in hand or are under codal processing. Substantial improvements have already been carried out to the existing terminal at Delhi Airport and the remaining work is expected to be taken in hand soon. A new international arrival wing and a new domestic arrival wing are being constructed, so that the existing accommodation can be given over for departure processing functions. Estimates for similar works of additions and alterations to the existing terminal at Santacruz have been submitted to Government and works will be taken in hand as soon as they are sanctioned.

5.4. Similarly, plans and designs for the works of additions and alterations to the existing terminal at Madras are under preparation and estimates for the works are expected to be submitted to Government in 2 months' time.

The modifications suggested by the Committee to the new terminal at Calcutta have mostly been carried out. Some additional work extension of arrival hall, walk-way gallery, ramps, jet aprons, etc. have also been sanctioned and are under codal processing by the CPWD. The construction is expected to start shortly.

The Final Report of the International Airports Committee (Tata Committee) has also since been submitted to the Government. A

copy of the Report was laid on the Table of Lok Sabha on 24th April, 1969.

5.5. The Committee consider the appointment of Tata Committee to examine the requirements of the four International Airports, namely, Delhi, Bombay, Calcutta and Madras in the context of their present as well as prospective requirements and technological advancement during the next decade, a timely step in the right direction. They are glad to note that necessary measures to implement the recommendations made in the said Committee's interim report have been taken or are already under way. They have no doubt that expeditious action would be taken to consider and implement the other recommendations of the Tata Committee contained in their final Report laid on the Table of Lok Sabha on the 24th April, 1969.

5.6. The Committee would also like to suggest that in order to achieve high standards of efficiency at the airports, the building complex should be planned in such a manner as to provide adequate facilities such as rest rooms and residential accommodation in the vicinity of the airport for the customs, police, health staff who have to be on duty at odd hours.

#### B. Transit lounges and refreshments

5.7. During evidence, the Committee desired to know whether any improvement was needed in the management and supervision of the transit lounges, telephone facilities, serving of drinks, refreshments, restaurants, shops, VIP Rooms, bed room etc. at the air ports. The representative of the Ministry had, however, no suggestions to make.

5.8. As specific instances of lack of supervision over facilities at the airports, it was brought to the notice of the representative of the Ministry that no telephone was available in the international lounge of Bombay, nor complaint or suggestion book was normally kept at some airports. The representative of the Ministry confirmed that a telephone was available in the international lounge at Bombay and complaint or suggestion book was generally available at all airports and international airports in particular.

5.9. The Committee enquired whether position could improve if the matters relating to the facilities at the air port, investigation of all complaints including those of catering etc. were controlled by the Department of Tourism instead of the Director General of Civil Aviation. The representative of the Ministry indicated that it would not be possible for the Department of Tourism to undertake that



responsibility due to procedural difficulties. In this view, the solution of the problem lay in floating an autonomous corporation or a Commercial Organisation with sufficient powers for the purpose.

5.10. The Committee are distressed to note that there is no proper or adequate supervision and management of the transit lounges, telephone facilities, serving of drinks and refreshments, restaurants, V.I.P. Rooms etc. at the airports. They understand that complaints are not attended to properly, and sometimes not even the complaint books or suggestion books are made available. The Committee recommend that a small team should be constituted by Government to go into the whole administrative structure of the airports and to suggest remedial measures for the present deficiencies... The team may *inter alia* examine the following matters:—

- (i) present system of award of contracts for airport restaurants.
- (ii) schedule of rates for international airport restaurants, and
- (iii) need for separate restaurants and catteria, preferably run by the Tea Board/Coffee Board, to make available light refreshments at reasonable rates for people of middle and lower income group.

### C. Reception Offices

5.11. In regard to the non-availability of receptionists at the Aerodromes the representative of the Ministry stated during the evidence that a start in this direction was underway at Palam air port to receive the people.

5.12. The Committee have been informed that Tourist Information Centres are provided at all major International Air Ports, besides one or two additional ones at Agra, Banaras, Aurangabad and Jaipur.

5.13. Asked whether the Department of Tourism have suggested to the State Governments for setting up tourist information offices at other air ports, the representative of the Ministry during evidence replied in the negative.

5.14. Asked further whether tourist windows displaying information about places of tourist interest had been set up at International airports, the representative of the Ministry stated that it was infructuous to put up a display without some one at the back to supply information. He added that the proposal for opening more offices and points of display was under active consideration.

5.15. The Committee feel that it would be advantageous if specially-trained Tourist Reception Officers are posted at all important airports to receive and guide the visitors. They note that a beginning is being made in this direction at Palam Airport. The Committee recommend that in the light of experience gained with regard to the experiment at Palam, the question of extending it to other important Airports may be examined.

## VI

### ACCOMMODATION

#### A. Committee appointed

##### *Hotel Standards & Rate Structure Committee (1957)*

6.1. The Hotel Standards & Rate Structure Committee was appointed in 1957 by the Ministry of Transport which handled the subject of tourism at that time with the objective *inter alia* "to lay down criteria for the purpose of classification of the hotels in India keeping in view international standards that apply to similar establishments elsewhere".

6.2. The Committee submitted its Report in 1958. It recommended that the hotels in the country should be classified. It also recommended that the classification of hotels should be on the 'Star' system, and it evolved the criteria that should be applied for classifying the hotels in different categories from One-Star to Five-Star.

##### *Hotel Standards & Rate Structure Committee (1962)*

6.3. The Hotel Classification Committee was appointed by Government in June, 1962 in pursuance of the recommendation of the Hotel Standards & Rate Structure Committee that hotels should be classified. This Committee made a very extensive tour of the country and inspected 299 hotels and 123 restaurants and submitted its Report in August, 1963. The Committee made 29 recommendations in all on the various aspects of the matter. One of the most important recommendations was that the classification of hotels should be reviewed at least once in three years. All the recommendations of the Committee were accepted by Government.

##### *Hotel Review & Survey Committee (1967)*

6.4. In pursuance of the recommendation of the Hotel Standards and Rate Structure Committee 1962, the Committee for reviewing the classification of hotels should have been appointed sometime in 1966, but here was some delay. After the last General Elections representatives of the hotel industry met the Minister for Tourism & Civil Aviation and emphasised the need for the appointment of such a Committee. Then it was decided by the Government that a Committee be appointed to review the classification of the hotels which had already been classified including those which were dissatisfied

with the grading they had received and to classify such other hotels as had come into being since the time of the last classification committee or had not applied at the time of the last classification. At the same time, it was decided that a Committee also be appointed to conduct a survey of the existing hotel capacity in the country and to make studies for determining how much additional hotel capacity was required in the country to meet the needs of the growing tourist traffic. Subsequently, it was decided that instead of two Committees, a somewhat enlarged Committee should undertake both functions. At the meeting of the Tourist Development Council held in Simla in 1967, it was suggested that an assessment should be made of the economics of the rates charged by hotels in different categories and a determination made whether a rational basis could be evolved for standardising the rates.

6.5. In these circumstances the Hotel Review & Survey Committee was appointed in November, 1967 with the following terms of reference *vide* Government of India Resolution No. 1-HRSC (1)/67 dated the 6th December, 1967:—

- (i) To invite applications afresh from all such hotels located in important tourist centres as are interested in being placed on the approved list of the Department of Tourism; are desirous of being classified on the basis of criteria evolved by the Hotel Standards & Rate Structure Committee in 1958, and agree to abide by the regulatory conditions laid down by the Department of Tourism from time to time.
- (ii) To review the classification of such hotels as were dissatisfied with the category accorded to them by the Hotel Classification Committee in 1963 and had made representations to this effect to the Department of Tourism.
- (iii) To survey the requirements of additional hotel bed capacity at the important tourist centres to be provided by both public and private sectors by 1971 and by the end of the succeeding 5 years; and also to recommend the type of hotels suited for each place.
- (iv) To review the rates charged by hotels which are classified on the star-system with the object of determining a rational basis for standardising the rates in each category.
- (v) To inspect restaurants with the purpose of according approval to those which are of the requisite standard in catering to the needs of international tourists, on the

basis of the criteria evolved by the Hotel Classification Committee in its report submitted in 1963.

6.6. At its first meeting held on 7th December, 1967, the Hotel Review & Survey Committee requested that the terms of reference of Committee be modified in order to include all hotels in India for review and classification and not merely those which were located in important tourist centres and those which were dissatisfied with the previous classification. The Government accepted the request of the Hotel Review & Survey Committee and issued fresh terms of reference on 7th February, 1968 and these were as follows:

- (i) To invite applications afresh from all such hotels as are interested in being placed on the approved list of the Department of Tourism; are desirous of being classified on the basis of criteria evolved by the Hotel Standards & Rate Structure Committee and subsequently amended by the Hotel Classification Committee, 1963 and agree to abide by the regulatory conditions laid down by the Department of Tourism from time to time.
- (ii) To survey the requirements of additional hotel bed capacity at the important tourist centres, as given below, to be provided by both public and private sectors by the end of the Fourth Plan period i.e. March, 1974; and also to recommend the type of hotels, suited for each place:  
Agra, Ahmedabad, Ajanta-Ellora, Aurangabad, Bombay, Bangalore, Bhubaneswar, Calcutta, Cochin-Ernakulam, Darjeeling, Delhi, Gulmarg, Goa, Hyderabad, Jaipur, Jammu, Khajuraho, Kanchipuram, Konarak, Madurai, Madras, Mahabalipuram, Mysore, Puri, Srinagar, Tanjore, Trivandrum, Udaipur, Varanasi; and such other places as the Committee may unanimously agree to add to this list.
- (iii) To review the rates charged by hotels which are classified on the star-system with the object of determining a rational basis for standardising the rates in each category.
- (iv) To inspect restaurants with the purpose of according approval to those which are of the requisite standard in catering to the needs of international tourists, on the basis of the criteria evolved by the Hotel Classification Committee in its report submitted in 1963.

6.7. Besides the Chairman Shri S. D. Khana—Deputy Director General in the Department of Tourism, the Committee was constituted of one representative of the hotels in the private sector; one representative of the hotels in the public sector; one representative of recognised travel agents in India; one representative of international airlines; and a representative each of the State Governments/ Union Territories of the areas which the Committee visited. The Federation of Hotel & Restaurant Associations of India represented the hotels in the private sector while the Managing Director of India Tourism Development Corporation represented the public sector hotels, the Air-India represented the international airlines and the Travel Agents Association of India represented the recognised travel agents in India. The Directors of the Regional Tourist Offices in Delhi, Bombay, Calcutta & Madras were co-opted as members of the Committee for their respective regions.

6.8. The Committee submitted its Report in February, 1969 and has made a series of recommendations on the various aspects included in its terms of reference. The Report is stated to be under the consideration of the Ministry of Civil Aviation and Tourism.

**6.9. The Estimates Committee note that during the last 12 years Government have appointed three Committees to deal with various problems connected with hoteling. They are glad that the last Committee which has submitted its Report early this year was also asked to survey the requirements of the additional capacity till the end of the Fourth Five Year Plan. They urge that the consideration of the Report may be expedited so that necessary steps are taken to implement such of the recommendations as are accepted by Government at an early date.**

## B. Hotel Accommodation

6.10. During evidence the representative of the Department of Tourism was asked about the total requirement of bed capacity keeping in view the number of tourists expected, in future. The witness stated that estimates had not been made by Government but the Hotel Review & Survey Committee was examining this question.

6.11. It has been stated in the Report of the Hotel Review & Survey Committee (1968) that the Committee surveyed the requirements of additional hotel capacity at the important tourist centres to be provided by both public and private sectors by the end of the Fourth Five-Year Plan *i.e.*, March, 1974 and also recommended the

type of hotels suited for each place. The tourist centres for which the survey was made are as follows:—

Agra, Ahmedabad, Ajanta-Ellora, Aurangabad, Bombay, Bangalore, Bhubaneswar, Calcutta, Cochin-Ernakulam, Darjeeling, Delhi, Gulmarg, Goa, Hyderabad, Jaipur, Jammu, Khajuraho, Kancheepuram, Konarak, Madurai, Madras, Mahabalipuram, Mysore, Puri, Srinagar, Tanjore, Trivandrum, Udaipur, Varanasi.

6.12. The figures were worked out for these 29 tourist centres are stated to be as follows:

(in crores of rupees)

Year	Rooms required for 5 & 4 Star Hotels	Approximate cost	Rooms required for 3 Star Hotels	Cost	Rooms required for 2 & 1 Star Hotels	Cost	Total rooms required	Total cost
1968—74	4880	48.80	3025	15.12	2385	5.95	102.90	69.87
1974—81	8400	84.00	5495	27.47	4840	12.08	187.35	123.55

6.13. While working out the total bed capacity required as above the Hotel Review and Survey Committee took the projections of tourist arrivals in India worked out on the basis of traffic studies made by the Boeing Air Company for the years 1968 to 1981 which are as follows:—

1968	.	.	.	.	.	207000
1969	.	.	.	.	.	238000
1970	.	.	.	.	.	273700
1971	.	.	.	.	.	314800
1972	.	.	.	.	.	362000
1973	.	.	.	.	.	416300
1974	.	.	.	.	.	478700
1975	.	.	.	.	.	556600
1976	.	.	.	.	.	695600
1977	.	.	.	.	.	656200
1978	.	.	.	.	.	738800
1979	.	.	.	.	.	806100
1980	.	.	.	.	.	908700
1981	.	.	.	.	.	1000000

6.14. It has been stated that during the last 4 years about 70 hotel projects have been approved by the Department of Tourism at various places and are likely to be completed by the year 1969 or so:—

6.15. Following hotel projects are under construction at present and are likely to be completed by the year 1969 or so:—

1. Ashoka Hotel, Jabalpur.
2. Hotel President, New Delhi.
3. Chandela Hotel, Khajuraho.
4. Hotel Alka, New Delhi.
5. Hotel Project at Manipal (Near Mangalore).
6. Rutt Deen Hotel, Calcutta.
7. Ritz Continental, Calcutta.
8. Hindustan International, Calcutta.
9. Hotel at Mangalore.
10. N.D.M.C. Hotel, New Delhi.
11. West End Hotel, Bangalore.

6.16. The India Tourism Development Corporation, a Government of India Undertaking, have also proposals for the construction of hotels at places like Calcutta, Bombay, Bangalore, Gulmarg, Srinagar, Kovalam and Panaji. The projects tentatively planned by the I.T.D.C. are as under:—

Gulmarg	50 rooms
Srinagar	50 rooms
Kovalam	50 rooms
Calcutta (Dum Dum)	50 rooms
Bombay (Santa Cruz)	50 rooms
Juhu Beach, Bombay	100 rooms
Panaji	50 rooms

6.17. Asked what steps were being taken for the construction of hotels both in the public and private sectors it has been stated in a written note submitted to the Committee that in order to encourage the construction of new hotels the Government have offered the following incentives:—

- (1) Substantial tax reliefs such as Income-tax holiday for the first 6 years of operation on profits upto 6 per cent a special deduction of 8 per cent on profits before income-tax, and liberal depreciation rates and development rebate.



- (2) Priority consideration for all the needs of the hotel industry such as building materials telephone and telex connections, foreign exchange for publicity and import of essential requirements etc. by Government organisations, semi or quasi Government bodies, local bodies etc.
- (3) Government-owned land in the Delhi area earmarked for hotel construction will be sold by auction or tenders, the successful bidder of tender having to pay only 6½ per cent of the accepted auction/tender price as annual ground rent, without having to pay the full price or premium for the plot.

6.18. In addition to offering incentives to the private sector to encourage hotel construction the Indian Tourism Development Corporation will also construct hotels at key tourist centres where the accommodation is urgently needed. The present plans of the Indian Tourism Development Corporation envisage the construction of hotels at several places including Bangalore, Bombay, Calcutta, Goa and at an estimated cost of Rs. 5.5 crores the total bed capacity to be provided by these hotels will be 1,100. These hotels will have all modern amenities and essentially cater to the requirements of the middle income class of foreign tourists.

6.19. Asked whether any measures have been taken to encourage the private sector to set up middle income and low income group hotels at places of tourist interests, the Ministry in a note submitted to the Committee stated that the Government have announced several incentives to the private sector of the hotel industry. To begin with, it has been accepted as a 'Priority' industry whose various requirements should be met on a basis of priority. These incentives available to all hotel projects approved by Department of Tourism mentioned on pre-page, whether 1 and 2 star category (low income group); 3 star category (middle income group) or 4 and 5 star categories (upper income group) are also available for Private Sector hotel.

6.20. The Committee are not satisfied with the steps taken so far to augment hotel accommodation in the country. They feel that as soon as the targets about the inflow of tourist traffic to India had been worked out, a perspective plan for the provision of hotel accommodation should have simultaneously been prepared. Now that the Hotel Review and Survey Committee has assessed the requirements of hotel accommodation, no further time should be lost in taking necessary steps for the provision of hotel accommodation accordingly. Hotels have to play a very vital role in the promotion of tourism.

The Committee are of the view that unless a massive programme of hotel construction starts right now, it will not be possible to cope with the influx of visitors who are expected during the next 2/3 years and that there is the risk of the entire plan going awry. In this connection, the Committee would like the Department of Tourism to examine why even after having been offered incentives and facilities, the response from the private sector is not encouraging enough. In particular they would urge that Governments both Central and States should allot suitable sites in various cities for construction of new hotels on reasonable terms and conditions.

### C. Hotel Loan Fund Scheme

6.21. It has been stated that a scheme for grant of loans for the construction of hotels of the requisite standards and for the renovation, expansion and improvement of existing hotels on the approved list of the Department of Tourism was finalised in April, 1968. For this purpose, a Hotel Development Loans Scheme has been sanctioned and a provision of Rs. 5.00 crores has been made under the scheme. The main criteria for the grant of loans under the scheme are as follows:

- (1) *Eligibility*: Loans are available to Public and private limited companies for hotel projects approved by the Department in selected centres of tourist importance.
- (2) *Quantum of Loan*:
  - (a) *New Construction*: Upto a maximum of 66-2/3 per cent of the value of the fixed assets of the hotel project.
  - (b) *Expansion/Renovation*: 50 per cent of the cost to be incurred.
- (3) *Security*: Land, building and other fixed assets such as immovable equipment of a hotel project are acceptable as security. Value of the security should be 133-1/3 per cent of the amount of loan. Equity/debt ratio should not exceed 1:2. In the case of Renovation/Expansion, guarantee bonds from Scheduled Banks or Insurance Companies covering the entire period of the loan are also acceptable as security.
- (4) *Interest*: The rate of interest will be the same as charged by the Government from industrial undertakings, at present 6½-7 per cent depending on the duration of the loan. The interest is payable on a half-yearly basis, from the date of drawal of the loan.

(5) *Repayment of Principal:*

- (i) *New Construction:* The loan is repayable in 18 half yearly instalments, the first instalment being due after three years from the date of drawal of the loan.
- (ii) *Expansion/Renovation:* The loan is repayable in 15 half-yearly instalments, the first instalment being due after one year from the date of drawal of the loan.

6.22. In reply to a question, it has been stated that only 8 applications had been received from May, 1968 to September, 1968. Six out of eight applications received prior to the Third Meeting of the Hotel Loans Board held on 21st August, 1968 were examined by the Board and the defects were pointed out to the applicants in September, 1968. In regard to the other two applications which were received subsequently, and examined by the Board on 23rd October, 1968 defects were pointed out to the applicants in October and November, 1968.

6.23. The main defects generally noticed in the various applications were as follows:—

- (a) Security insufficient or not sound.
- (b) Low equity Base of the capital structure thus not satisfying the equity debit ratio of 1 : 2.
- (c) Want of clear titles to the properties to be mortgaged.
- (d) Previous encumbrance on the assets.
- (e) Applicant not being a private or public limited company.
- (f) Project plans not conforming to the minimum specifications (room sizes etc.) prescribed by the Department for approval.
- (g) Incomplete particulars.

6.24. One out of the 8 applicants has been able to complete all the requirements and is now making progress in completing certain legal formalities. Three other applications have been approved in principle subject to their completing certain requirements.

6.25. The Committee regret to note that it has not been possible for Government to give loans out of the Hotel Development Loan Fund even though the Fund was created for the purpose almost a year ago. They suggest that the applications for the grant of loan should be processed expeditiously and finalised. The Committee

would also like the Government to examine whether the terms and conditions of loans are rigid and call for rationalisation and simplification so as to enable the hotel industry to avail of the Loan Fund.

#### D. Classification of Hotels

6.26. In pursuance of the Hotel classification Committee 1962, hotels were classified into 5 categories, viz., one star, two star, three star, four star and five star.

6.27. The total number of approved hotels upto 31st July, 1968 was 221, including those which have yet to be classified by the Hotel Review and Survey Committee. The list of classified hotels and hotels which had been approved but not yet classified is stated to be as follows:—

1 Star hotels	66
2 Star hotels	70
3 Star hotels	26
4 Star hotels	12
5 Star hotels	7
Approved but unclassified	40
	<hr/>
TOTAL	221
	<hr/>

6.28. The total number of hotels and restaurants inspected by the Committee in 1962 was 299 and 123 respectively.

6.29. It has been stated that at the time of the appointment of the Hotel Review and Survey Committee, there were 221 hotels and 59 restaurants on the approved and classified list of the Department of Tourism. All these establishments were not notified to apply afresh for classification. In addition, notices calling applications for classification were sent to the Federation of Hotel and Restaurant Association of India with the request that all its members be notified of the fresh classification of hotels and approval of restaurants. Other establishments of whom the Department of Tourism was aware, which might not have been covered by the above, were also notified to apply. Altogether 221 hotels and 94 restaurants applied for classification and approval. These were spread over in 68 cities and 20 States/Union Territories in India. The Committee inspected each hotel and restaurant and immediately after inspection, graded

them according to the criteria evolved by the Hotel Classification Committee set up in 1962 as follows:—

1 Star	35
2 Star	59
3 Star	34
4 Star	25
5 Star	13
TOTAL	<u>166</u>

6.30. In addition 59 restaurants were put on the approved list. In regard to the restaurants the Committee was not called upon to grade them and only a formal approval was necessary. This approval meant that the restaurant was of a standard that the Department of Tourism could recommend to international travellers of the 94 restaurants which applied for approval, only 59 qualified.

6.31. The Committee has *inter alia* recommended, revision of criteria for classification and approval of hotels/restaurants, provision of a permanent Classification Committee and Regional Sub-Committee and provision for downgrading and declassification of hotels. The Committee has also recommended the next re-classification of all establishment in the country before December, 1971.

6.32. The Committee note that while as many as 221 out of 299 hotels inspected by the Hotel Classification Committee were classified and approved in 1962, only 166 out of 221 hotels were able to qualify for starrage this time although the criterion for classification was the same on both the occasions. This indicates that there has been a fall in the hotel standards which is a cuase for concern. The Hotel Review & Survey Committee 1968 has made useful recommendations and suggestions for the improvement of hotels. The Estimates Committee urge that Government may consider the report and take urgent action to implement such of the recommendations as are accepted by them.

### E. Hotel Standards

6.33. It has even stated that the Department of Tourism has received many complaints from foreign tourists on the poor standard of catering at aerodromes and in several approved hotels. The complaints generally referred to inadequate standards in Western style cuisine, and to slow service. Each such complaint is

taken up individually with the establishment concerned, and the Tourist Office in the vicinity advised to follow up such complaints personally. Complaints against catering services at airports are referred to the Director General of Civil Aviation for investigation and action as these are under their jurisdiction. A complaint cell has also been set up at the Headquarters recently and efforts are being made to ensure that each complaint is looked into very carefully and appropriate remedial action taken. "It has been brought to the notice of the Committee that the recent Pacific Visitors Survey Report places India in a rather bad light". Asked about the reactions of the Government on the findings of the Pacific Visitors Survey, it has been stated in a written note furnished to the Committee that,

"We are generally in agreement with many of its observations. The hotel industry in India is still in its infancy and has not attained the professionalism which it has done in Europe, America and Japan. Suitable incentives are being given to the industry. Training programme has been instituted and it is hoped that within a reasonable time our hotels will also attain a degree of professionalism which would eliminate most of the complaints alluded to in the Pacific Visitors Survey Report".

6.34. In reply to a question, it has been stated that no sample survey of the standards maintained by the hotels other than the one being done by the Hotel Review and Survey Committee is regularly made.

6.35. The Committee have been informed that the permanent machinery to inspect hotels and restaurants approved by the Department of Tourism has not yet been set for want of staff. It is hoped that once the inspection machinery is set up, the Department would be in a position to keep a watch on the standards maintained by the respective establishments.

6.36. Asked whether the State Governments have been advised to take up the inspection of unclassified hotels and paying guest accommodation available in the tourist centres with a view to standardise their facilities and rates and to avoid overcrowding, overcharging and other inconveniences to tourists, the Ministry in a written note have stated that no specific reference has so far been made in this regard to the State Governments. However, it is open to each State Government to take whatever action is considered necessary in this regard and if any assistance is needed by them, the Department of Tourism would readily render it.

6.37. The Committee are unhappy to note that the standards even in those hotels which are on the approved list of the Department of Tourism, leave much to be desired. They are all the more unhappy at the findings of the Pacific Visitors Survey which places India in a rather bad light. The Committee need hardly stress the desirability of keeping a constant watch on the hotel standards. They suggest that a permanent machinery may be set up in the Department of Tourism for the purpose without further delay. The Department of Tourism should work in close collaboration with the hotel industry, Federation of Hotels and Restaurants and other Associations in the matter and also impress upon them the need to maintain high standards in the hotels. They may be urged to set up their own machinery to keep a constant watch on the hotel standards.

6.38. The Committee further suggest that effective measures should be taken urgently to effect improvements on right lines and to remedy the shortcomings pointed out in the Pacific Visitors Survey Report. Vigorous publicity should be given to these improvements to offset the adverse effects of the above Survey Report.

#### F. Training and Personnel

6.39. The following courses are available to the students in hoteliering:—

##### *Hotel Management Training Courses*

6.40. It has been stated that from 1956 onward students were sent abroad for various courses in hotel management. Details regarding the number of students trained under various schemes are given below:—

- (1) A scholarship scheme was introduced in 1956 and continued until 1961. Under this scheme deserving students were selected for studying abroad and 40 per cent of the expenses met by the Department of Tourism. This was considered necessary at the time as there were no hotel training schools in the country. A total of 22 students were sponsored under this scheme.
- (2) In addition to this scholarship scheme, the Department of Tourism was recommending the release of foreign exchange to trainees in hoteliering who went abroad for such study at their own expense. This scheme was in operation from 1953 to 1962, and under this scheme 46 candidates were trained abroad in hotel management.

- (3) In 1962, with the opening of the Hotel Management and Catering Institute in New Delhi to be followed by others in the country, Hotel Management as a course of study was dropped from the list of approved subjects for training abroad by the Ministry of Education. The situation therefore, was that no student could go abroad for training in hotel management either on scholarship, or at his own expenses. The necessity of such training in the hotel industry was therefore, taken up with the Ministry of Finance, who agreed that for three years 5 students a year could be sent abroad for training in Hotel Management at their own expense; foreign exchange for each student to be released only to the extent of 60 per cent of the normal student quota, the intention being that students studying hoteliering would be able to meet the rest of their expenses through part-time and or vacation time jobs. This scheme of releasing 60 per cent of the normal students quota in foreign exchange to students studying hoteliering abroad was in force from 1964 to 1966, and in all 13 candidates were sponsored under this scheme.
- (4) Since the scheme of releasing 60 per cent in foreign exchange was agreed to only for a specific period of 3 years, it was discontinued after this period and has been revived again during the current financial year after a hiatus of 3 years. 4 students have been selected for the release of foreign exchange to the extent of 60 per cent of the normal students quota, of whom 2 have already proceeded abroad.
- (5) In 1965, the Government of Austria started offering scholarships for short term courses (9 months to a year) in Hotel Management and Catering at their institute in Salzburg for the benefit of students from the developing countries. Under this scheme the expenses of the students would be met by the Government of Austria while the students are abroad, and students only have to bear the expenditure on transport to and fro and nominal sum for incidental expenses. From 1965 to 1967 a total of 20 students have been sent for training under the Austrian Government Scholarship Scheme. The selection of candidates for the Austrian Scholarships was being done by the Federation of Hotels & Restaurants Association of India in consultation with the Department of Tourism. However, in 1968 the selection of such students has been left entirely to the Austrian Embassy in New Delhi.



- (6) Since 1966, National Productivity Council has been selecting 1 or 2 students each time for a 3 months course in Hotel Management organised by the East West Centre, Hawaii. Nominations are called for by the National Productivity Council from various sources such as Department of Tourism, Federation of Hotels & Restaurants Association of India, directly from hotels etc., the final selection being made by the National Productivity Council. In 1967 the United States Education Foundation in India was also asked to advise in the selection and associated the Department of Tourism with it. In 1967, 6 students were sent from India for the Hotel Management Training Course in Hawaii.

To sum up, therefore, a total of 111 students have been sent for training abroad from 1956 onwards in both long and short term courses and 2 more are yet to go this year.

#### *Institutes of Catering Technology and Applied Nutrition*

6.41. It has been further stated that Government of India (Ministry of Food and Agriculture) have set up 4 Institutes of Catering Technology and Applied Nutrition at Bombay, Calcutta, Madras and Delhi and 2 Food Craft Institutes at Kalamassery (Kerala) and Panjim (Goa). 761 students passed out from these institutes in the year 1967-68. The intake capacity of these institutes during 1968-69 is as follows:—

Institutes	Intake capacity Full Time	Intake capacity Part-time & $\frac{1}{2}$ yearly	Total
Institute of Catering Technology & Applied Nutrition			
Bombay	353	495	848
Delhi	250	133	383
Calcutta	80	140	220
Madras	110	150	260
Foodcraft Institute			
Kalamassery		100	100
Goa		60	60

6.42. The standard of the Institutes depends very largely on the Principal and the teaching staff; these vary somewhat and will continue to do so until more students come out of the Institutes who

will take up teaching as a career. Instructor training is about to be started in Bombay by the Central Training Institute of the Ministry of Labour.

6.43. Asked about the scope of employment of the trainees passing out of these institutes, it has been stated that the employment potential is fairly good; few students who have completed these courses are without employment.

6.44. However, the employment of the students varies; the rates of wages offered to students is the lowest in Government undertakings and Hotels but efforts are being made to standardise these. There is a tendency in some quarters to use the students as cheap labour. A good deal still has to be done by the Industry in cooperation with the Institutes and understanding giving due consideration for their limitations and lack of previous experience.

#### **Hotel trades**

6.45. The following 6 trades in the Hotel & in Restaurant Industry have been provided in the Apprentice Act, 1961:—

- (i) Cook General
- (ii) Steward (Dining Room)
- (iii) Steward (Floor)
- (iv) Baker & Confectioner
- (v) House Keeper
- (vi) Hotel Clerk/Receptionist

6.46. Under this Act, it is compulsory for employers in the specified industries to engage apprentices and non-compliance with the Act by the employers is a cognizable offence. This scheme of Apprentice training comprises a period of basic training followed by on-the-job training, the basic training to be given at the various food polytechnics set up by the Ministry of Food & Agriculture. A thorough course of basic training has been prepared by the Catering Adviser, Government of India, Ministry of Food. The estimated number of apprentices from the Hotel Industry is as follows:—

Region	Madras	Calcutta	Delhi	Bombay	Total
Cookery	89	57	121	119	386
Waiting	95	62	136	126	419
H/Keeping	71	42	57	66	236
Bakery	50	100	100	100	350
Reception	67	35	82	59	243
		<b>TOTAL</b>			<b>1,643</b>

6.47. Asked whether any machinery had been set up to look into such cases of where the approved hotels employed untrained personnel contrary to the terms of the Apprentice Act, 1961, the representative of the Ministry stated during the evidence that since the Act was being implemented by the Labour Ministry the machinery for inspection in private sector could be set up by them, while as the Public Sector hotels which were being managed by the Department of Tourism, had been asked to select candidates for apprenticeship to set an example.

6.48. Asked whether a close liaison was being maintained with the Labour Ministry to ensure the enforcement of the Act both in Private and Public Sector hotels, the representative of the Ministry during the evidence replied in the negative.

6.49. He further stated that the Government was considering to enforce the Act in its entirety as hotels themselves were eager to appoint the apprentices trained in apprentice institutions which were being set up in the country in a large number.

6.50. The Committee desired to know whether the Labour Ministry was able to help in maintaining certain hotel standards by exercising a special type of supervision over the hotels. The representative of the Ministry stated during evidence that no such check was being enforced at present, but a provision would be made in the rules.

6.51. The Committee desired to know whether at the time of approving a hotel it was ensured that they employed diploma holders of Hotel Training Institutes and whether there were sufficient arrangements made by the Government for refresher courses and/or orientation courses for training the hotel personnel. It has been stated that while the employment of diploma holders of the Catering Institutes has not been made a condition in approving new hotel projects, the management was being invariably advised during personal discussions about new projects, to employ trained personnel available in the country. It is understood that this is working well in practice, and that the students graduating from the Catering Institutes do not have much difficulty in finding employment in the hotel and restaurant industry. The Department of Tourism has also taken up with the national airlines the importance of employing such trained personnel for their catering services.

6.52. The Hotel Review and Survey Committee 1968 have the following observation in the subject:—

“The Committee thought that perhaps one single need more than any other in the hotel industry in India today was

to have a large number of trained and experienced house-keepers. In order to meet this need urgently, the availability of trained personnel in this field in the country being limited, the hotels may have to secure such personnel from Europe or other countries overseas, and the Government of India should not hesitate to give the necessary permission for such appointments, when requested by the hotels. At the same time, to meet the long range needs for trained personnel in this important field, foreign trained and qualified teachers should be appointed in the Institutes of Catering, Nutrition and Hotel Management set up by the Government so that as large a number of persons as possible are trained in housekeeping. Thirdly, young women seeking careers in various aspects of hotel management should be encouraged to go abroad for training in house-keeping, and the necessary foreign exchange made available to them for their studies.

Similarly, although it may be conceded that efforts are being made and shall continue to be made to expand the hotel training facilities in India, both at the managerial as well as at the crafts level, it is the considered view of the Committee that the leeway to be made good in the field of hotel technology is so large that for many years to come there is going to be no alternative but to allow a certain number of foreign managers, chefs, executive house-keepers and other key personnel to be brought from abroad to man the senior positions in the larger four and five star hotels. To handle with competence and real flair important positions in the superior hotels, one needs not only training but also maturity which can only be gained after many years of experience. It is obvious that our youngmen who are receiving training in hotel management whether in India or abroad will require many years of experience before they can be expected to fill up the top positions in superior hotels. The Institutes of Catering, Nutrition and Hotel Management should be requested to enlarge their facilities in training more people and offering refresher courses in the various crafts of hotel operation and the hotels in turn encouraged to employ only such trained and qualified staff turned out by the Institute."

**6.53. The Committee note that there is shortage of trained personnel in hotel industry in India. They also note that the existing training facilities provided for hotel personnel are inadequate. The Com-**

mittee suggest that a phased programme to augment the training facilities may be prepared and adhered to so that trained personnel could be provided to the hotel industry in adequate numbers. Programme should be reviewed continuously in the light of requirements and augmented as necessary. They also suggest that the hotel industry should be closely associated with the various training programmes and it should be impressed upon them to offer suitable employment opportunities and remuneration to the students after completion of training.

6.54. The Committee also suggest that the feasibility of starting refresher courses for the personnel already employed in the hotels may also be considered.

#### G. Import licences for hotel equipment

6.55. It has been represented to the Committee that too many hurdles were created by the Technical Wing which take months to clear the application for grant of import licence for the purchase of Hotel equipment. The Committee desired to know whether any steps were taken to expedite the grant of import licences. It has been stated that,

“a Screening Committee consisting of the Deputy Director General as Chairman and Director (Travel Trade), Director (Hotels) and Assistant Director (Hotels), as members scrutinises and makes recommendations on the import applications from approved hotels and restaurants. The allocation of foreign exchange for import licences for each establishment, depends upon the total amount of foreign exchange made available for each shipping period which is variable. Depending on the amount of foreign exchange available, a formula is worked out relevant to the bed capacity and category of each hotel, and recommendations, in respect of each item made accordingly. Roughly 60 to 70 per cent was recommended for machinery and equipment and the remainder for liquors, provisions and glassware etc.”

6.56. The procedure involved in inviting and possessing import applications for the issue of import licences, is broadly as follows:

- (1) There are two shipping periods during the year (a) April 1st to September 30th; and (b) October 1st to March 31st of the following year.

- (2) The Department of Tourism indicates its annual foreign exchange requirements for imports to the Ministry of Finance, Department of Economic Affairs.
- (3) The allocation of foreign exchange agreed to by the Department of Economic Affairs in respect of each shipping period is conveyed to the Department of Tourism and immediately this advice is received, the Department of Tourism writes to all approved establishments inviting import applications according to the prescribed procedure, to be supported by proforma invoices in the case of capital goods, allowing about 6 weeks for the application to be submitted to the Department of Tourism.
- (4) When the applications are received, the Screening Committee is set up to scrutinise each application and make appropriate recommendations according to the criterion defined above.

6.57. Applications which have been recommended for the values determined for each, are processed as follows:—

- (1) Import applications for liquor are forwarded directly to the CCI&E for issue of import licences direct to the parties concerned under advice to the Department of Tourism.
- (2) Import applications for fish are forwarded to the Ministry of Food for clearance from the indigenous angle and applications so cleared are then forwarded to the CCI&E for the issue of import licences direct to the party concerned under advice to the Department of Tourism.
- (3) Import applications in respect of other items i.e., provisions, machinery crockery, glassware and equipment forwarded to the Directorate General of Technical Development for clearance of each from the indigenous angle, and the applications so cleared are then forwarded to the CCI&E for the issue of import licences direct to the parties concerned under advice to the Department of Tourism.

It will thus be seen that licenses for liquor are issued directly by the CCI&E and the clearance of applications for fish also do not take much time as they are not very diverse in character. However, applications for machinery and equipment do require considerable time for clearance from the indigenous angle as these are dealt with by separate Directorates in the Technical Wing. For instance an item of machinery which has components of rubber and electrical equipment has to be processed by two separate Direc-

torates i.e., Rubber Directorate and the Electrical Equipment Directorate. Such clearance from each specific aspect therefore inevitably causes delay, particularly in view of the growing availability of indigenous counter parts, and the checking necessary to ensure that the item requested is definitely not available in the country.

In order to minimise such delays it is intended to hold a general meeting of the representatives of the Department of Tourism and of the Hotel Industry with the Director General of Technical Development so that the procedure may be streamlined and unnecessary delays curtailed in respect of applications received for this shipping period."

8.58. It has been brought to the notice of the Committee that the D.G.T.D. turned down genuine case application for grant of Import licences inspite of the fact that these were favourably considered and deemed essential by the Department of Tourism. Asked about the position in the matter, it has been stated in a written note submitted to the Committee that,

"Although the Department of Tourism is given a foreign exchange allocation against which import applications made by the hotel industry are recommended for licences, no licences (with the exception of liquor) are issued by the CCI&E directly on the recommendations of the Department, unless these are cleared from the indigenous angle by the D.G.T.D. The Department's point of view, based on its knowledge of the handicaps under which even the leading hotels have to work without the most modern and efficient equipment being available to them, is that they should be allowed to import such equipment as is necessary to maintain high standards in cuisine and hygiene. However, the D.G.T.D. examines each application, particularly for equipment, from the point of view of indigenous availability even of the components of a particular type of equipment, and frequently rejects these applications on the ground that similar equipment is available in the country. Although the hoteliers are urged to make use of indigenous products, they apply for the import of items which they do consider essential for the efficient running of the establishment. Very often, applications for heavy duty electrical ranges, grill plates various type of kitchen equipment such as potato peelers, slicing machines, fully automatic dish washers with drying mechanism etc. etc. are turned down from the indi-

genous angle. In actual practice, however, the hoteliers find that some of the equipment stated to be manufactured indigenously is either of the purely domestic variety which means that its capacity and output is very limited for a large sized establishment (example automatic toasters, juicers etc.) or conversely that items like vacuum cleaners are of the 'Industrial' size which means that they cannot be moved freely through narrow hotel doors. It therefore happens that while this Department recommends the import of most of the equipment requested by the hoteliers within the foreign exchange ceiling allotted to the Department of Tourism a large portion of it is eventually rejected by D.G.T.D. It is felt that since the demand for such sophisticated items of equipment is comparatively small and the use of it is essential in maintaining standards their import should be freely allowed, particularly since they are to cater to an industry whose earnings are mostly in foreign exchange."

6.59. In this connection it is relevant to quote here what the Hotel Review & Survey Committee, 1968, had to say on this point:

"It was represented to the Committee that dish-washing machines manufactured in India are not suitable for large establishments where hundreds of dishes are required to be washed in a matter of minutes. The Committee attaches such high importance to hygiene in the matter of kitchen and washing that it regards it as its duty to recommend to the Government that even if the Director General of Technical Development thinks that there is an indigenous angle involved in the importation of dish-washing equipment, the Department of Tourism should try and prevail on D.G.T.D. to agree to the importation of dish-washing machines from abroad, on the grounds that the hotels can maintain truly high standards of hygiene only if they can import dish-washing machines which work efficiently. Similarly, requests for the import of other items such as essential equipment for the kitchen, and for laundry and drycleaning, vacuum cleaners etc., all of which will improve the efficiency and hygienic standards of the establishments should be considered sympathetically and supported strongly, even if such imports may sometimes be at the expense of the indigenous manufacturers.

The necessity for such imports has to be viewed in the context of the international traveller's mental image of



India, of which one negative aspect is a deeply rooted fear that our standards of hygiene are inadequate. The use of the most modern and efficient cooking and cleaning equipment will help induce confidence in foreign visitors that the standards of hygiene in approved hotels and restaurants are scrupulously maintained. If to achieve this, a few lakhs of rupees are to be invested in foreign exchange, this expenditure should not be grudged."

6.60. The Committee consider that the use of modern and sophisticated equipment e.g. dish-washing machine, laundry and dry cleaning equipments, vacuum cleaners etc. in the hotels would help a great deal in improving hygienic conditions and in raising the hotel standards. It should also help in catering to the needs of the foreign tourists especially those coming from advanced countries. The Committee feel that Government may release enough foreign exchange for the import of highly technical and sophisticated hotel equipment so long as it is not available in the country.

6.61. The Committee note the proposal of the Department of Tourism to hold a meeting with the representatives of the Hotel Industry and the D.G.T.D. They hope that this will result in minimising the delay in the processing of applications for import license and in stream-lining the procedure.

#### H. Rate structure

6.62. It has been stated that the Department publishes a 'Hotel Guide' periodically, which gives the rates being charged by various hotels. The last printed guide was issued in 1965. In June, 1966, as a result of devaluation and the general price rise, approved hotels were authorised to raise their tariffs if found necessary, by up to 12½ per cent, over their rates prevailing in April, 1964 or within the framework of the Modified Hubbart Formula (which is based on ensuring a fair return of up to 10 per cent on investment and expenditure in the hotel project). Such increases were to be approved by the Department and to remain in force until March 31st, 1968. Most of the establishments applied for approval to an increase in tariff either on the percentage basis or under the modified Hubbart Formula. Each such case had to be examined individually and further information and justification called for in many cases. This inevitably caused delay in the collection of accurate information for the publication of Hotel Guide in 1966 and the required information was finally compiled in respect of most of the hotels by 1967. A cyclostyled copy of the rates as approved by this Department was therefore, prepared in lieu of the printed Guide in 1967.

6.63. The Committee have been informed that the rates in some of the top ranking hotels particularly in Delhi and Calcutta are very high. The Committee desired to know whether any complaints have been received by the Department of Tourism in this regard. It has been stated that in keeping with the general international trend, most of the leading hotels have switched over from "American Plan" (which includes all meals in the room rate to European Continental Plan which does not include meals to the room rate. The rates at the top-ranking hotels in Delhi, Bombay and Calcutta appear high in comparison with other hotels in the country, but they are in consonance with international rates though somewhat below them. The overall guiding principle for the upper limit is based on this Modified Hubbart formula, designed to ensure that the hotel received a reasonable return on its investment of upto 10 per cent. These hotels however, have a choice of several restaurants offering different types of cuisine, where meals are available on an a la carte basis. Guests also have the choice of "table d'hote" meals at fixed prices in the dining room. Such hotels which operate on European Plan also offer special "Group rates" on a room-with-full-board basis for large parties of tourist groups which are booked in advance. As indicated above, the rates of these hotels are still lower than the rates charged by top ranking hotels elsewhere in the world, even in countries neighbouring India. While no specific complaints that the hotel rates are too high have been received, complaints to the fact that sufficient notice has not been given to those planning itineraries of the change in rates. Such notice of 6 months is customarily expected to be given by the hotel to travel agents, and in order to avoid cases of abrupt revision of rates in the future, the regulatory conditions which have been recently circulated, ensure that approval to any revision in tariffs will be obtained by the 31st of March each year, to come into effect only on the 1st day of the following October. This will also ensure publications of the Hotel Guide annually, as the hotels will have a deadline within which to apply for and receive approval to any revision in tariff.

6.64. Asked whether any measures have been devised to ensure that approved hotels observed correct business practices and did not over-charge the guests or indulged in any other malpractices, it is stated that to ensure that hotels observed correct business practices and did not overcharge their guests, the approved tariffs are circulated to all travel Agents, Tourist Offices in India and abroad. The hotels are also required to have tariff cards available with the Receptionists at the counter and placed in every room. Any revisions in tariff are immediately circulated to all concerned. Instances

of overcharging are rare, but in cases when this is established, the hotel concerned is asked to refund the amount due.

6.65. It has been stated that in October, 1964, a Central Committee consisting of representatives of Ministries and Federation of Hotel and Restaurant Association of India was set up to regulate the prices being charged by restaurants.

6.66. The terms of reference of the Committee were:

- (i) To examine the cost-structure of restaurants which are on the approved list of the Department of Tourism or restaurants which are members of the Regional Hotel and Restaurant Associations of India, and to recommend the prices to be charged for various foodstuffs and beverages.
- (ii) To examine in general the question of prices of foodstuffs and beverages in restaurants and to suggest measures to peg down and reduce, wherever feasible, these prices."

6.67. The Ministry have further stated in a written note that the report of the Committee was submitted to the Government on 11th February 1966, but the recommendations were not considered by the Government practical enough to be pursued.

6.68. The Hotel Review and Survey Committee 1968 had been asked to review the rates charged by hotels which are classified on the star-system with the object of determining a rational basis for standardising the rates in each category. Relevant extracts from their Report are given below:—

"From the above, it will be seen that the rates charged in India are comparable with those charged by hotels in the Asian countries of Hong Kong, Thailand & Japan. In fact, the tariffs of the Indian hotels are in many cases somewhat lower.

While the Committee noted that on the basis of the study made of the balance-sheets and profit & loss accounts, the hotels were not making exorbitant profits and also that on the basis of the comparative study made of the rates charged by the hotels in India with those in the neighbouring countries of Asia, the rates charged by Indian hotels were not unreasonable, the Committee all the same felt compelled to make the observation that the hotel rates in India, *per se*, are high if we take into account

the purchasing power of an average Indian traveller or other people in the professions who may have the need to use the hotels. It is the view of the Committee that the hotel industry owes an obligation to serve equally both foreign tourists from abroad and Indian travellers. The present high rates charged by hotels in India have made it difficult for most Indians to make of their facilities and very soon if the present trend of increasing rates continues they will have priced themselves out of the Indian market."

6.69. As regards the question whether a rational basis for standardising the rates in classified hotels, the Committee *inter alia* stated:—

"The Committee therefore was of the view that it will not be in the general interest of tourist promotion to introduce controls, statutory or otherwise, with a view to standardising the rates for the simple reason that a hotel room even in the same star category is not a standard product and therefore uniformity of rates can have a serious stultifying influence on the quality of the facilities offered. The Committee recommends that the present system of supervising by the Department of Tourism of the hotel rates in the approved hotels by applying the modified Hubbard formula may continue."

6.70. The Committee are inclined to agree with the observations of the Hotel Review and Survey Committee that the rates in hotels in India are comparable with those charged in many other Asian countries. They, however, feel that Government should not agree to upward revision of rates unless it becomes inevitable. In any case the revision of rates, if it becomes absolutely necessary, should be done sufficiently in advance and information sent to various Tourist Offices in India and abroad as well as various Travel Agencies. In this connection, the Committee regret to note that there has been quite some delay in the publication of Hotel Guide. The Committee feel that the Hotel Guide should be brought out at regular intervals and circulated to concerned parties.

6.71. The Committee also suggest that necessary steps should be taken to ensure that the hotels observe correct business practices and do not overcharge the guests or indulge in other malpractices. They hope that Government will take due note of the suggestions and recommendations made by the Hotel, Review and Survey Committee, 1968, in this regard.

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6.68. The Hotel Review and Survey Committee 1968 had been asked to review the rates charged by hotels which are classified on the star-system with the object of determining a rational basis for standardising the rates in each category. Relevant extracts from their Report are given below:—

"From the above, it will be seen that the rates charged in India are comparable with those charged by hotels in the Asian countries of Hong Kong, Thailand & Japan. In fact, the tariffs of the Indian hotels are in many cases somewhat lower.

While the Committee noted that on the basis of the study made of the balance-sheets and profit & loss accounts, the hotels were not making exorbitant profits and also that on the basis of the comparative study made of the rates charged by the hotels in India with those in the neighbouring countries of Asia, the rates charged by Indian hotels were not unreasonable, the Committee all the same felt compelled to make the observation that the hotel rates in India, *per se*, are high if we take into account

the purchasing power of an average Indian traveller or other people in the professions who may have the need to use the hotels. It is the view of the Committee that the hotel industry owes an obligation to serve equally both foreign tourists from abroad and Indian travellers. The present high rates charged by hotels in India have made it difficult for most Indians to make of their facilities and very soon if the present trend of increasing rates continues they will have priced themselves out of the Indian market."

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## I. Cuisine

6.72. It has been suggested that a cuisine of a higher standard should be offered to the tourists at aerodromes, restaurants and hotels. The Committee desired to know whether the possibilities of introducing specialised indigenous delicacies have been explored and whether arrangements of catering for the taste of visitors coming from far east made. It has been stated to enable approved restaurants and hotels to offer the best type of cuisine, the Department of Tourism recommends the import of provisions which are not available indigenously and which are considered essential in the preparation of Western style food. As regards indigenous cuisine, all approved hotels and restaurants usually offer a choice of Western and Indian style cuisine modified to suit the Western palate. Similarly, most approved establishments also offer a Far Eastern menu either at specialised restaurants opened in the leading hotels or, in the case of restaurants, as a choice on the regular menu. The import of Chinese and Far Eastern delicacies is also permitted for this purpose.

6.73. It may be mentioned that with the switch over to European Plan (room rent only) the leading hotels have opened several specialised restaurants on their premises, and the serving of *a-la-carte* meals has resulted in a definite improvement in the cuisine offered as against the fixed priced meals previously available under the American Plan (room and all meals).

6.74. The Hotel Survey & Review Committee have opined in this connection as follows:

“The Committee records with great concern that none of the restaurants at the four international airports at Delhi, Bombay, Calcutta and Madras which had applied for approval made the grade.”

6.75. The Ministry of Tourism and Civil Aviation, while inaugurating the 12th meeting of the Tourist Development Council in October, 1968 stated that, “I would urge that food is adapted to the foreign palate and also that we must have special restaurants—Chinese restaurants, Italian restaurants, French restaurants. There should be a range of food available. For a person who has travelled extensively, food is rather important.” He also urged, “we should also try to create a taste for oriental and Indian dishes amongst foreign tourists.”

6.76. The Committee need hardly stress that cuisine of a higher standard should be offered to the tourists at the major ports of entries and restaurants at the places of tourist interest, hotels, etc.

**The Committee suggest that efforts should be made to encourage hotels and restaurants in India to develop special oriental and Indian menus to suit the foreign taste. At the same time it should be possible for Government to release enough foreign exchange for the import of provisions which are not available indigenously and are considered necessary in the preparation of Western style food to which the tourists are accustomed to.**

### **J. Metals**

6.77. It had been stated that it is proposed to construct seven motels during the Fourth Five Year Plan period. On the basis of Rs. 15 lakhs per motel, the total requirements of funds on this account would be of the order of Rs. 105 lakhs. The capacity of each motel would be 25 rooms. The places where motels will be constructed are Jammu, Gwalior, Aurangabad, Bahri/Hazaribagh, Dhikala and Farakka. These places are all tentative except Jammu, Gwalior and Belgaum. The locations of other motels will be finalised in the light of findings of traffic surveys which is still in initial stages. It was intended to secure participation of the Indian Oil Corporation in the setting up of motel projects on a 50:50 basis with the India Tourism Development Corporation. However, due to several operational difficulties none of the schemes have so far materialised. There was a proposal to build a motel in the vicinity of Palam Airport but the Ministry of Defence (who owned the land) were reluctant to release the site. After protracted negotiations and correspondence, the Ministry of Defence finally made an offer to the Ministry of Petroleum and Chemicals (the Indian Oil Corporation being under the control of that Ministry) but the price of land asked for (Rs. 250 per sq. yd.) was considered too high for the project to be economically viable. The India Tourism Development Corporation were also approached with the same offer but they have also turned it down as uneconomical.

6.78. The Committee have been informed during evidence that no motels have been constructed so far. Since it happened to be an innovation, Government had allotted nearly one and a half crores of rupees for the construction of motels in the Fourth Plan period.

6.79. In regard to the participation of Indian Oil Corporation in the setting up of motels, the representative of the Ministry stated during evidence that the efforts seeking their participation have not materialized due to financial and administrative reasons.

6.80. The Committee have been informed that in next 4 to 5 years, motels would be put up in Jammu, Gwalior and Varanasi where land has already been allocated for them.



6.81. The Committee do not think that sufficient attention has been paid towards the construction of motels in the country. They feel that since the motel concept is new to India, the precise location of each motel should be determined very carefully. It may be advantageous to construct motels either as units attached to petrol pumps and service stations along the national highways or on the outskirts of big cities where it would be advantageous for the tourists travelling by road to stop over night instead of going to the city in search of suitable accommodation.

6.82. The Committee further recommend that traffic survey for the setting up of each motel may be made exhaustively and the economics of each motel worked out in detail before proceeding with the project. The Committee also suggest that efforts should be made to resolve financial and administrative difficulties in collaboration with the Indian Oil Corporation so as to induce them to participate in the motel projects.

#### K. Holiday-homes and Youth Hostels, etc.

6.83. It has been stated that no provision has been made in the Central Tourism Plan for the construction of holiday homes as this activity has been undertaken by the States, and it will continue to remain their responsibility. A provision of Rs. 50 lakhs was, however, made in the Fourth Plan for the construction of youth hostels. This provision has since been reduced to Rs. 25 lakhs which would be allocated in consultation with State Governments. The construction of youth hostels would now become the responsibility of the Department of Tourism which had hitherto been entrusted to the Ministry of Education.

6.84. Asked what exactly was the responsibility of the Central Tourist Organisation to provide accommodation for middle income and low income tourists—both home and foreign—at all places of tourist interests, the Ministry in a note submitted to the Committee has stated that in view of the inadequacy of good hotel accommodation for tourists in the country, and the urgent need to add to this accommodation to cope with the increasing tourist traffic, in addition to offering incentives to the private sector to encourage hotel construction, the India Tourist Development Corporation would also construct hotels at key tourist centres where such accommodation is urgently needed.

6.85. Asked whether there were any proposals of the Central Tourist Organisation to encourage the construction of accommodation for such class of tourists by States and local bodies, the Ministry

in a note submitted to the Committee stated that realizing that a substantial portion of the accommodation available in Dak-Inspection/Tourist Bungalows etc. in various parts of the country remains unutilised apart from their use by Government officials, co-ordinated use of such accommodation was discussed at the recent Tourist Development Council meeting. It was felt that judicious use of the accommodation available at these various types of bungalows on a 'first come first served' basis could contribute a great deal in supplementing accommodation available for tourists. The Tourist Development Council therefore passed a resolution that the State Governments may pool some portion of the accommodation belonging to different departments and arrange bookings for tourists through their representative at main entry points, and that they may also undertake upgrading the bungalows by providing essential amenities. It was also recommended that a higher rate may be prescribed, for tourists as against the very nominal rates charged from Government officials on a subsidised basis.

6.86. At present there are 27 Tourist Bungalows, Canteens, Canteen-cum-Rest Houses and Reception Centres located through out the country with bed capacity of 150 to 200.

6.87. In view of the large grants made to voluntary and youth organisations, for putting up special housing schemes for the low income groups, the Committee desired to know the number of hotels constructed by them and the bed accommodation provided by them. The Ministry in a written note submitted to the Committee stated that the Department has given grants to the following institutions for providing accommodation for low and middle income group tourists.

Rs.

1. YWCA, New Delhi . . . . .	2,75,000
2. Andhra Mahila Sabha, Madras . . . . .	2,66,680
3. Vishva Yuvak Kendra . . . . .	6,00,000

6.88. The YWCA has provided 40 beds for the use of tourists in the International Guest House at New Delhi. The Andhra Mahila Sabha, Madras, has provided 24 beds in the Tourist Hostel at Madras. The Vishva Yuvak Kendra hostel in New Delhi, which has been completed and is to be commissioned shortly, is to have 94 beds. An amount of Rs. 40,000 has also been released to the Andhra Pradesh Government for the construction of Youth Hostel at Waltair which will have 16 beds.

6.89. Asked whether the amount so spent was commensurate with the results achieved, the Ministry in a written note stated that of

the two hostels which are already operating, the occupancy of the Andhra Mahila Sabha Hostel at Madras in 1967-68 was 84 per cent and of the International Guest House at Delhi 73 per cent in 1968. The other two hostels are yet to be commissioned.

6.90. Judging from the need for accommodation for students and persons in lower income group, Government are satisfied that the amounts spent are commensurate with the results achieved.

6.91. Asked whether the details regarding inspection and control over these have been worked out, the Ministry in a note submitted to the Committee has stated that "the subject of youth hostels was previously dealt with by the Ministry of Education and has only recently come over to the Department of Tourism. The Department recognises the need for ensuring that the grants given for the construction of youth hostels are properly utilised and to devise a system of inspections for this purpose. This would involve co-ordination with the organisations concerned on the one hand and State Governments on the other. At present, unfortunately, the Department has no staff for this purpose so much so that it has not been possible even to create a small Cell at the Headquarters to give undivided attention to youth hostels. As soon as some staff is available, for which efforts are being made, details of inspection of youth hostels and co-ordination of work relating to them will be worked out".

6.92. The Committee understand that an international hospitality centre has been set up at Hyderabad to enable the tourists to live with Indian families to give them an idea of Indian way of life. They desired to know whether Government had any proposals to encourage setting up of such centres at other places. The Ministry in a written note submitted to the Committee has stated that Tourist Offices of the Department of Tourism have been for a number of years operating 'Person to Person' hospitality scheme. According to this scheme, a list of Indian families interested in receiving foreign tourists is kept by each Tourist Office. This information is made available to foreign tourists, as and when required by them, and arrangements are made by the Tourist Offices to establish contacts between the foreign tourists and the Indian families.

6.93. The Committee are not satisfied with the progress made in the setting up of youth hostels, holiday homes, etc. which can boost domestic tourism to a great extent. They would like the Department of Tourism to work out a phased programme in collaboration with State Governments and other authorities concerned for the construction of youth hostels, holiday homes, etc.

6.94. The Committee are unhappy to note that accommodation in Dak/Tourist Bungalows in various parts of the country remains

mostly unutilised. They suggest that feasibility of making the accommodation in such Bungalows available to low and middle income group tourists—both foreign and Indian—may be considered.

6.95. The Committee further note that the Department of Tourism has been giving grants to various institutions for providing accommodations to low and middle income group tourists. They would like the Department to keep effective control over these institutions and ensure that the accommodation provided by these institutions is properly and adequately utilised.

#### L. Prohibition

6.96. It has been stated that at present foreign tourists, who are defined as persons coming to India for less than 24 hours and not more than 6 months, are issued "All India Liquor Permits" free of charge by the following authorities:—

- (1) Visa issuing officers of Indian Missions Overseas;
- (2) Directors/Assistant Directors of Government of India Tourist Offices abroad;
- (3) Director/Assistant Director of Government of India Tourist Office at Bombay/Madras/Calcutta/Delhi.

6.97. The permit authorises the holder to buy, possess, transport, use and consume bottled liquor anywhere in India where prohibition is in force for a period of not more than 30 days at a time. On the permit the holder is allowed 6 units of liquor per month, although he would not be allowed to purchase more than two units in any given week. A unit is defined as:—

1 bottle of spirits; or

3 bottles of wine; or

9 bottles of fermented liquors of a strength exceeding 2 per cent. of alcohol by volume; or

27 bottles of fermented liquors of a strength *not* exceeding 2 per cent. alcohol by volume.

6.98. The Government of India (Ministry of Home Affairs) have taken up with all State Governments the question of relaxing restrictions on "Dry Days" when no liquor can be purchased for foreign tourists to enable them to purchase and consume liquor even on such days. Although most of the States have agreed to this relaxation, certain States, e.g., U.P., Gujarat, etc., have not agreed to the suggestion to relax dry day restrictions for foreign tourists. This

in effect means that while the foreign tourist will not be able to purchase liquor in these States on dry days, they will be able to carry with them liquor purchased elsewhere, on the strength of the All India Liquor Permit. Efforts are being made constantly to ensure uniform relaxation of any such restrictions in respect of foreign tourists.

6.99. In Delhi there is a partial prohibition the restrictions have recently been relaxed and a separate room set apart in hotels where the Indian residents in a hotel can entertain their foreign guests to drinks and where foreigners can entertain both their Indian and foreign guests to drinks. Generally speaking, in "dry" areas permit holders whether Indian or foreign are able to drink together, and in partial prohibition areas such as Delhi foreigners and Indians are able to do so to a certain extent, but the complicated regulations and the practical difficulty in implementing them causes complications.

6.100. The question of issuing liquor on the evidence of passports has also been considered, but has not been found feasible because a foreign tourist has to keep with him a record of the liquor (in bottles) purchased by him, because in prohibition areas a foreign tourist is allowed only 2 units at any one time and 6 units in the aggregate in a month, and unless he has an authenticated record he could get into difficulty with enforcement authorities in prohibition areas. Since these entries cannot be made in the passport, a separate document is required for this purpose. It would be simpler if the quantity restrictions were removed and we allowed the individual to purchase his requirements.

6.101. In a note furnished to the Committee, it has been stated that while it is felt that the existence of prohibition as such is not an active deterrent to the flow of foreign tourist traffic to the country, since all foreign tourists are entitled to the All-India Liquor Permit which allows them to buy, consume and carry liquor even through dry States, the irritant to foreign tourists arises from the formalities connected with their obtaining liquor in the country. For example, they have to apply for and be granted a liquor permit together with their visa (or in the case of Commonwealth citizens the production of a passport) and carry this permit with them throughout their travel in India, having to produce it each time an entry has to be made regarding their purchase of liquor. The rules which prohibit Indians from drinking with foreigners act against the social concept of tourism. Although in dry areas Indians holding liquor permits can drink with foreigners in permit rooms, foreigners are not free to drink with any Indian acquaintance that they might make in the event that they do not hold liquor permits. The PATA

report rated India low in describing her people as "Warm and friendly". This low rating probably arises from the fact that the foreigners who are used to social drinking feel segregated from Indians in this regard. Also foreigners are used to drinking with their meals, and except for special rooms set apart for this purpose in leading hotels, cannot do so in restaurants even in Delhi.

6.102. The Committee desired to know that in case the quantity restrictions were removed whether there would be any real danger of selling of liquor in black market by the visitor or by hoteliers where the visitors stays. The Ministry in a written note has stated that in actual practice it was been found that the quantity admissible on a liquor permit (6 units a month or two units at any one time; a unit being 1 quart of spirits, or 3 bottles of wines, etc.) has not been found inadequate. However, the irksome aspect is the one involving an entry each time such units are purchased/consumed etc. If foreign tourists are allowed to purchase liquor only on the production of a passport, the irritation caused by the present restrictions would be removed. As regards the risk of their selling liquor in the black market, it is felt that the majority of foreign tourists would not bother to do so. In any case, the foreign tourist does not get any concession in price for the liquor he purchases.

6.103. The Committee are not sure whether prohibition is an active deterrent to the flow of foreign tourist traffic to India. They, however, feel that the formalities connected with the purchase of liquor by a foreign tourist are too cumbersome and need simplification. The Committee also feel that there is need to have a uniform policy in all the States in the matter. They suggest that the procedure regarding the supply of liquor to the foreign tourists may be suitably simplified and made uniformly applicable in all the States.

## VII

### TRAVEL TRADE

#### A. Travel Agents

7.1. The infra-structure of a tourist industry in a country is composed *inter alia* of (i) Travel Agents, (ii) Shikar Outfitters, (iii) Shops, and (v) Guides. They all play an extremely important role in its development.

7.2. It has been stated by Government that in order to ensure that reliable and experienced persons/enterprises with sound financial standing and high standards of services are encouraged to play their part, the Department of Tourism has a system of granting recognition to establishments with requisite qualifications so that they could be given facilities and encouragement in the discharge of their functions. With this end in view, the Department has so far recognised 37 Travel Agents (and 39 branches of these establishments) 26 Shikar Outfitters, over 300 shops and has trained about 300 Guides at 9 tourist centres. The Overseas offices and the Tourist Offices in India of the Department are required to recommend only the approved establishments/guides to foreign tour operators and to individual tourists. Furthermore, only the names of approved establishments are mentioned in the publicity and promotional material brought out by the Department. To these segments of the industry, the Department gives various facilities.

7.3. In view of the important role played by the travel agents, the Committee desired to know the facilities that were provided to them by the Government. The Ministry in a written note have stated that the following facilities are given to approved travel agents:—

- (1) Recommends to the Government foreign exchange allocation for their publicity and promotional tours abroad including the attendance of important International Travel Conventions.
- (2) Assists them in becoming members of International Travel Organisations and payment of their annual subscriptions.
- (3) Helps them to obtain from the various Departments/Ministries of Government facilities like telephone/telex con-

nections, booking on I.A.C. and Railways, provisions of guides etc.

- (4) Assists them in getting facilities from the Government for the opening of their offices or appointment of representatives abroad.
- (5) Intervenes as and when necessary, on their behalf with the Departments/Ministries/State Governments to obtain appropriate decisions on the problems faced by the trade.
- (6) Publicise the names of approved travel agents in the promotional material produced by the Department, and
- (7) Render all other assistance as might be required by approved agencies. This includes assisting the travel agents to establish contacts in foreign countries with local tour promoters.

7.4. The Committee have been informed that it was necessary to exercise some supervision on the travel agencies in order to ensure certain minimum standards for the rendering of efficient, reliable and competent services to foreign tourists. The licensing of travel agencies was necessary and advisable in the interest of tourist promotion. Even in some of the European countries and United States of America the present thinking is to have some sort of licensing system for travel agencies to safeguard public interest. In reply to a question it has been stated that the question of having centralised machinery for the grant of recognition to travel agencies is being examined in the Department of Tourism.

7.5. The Committee desired to know whether the number of travel agencies at each place of tourist interest was adequate, and whether there were proposals to increase the number of travel agencies. The Ministry in a written note have stated that there is scope for still greater number of travel agencies to handle the increasing tourist traffic. The number of recognised travel agencies is still small and it is necessary that the services of approved travel agencies are available at all tourist centres. Moreover, the increasing tourist traffic provide scope for more travel agencies to come into the business. It was added that the Department of Tourism keeps on receiving applications for the grant of recognition to travel agencies. These are processed and recognition is granted subject to the travel agency fulfilling the criteria laid-down for this purpose. There is no time limit fixed by the Department for entertaining applications from the public for the grant of recognition to the travel agencies.



7.6. As regards foreign exchange provided to travel agents to set up offices abroad, the Ministry in a written note have stated that the Ministry of Finance (Department of Economic Affairs) have in the past agreed to the allocation of special foreign exchange to some of the travel agents to set up offices abroad or appoint representatives. All such requests are examined by the Department of Economic Affairs within the context of their policy laid down for this purpose. In this connection it has been stated that M/s. Travel Corporation of India have been allowed to set up their branch office at Frankfurt while M/s. Sita Travels have been permitted to appoint a representative at Paris. An application of M/s. Travel Corporation of India for opening another office in the United States of America is under consideration of the Government.

7.7. The amount of foreign exchange released to the travel trade industry since 1961, for their publicity and promotional tours abroad is as follows:—

Year	Travel	Publicity
	Rs.	Rs.
1961-62 . . . . .	1,35,721.50	44,817.50
1962-63 . . . . .	1,06,576.55	37,038.00
1963-64 . . . . .	1,59,550.44	31,646.00
1964-65 . . . . .	1,78,081.19	55,819.66
1965-66 . . . . .	1,32,232	51,289.79
1966-67 . . . . .	2,85,386.24	29,613.76
1967-68 . . . . .	2,39,471.32	75,529.00

7.8. The above amount includes foreign exchange released to the travel industry on account of promotional tours as well as attendance of international conferences.

7.9. It has been stated that familiarisation tours are generally offered by international airlines and very nominal amount in stray cases is released to them to enable them to establish contacts with the travel trade for promotion of tourism to India. As the international travel conventions are self-supporting, no expenditure incurred by agents is reimbursed. The host countries only pay for

site-seeing trips and receptions arranged by them in honour of the delegates.

7.10. The Committee note that the Department of Tourism has recognised 36 Travel Agents and 37 branches of these establishments. It is well known that the travel agents are a key factor in the development of tourism and it is through them that a foreign tourist comes to the country. Their role in attracting foreign tourists to the country is of paramount importance. He promotes and sells the services of International carriers. Indian Airlines, Railways, Indian Hotels, transport companies, guides and shops. He is the promoter of the entire package. The Committee feel that with the growth of domestic and international tourism in future the services of travel agents would be required in greater measure. They therefore suggest that the requirements of travel agencies at each centre of tourist interest may be assessed and their number increased so as to ensure that the tourists, particularly the foreign tourists, receive efficient, reliable and competent service.

7.11. The Committee are glad to learn that the Government are considering to have a centralised machinery for the grant of recognition to travel agencies. They hope that this would go a long way in eliminating unauthorised and unscrupulous travel agents from the trade.

7.12. The Committee further suggest that since the travel agents have to solicit foreign tourists and have to maintain close contacts with tour promoters in foreign countries, their requirements by way of foreign exchange for promotion of tours abroad, staff training and establishment of offices overseas should be given due consideration. The Committee suggest that the feasibility of providing sufficient incentives to the travel agents to solicit more and more customers may also be examined by the Government sympathetically. On their part the travel agents should also continuously endeavour to improve the quality of their service in keeping with the tourist requirements.

### B. Shops

7.13. The Committee have been informed that the Department of Tourism has granted recognition to 300 shops. The terms for grant of approval to shops are as follows:—

- (i) The prices of articles sold by the shop should be fair and fixed and should be displayed in international numerals by means of attached tags.
- (ii) The shop should maintain a very high business standard and should avoid unfair dealings with any tourist e.g.

non-despatch or non-delivery of goods in spite of the advance payment made by the tourist, supply of inferior quality of goods supply of goods other than those purchased, misleading a tourist about the quality of goods sold to him or charging him higher than the listed price. The shop should also avoid unfair practice to canvass business or orders.

- (iii) In case of any dispute, the matter will be enquired into by the officials of the Tourist Department and the decision given by the Director General, Department of Tourism, Government of India will be final.
- (iv) The Director General, Department of Tourism, Government of India has the right to delete the shop from the list at any time without assigning any reason therefor.

7.14. It has been stated that the following facilities are being given to this Segment of travel trade Dy. Department of Tourism:—

(1) Obtains for them 'Money Changers Licences' from the Reserve Bank of India so that foreign tourists can make purchases on payment in foreign currency and travellers cheques.

(2) Helps them in obtaining export permits from the Archaeology Department for the export of antiquities and non-antiquities. To ensure minimum formalities for the export of purchases made by tourists, Department of Tourism assists Department of Archaeology and P. & T. in simplifying Export Rules, applicable to approved shops.

7.15. The Committee desired to know whether the State Governments had been asked to develop more State Emporia at various places of tourist interest in order to make available standard goods at fixed prices to the tourists. The representative of the Ministry during evidence replied in the negative. He further stated that Indian Tourism Development Corporation was being asked to develop these facilities in certain areas, and the matter would be considered by a high level committee.

7.16. Asked whether any steps were being taken to check the tendencies of bargaining or quoting high prices by shops, which adversely affect the tourist trade, the representative of the Ministry stated during evidence that a special list of authorised shops was being maintained where fair prices were displayed and defaulters were blacklisted as and when a complaint was received.

7.17. Asked whether any preventive measures were taken against systematic fleecing of foreign and domestic tourists by traders in league with tourist taxi operators, the Ministry have stated that the Department directly received 159 complaints from foreign/Indian tourists during the last three years. They were taken up with the shops concerned and efforts made to secure redressal. However, for want of legislative powers, no punitive action could be taken against the shops and therefore resort was made to moral pressure only.

In addition, the field offices received a number of complaints written as well as verbal which they disposed of at their level.

7.18. In reply to a question it has been stated that though there were legal difficulties in regulating the activities of the shopkeepers, a detailed survey was being processed in the Department of Tourism and broad based provisions for legislation framed.

7.19. The Committee feel that various malpractices indulged in by shopkeepers and non-indication of prices on the articles for sale and the tendencies of bargaining, not only adversely affects the tourist trade, but also distorts the image of India abroad. The Committee, therefore suggest that effective steps should be taken by the Government to curb the activities of such unscrupulous shopkeepers.

### C. Guides

7.20. The Committee have been informed that the Department of Tourism has trained about 300 guides at various tourist centres. It has been stated that the following facilities are being given to Guides:—

(i) Fix guiding rates and determine subsequent increases by relating it to the cost of living.

(ii) Help them in getting entry to historical monuments and other relaxations from the Archaeological Department.

(iii) Provide them with identity cards and Arms Bands so that they can easily be located by the tourists and Archaeological Department authorities.

7.21. Asked whether any Code of conduct and working conditions of guides have been formulated, the Ministry in a written note have stated that the terms and conditions for the approved guides have been approved by the Department of Tourism (Appendix). Asked who investigated complaints against guides it has been stated in a note furnished to the Committee that as and when any complaints

against the guides are received by the Department or by the Tourist Office, these are investigated by the local tourist offices. Any disciplinary action where necessary is taken in consultation with the Department.

### *Guide Training Courses.*

7.22. It has been stated that with a view to provide educated, well informed and trained guides, able to give reliable information to tourists, the Department of Tourism started a system of training guides through its field offices in 1955. Prior to that self-styled guides with little authentic knowledge used to circulate in the market. Since 1955, the field offices of the Department of Tourism have been holding every two to three years guide training courses. The basic qualifications for seeking admission to these courses is graduation, preferably with history as one of the subjects, along with wide general knowledge of places and monuments in the country. These courses are advertised in the Press and circulated to educational institutions so as to get the best possible candidates in the market. The applications received are scrutinised by the Tourist Offices, followed by an interview by a Selection Committee of representatives from the travel trade and the Archaeological Department. The selected candidates are put through a ten-week intensive course of lectures both theoretical and practical, on the conclusion of which the candidates are required to sit for written and practical examination. The syllabus for the courses is more or less standardised with local variations, taking into consideration the need for more thorough knowledge of the local areas. The successful candidates are awarded certificates (now discontinued) and an identity card, also counter-signed by the Superintendent of Archaeology of the area concerned. This enables them to receive assignments from tourists/travel agencies/hotels/car operators against payment of charges, fixed by the Department and revised from time to time, relating them to the cost of living index and the capacity of the tourists to pay. These courses are held every two to three years depending on the needs of the place and when a few guides leave the profession for various reasons and increased tourists traffic necessitates induction of more guides.

7.23. During their visit to Trivandrum, the Committee were informed that no training was imparted by the State Government to tourist guides in the State. The Committee desired to know whether the question of training the guides had been discussed with the State officials and any policy in this regard has been formulated. In a written note the Ministry have stated that "the Department has

been able to train guides at tourist centres where the Department has its own offices. However, there are certain other centres including Trivandrum where the Department of Tourism does not have its own offices. In such cases the Department of Tourism has suggested to the local State Tourist Department to run guide training courses. This is true of Governments of Mysore and Andhra Pradesh which have held 2-3 guide training courses in their States."

7.24. In a note furnished to the Committee it has been stated that "The Archaeological Survey staff posted at monuments are not trained as guides. But a trained guide is posted at Sarnath, Sanchi, Ajanta, Ellora, Agra (Taj) and Mahabalipuram. Guides licenced by the Tourist Department and the Archaeological Survey of India are also available at various other places such as Agra, Khajuraho, Jai-pur, Varanasi, Aurangabad, Bombay, Madras, Cochin, Belur and Mysore."

7.25. **Tourist guides, who are mainly concerned with providing useful and authentic information to the tourists about the places of tourist interests, play an important role in the development of tourism in the country. They come in very close contact with the tourists and more particularly with the foreign tourists, and hence leave a lasting impression on the tourists about the country and its people. It is the attitude and courtesy shown by the tourist guides that goes a long way in providing customer satisfaction and creating a good image of the country in the minds of the foreign tourists. Great care should therefore be taken in the selection of right type of persons for this job and in imparting them proper training. The Committee feel that there is no need to have separate tourist guides by the Archaeological Department, State Tourist Directorates and Central Tourist Department. They suggest that there should be only one set of tourist guides and that their selection should be made in consultation and coordination with the Archaeological Department, State Tourist Departments, Central Tourist Departments and Tourist Agencies. The requirements of tourist guides at all places of tourist interests should be assessed periodically and the selection made to meet the needs of guides at each centre.**

7.26. **The Committee further suggest that in training the tourist guides, apart from lectures on Indian History and Culture, Current Affairs and details of places of tourist interests, attention should be paid to inculcate in the guides a sense of regard and respect for the foreign tourists as well as of showing utmost courtesy to them. Arrangements should also be made to have refresher courses periodically for the existing guides.**

### D. Leakage of foreign Exchange

7.27. The *Ad Hoc* Committee on Tourism (1963) recommended in its Report the following measures to safeguard against the leakage of foreign exchange:

(a) There should be some simple measures which would make the tourist conscious of the fact that it is an offence to make sales of foreign exchange to unauthorised people at more than the official rates of exchange.

(b) The tourist should, in addition, be made to feel that by cashing his travellers' cheques at the right place and dealing with reputable organisations and agencies, he gets better value for his money.

(c) The people who encash travellers' cheques should, for their part, have the feeling that by surrendering the foreign exchange, they stand to benefit in respect of such of their normal legitimate activities as are dependent on their earning of foreign exchange.

(d) The enforcement machinery should be active against all those who try to acquire foreign exchange from the tourist for illegitimate purposes.

7.28. It has been stated in a Memorandum submitted to the Committee that, "So long as there is a marked difference between the official rate of exchange and the world market rate, it will be impossible to prevent a large proportion of the foreign exchange spent in India by foreign tourists from being channelled into the black market, unless Government were prepared to use *draconian punitive* measures which would be self-defeating as they would obviously result in tourists preferring to by-pass India. I have suggested two possible solutions (a) provision of a special rate of exchange for tourists, and (b) arrangements whereby all those paying their bills in foreign exchange would enjoy a discount at all hotels and selected shopping centres, these discounts being reimbursed in rupees by Government to the hotels and the shops concerned. I would urge that serious consideration be given to these suggestions which have up to now been rejected on grounds of national prestige."

7.29. It has been stated that an Inter-Ministries Committee under the Chairmanship of the Secretary, Ministry of Tourism and Civil Aviation has been set up to suggest ways and means for preventing the foreign exchange being earned from the foreign tourists, being diverted to the market. In its interim Report, the Committee has suggested that foreign tourists in the more expensive hotels with certain exceptions should be required to make payments for their

boarding and lodging in foreign currency. This recommendation is stated to be under the consideration of Government.

7.30. The Committee have been informed during evidence that the inter-ministries Committee had recommended that proper legislation should be enacted whereby the foreigners with certain exceptions, the exceptions being foreigners residents in India and coming from the rupee payment countries etc., should be required to pay for their boarding and lodging in Indian currency. For this purpose the hotels of 3, 4 and 5 Star category should be given money changer licences and allowed to change foreign currencies. This facility should be available round the clock. This whole matter was under Government's consideration.

7.31. In reply to a question it has been stated that the full report of the said committee has not yet been submitted. Various measures were still being considered.

7.32. In the said Report, the figures of the tourist arrivals and the foreign exchange earnings since 1956 have stated to be as follows:—

Year	Number of tourists	Percentage increase over previous year	Estimated earnings in foreign exch. from tourism (in crores Rs.)	Percentage increase over previous year
1956	65,807	..	12.10	..
1957	80,544	+22.2%	13.10	+18.3%
1958	92,202	+14.5%	15.52	+18.5%
1959	1,09,464	+8.7%	18.34	+18.2%
1960	1,23,095	+12.5%	19.74	+7.6%
1961	1,39,804	+13.6%	17.77	-10.0%
1962	1,34,360	+3.9%	18.97	+6.8%
1963	1,40,821	+4.8%	19.96	+5.2%
1964	1,56,673	+11.3%	22.23	+11.4%
1965	1,47,900	+5.6%	20.97	-5.7%
1966	1,59,603	+7.9%	22.60	+7.8%
1967	1,79,565	+12.5%	25.18	+11.4%

7.33. It has been stated that these figures are only estimates based on sample surveys of what should have been the tourist spending of



foreign exchange and they cannot be taken to mean the actuals of tourists spending. The representative of the Ministry of Tourism and Civil Aviation informed the Committee during evidence that "We have estimated the figure of 25 crores of rupees as tourist earnings and the actual amount traceable as banked is only 15½ crores. The leakage itself comes to above 9½ crores".

7.34. The Committee are concerned to note that a large portion of the foreign exchange being spent by the tourists in the country is finding its way to the black market. They do not consider the measure hitherto taken to prevent leakage of foreign exchange as satisfactory even though the ad hoc Committee on Tourism drew the attention of Government towards this problem as early as 1963. The Committee need hardly stress that if the advantages accruing from the development of tourism are to be fully realised, the Government should take immediate corrective steps to ensure that the foreign exchange spent by tourists in the country is surrendered to the Reserve Bank of India and not diverted into unauthorised hands. The Committee hope that it will be possible for the Inter-Ministries Committee to suggest ways and means for preventing leakage of foreign earnings from foreign tourists at an early date. In this connection, the Committee feel that measures suggested in a memorandum submitted to them (Para 7.28) merit close study by the Inter-Ministries Committee.

## VIII

### TRANSPORT FACILITIES

8.1. An efficient system of tourist transport is basic to the development of tourism. Foreign tourists coming from affluent societies expect modern, reliable, and inexpensive transport facilities at the point of destination. It has been stated that, to meet the demands of the increasing tourist movement to India in the last decade, the Department of Tourism has been endeavouring to provide an efficient and up-to-date fleet of tourist vehicles at important centres of tourist interest.

#### A. Road Transport

##### (i) Assistance in allotment of cars of foreign make.

8.2. It has been stated that in order to improve the standard of transport facilities for foreign tourists and in view of the ban on import of new cars it was decided in 1962 to give top priority in the matter of allotment of second hand imported cars from State Trading Corporation to recognised tourist transport operators and shikar outfitters. At present the State Trading Corporation makes available only 3 makes of cars viz. Chevrolets, Mercedes-Benz and American Fords. Further the State Trading Corporation strictly adheres to the "as is where is" basis and allows only superficial physical look at the vehicles.

8.3. The Department of Tourism is, however, it is stated, making every endeavour to offer the maximum number of cars to the trade.

8.4. The Department is also persuading the State Trading Corporation to offer cars of other makes and to give precise and relevant data about the vehicle for the guidance of operators.

8.5. It is further stated that, the requirements of the State Governments and State Transport Undertakings for luxury cars for use by foreign tourists are fully met as far as possible and are given overriding priority.

8.6. The total number of approved tourist car operators as on 28th June 1968 was 83 and the total number of cars allotted to them was:

262. The number of cars allotted to shikar outfitters is 9 and to the State Governments is 35.

*Procurement of spare parts for cars of foreign make.*

8.7. Luxury tourist cars offered to the tourist trade are of foreign make. In order to help them maintain these vehicles in proper running conditions, they are recommended for the grant of licences to import essential spare parts. The foreign exchange required is met out of the tourist promotion quota.

*Restrictions on re-sale of cars of foreign make.*

8.8. In order that the facility of luxury transport to tourists is steadily maintained, the allottees of luxury cars are debarred, save under exceptional circumstances, to sell these cars for three years and till these have covered one lakh miles. In the case of shikar outfitters, the restriction for resale is for three years or a coverage of 66,000 miles.

*Special quota of indigenous cars for tourist taxi-trade.*

8.9. As the production of indigenous cars is much below the demand, there is a special quota earmarked for tourist taxi-trade for each State.

8.10. Requests from State Governments for an *ad hoc* allotment over and above the special quota are also considered and recommended to the Ministry of Industrial Development.

(ii) *Conducted sightseeing tours*

8.11. It has been stated that for the facility of middle income tourists, whose numbers is on the increase, the State Governments have been urged to organise conducted sightseeing tours at centres frequented by foreign and home tourists in appreciable numbers. In addition to the State Government's efforts, the India Tourism Development Corporation is running such tours at certain centres. For this purpose Tourist coaches, large buses or mini-buses are required. These vehicles have to be of a good standard.

(iii) *Other Measures taken/contemplated.*

(1) *Facility to certain categories of persons to enter car-hire business*

8.12. Under the existing guidelines, a tourist car operator is granted recognition to receive offers of second-hand imported cars ex-STC if he has been in the car hire business for at least 2 years. The following relaxations have been made to widen the field of ope-

ration and to cater to centres of tourist interest not served hitherto-fore:

A. Ex-Defence Services personnel have been allowed to enter the tourist Car business even if they do not have the two years' experience in this line provided:—

- (a) suitable candidates are sponsored by the Directorate General Resettlement, Ministry of Defence, New Delhi; and
- (b) they are not hired men of other financiers, but have made at least some initial investments individually or through a corporate body.

B. In 13 tourist centres, the two year rule has been relaxed in favour of:

- (a) Dealers in automobiles;
- (b) Owners of garages/service stations and
- (c) Car hire operators having at least one year's experience.

(2) *Import licence for spare parts*

8.13. The value of Import licences for spare parts per car allotted Ex-STC has been raised from Rs. 1000 to Rs. 1500.

(3) *Financial Assistance*

8.14. In view of tight money market and to enable the tourist transport operators to raise funds at reasonable rates of interest, Government have decided to frame Tourist Transport Vehicles (Hire-Purchase) Rules. The Rules are being framed in consultation with the Ministries of Law and Finance, AGCW&M and Comptroller and Auditor General.

(4) *New Cars*

8.15. The existing source of obtaining imported cars, i.e., the S.T.C. is inadequate. Besides, the cars made available are used cars, often suffering from frequent break-down and carrying heavy maintenance costs, the Department of Tourism has suggested to Government to permit the import of new cars through the agency of Air India. Air India will procure new cars through Chrysler Corporation on a barter deal—the price of cars being adjusted against air-passages of the executives of that Corporation on Air India flights.

8.16. The representative of the Ministry was during evidence asked to state whether it would be possible to meet the projected Tourist arrival by 1973 by the Cars manufactured in India. He stated

that it would not be possible to meet the requirement since the Indian Coaches were built on Bus chassis and their riding comfort and general standards were below international standards. Asked what were the proposals to meet the requirement of Tourist Cars, he stated that he was working on getting permission to import cars since their import was not banned completely. He further stated that the import of cars through Canadian Loan Scheme was being worked out.

8.17. In reply to a question, it was stated that so far only one chassis manufacturer and two body builders had been chosen. Asked whether their number would be increased, the representative of the Ministry stated that a proposal to enlist assistance of all available manufacturers of chassis and body builders was under the active consideration of the Government.

8.18. He also informed the Committee that the proposal for import of new cars through the agency of Air India had fallen through because the party with whom the Air India was negotiating demanded a higher price.

8.19. The Committee note that the road transportation in the country as far as foreign tourists are concerned is unsatisfactory. While modern big Delux cars are not indigenously produced, the imported cars sold by STC have not proved either economical or operationally sound. Moreover, they meet only a fraction of the total demand. Similarly, the small number of tourist coaches that are manufactured in the country are not comfortable enough. In view of the opinion expressed by the representative of the Department of Tourism before the Committee that there is a shortage of good cars and coaches and a wide gap between demand and supply, the Committee recommend that the import of tourist luxury cars and coaches of international standard and their equipment e.g. air-conditioning units and other spare parts, may be made more liberal and necessary foreign exchange found in the larger interests of promotion of tourism. They further suggest that continuous efforts should be made to improve coach building with in the country to bring it at par with international standards.

#### (iv) *Survey of Tourists Taxis*

8.20. Asked whether any survey of the requirement of tourist taxis in each place of tourist interest has been made, the Ministry have in a written note stated:

"No specific survey of the requirement of tourist taxis had been undertaken so far. However, in actual practice

majority of the cars which are made available by the STC are immediately picked up by the trade, which goes to establish that there is a large demand for tourist taxis to cater to the existing traffic not taking into consideration the future requirements. To provoke expectations, which any survey is likely to arouse and for which we have no solution, this Department is not in favour of sponsoring any survey. However, if there is any likelihood of getting foreign exchange for the import of cars, the Department will definitely undertake a survey. The U.N. Experts Team during their study tour of the country is likely to cover this aspect as well."

**8.21. The Committee feel that a survey of tourist taxis at tourist centres by the Department of Tourism would enable them to project their overall requirement of tourist taxis more realistically. They recommend that concerted measures should be taken to match the availability of taxis, to tourists requirements—and a phased programme drawn up for the purpose.**

**(v) Supervision and control over tourist taxi operators**

8.22. The Committee desired to know whether any supervision and control was exercised by the tourist department over tourist taxi operators, to ensure that the right type of drivers were recruited for tourist taxis and that the taxi drivers behaved politely and did not sponge or annoy the tourists or upset their time schedules. The Ministry have, in a written note stated:—

"The Department of Tourism grants recognition to parties in car hire business as tourist car operators, as a consequence of which they become eligible to receive offers of second-hand imported cars ex-STC at reserve price. These operators are required, on allotment, to comply with the terms and conditions specified in this behalf. The Department of Tourism has no machinery to carry-out inspection and exercise effective day-to-day control over the taxi operators. However, field offices have been instructed to carryout occasional inspection of the vehicles and their log books. **Serious adverse reports** entail suspension of the parties from receiving offers of such cars and in extreme cases their recognition can be withdrawn.

This Department is concerned with the drivers of the tourist car operators approved by the Department for the pur-

pose. A circular containing code of conduct for such drivers has been issued to tourist car operators. Any instance of importer/impolite behaviour of the driver is immediately brought to the notice of the tourist car operators concerned and in Delhi, also, to the Secretary of Tourist Transport Owners Association. Besides, these drivers are licensed by the Transport Authority of the State who are competent to take such action as may be deemed appropriate by them."

8.23. The Committee feel that it will help if tourist are made aware that they could lodge a complaint against the car drivers if they are dissatisfied with his service or behaviour, with the local Tourist Centre. Such complaints, if received, should be attended to promptly and appropriate action as per the code of conduct should be initiated by the officers in charge of the Tourist Centre against the driver and if possible, the complainant may be informed.

(vi) *Inter-State Movement of Tourist vehicles*

8.24. It has been stated that under the Motor Vehicle Act and the Rules made thereunder, State Transport Authorities are competent to regulate movement of vehicles. Generally vehicles crossing the border are required to obtain counter signatures of the Transport Authority of the State of entry. This has worked as a great deterrent in the free movement of vehicles hired by tourists visiting places of interest in the neighbouring States. The Department of Tourism urged, and the Transport Development Council accepted in 1963, the principle of free and unobstructed movements of tourist vehicles across the State boundaries without having to obtain counter signatures of permits. For this purpose, Draft Model Rules have been framed by the Ministry of Transport and circulated to all States for adoption. These have been adopted by all except five State Governments/Union Territories. In the meantime, State Governments are being encouraged to enter into bilateral/multilateral mutual agreements.

8.25. The Committee desired to know the reasons for the inordinate delay on the part of various State Governments in adopting the Draft Model Rules for inter-State movement of tourist vehicles approved by Transport Development Council in April, 1963, and measures taken to expedite their adoption. The Ministry has in a written note explained "According to the information received from Department of Shipping and Transport (Transport Wing) they have been impressing upon the defaulting State Governments to frame expeditiously Tourist Vehicle Rules based on the Draft Model Rules

as approved by the Transport Development Council at their meeting in April, 1963. The Department of Shipping and Transport (Transport Wing) have informed us that West Bengal Government had initially raised a certain objections to certain provisions in the Draft Model Rules which have since been met with by the Ministry of Transport. Still, despite several reminders from the Ministry of Transport, the West Bengal Government has not framed their Rules. The Ministry of Transport have not been able to give us the precise reasons why the other State Governments namely Assam, Jammu and Kashmir, and Rajasthan have so far failed to frame their Rules. The Ministry of Transport have assured us that they would keep emphasising upon these 4 States to frame/adopt Tourist Vehicles Rules by the date stipulated by the Tourist Development Council in their resolution i.e. 31st March, 1969."

8.26. The Committee desired to know whether Government had any proposal to reduce the time involved at the check posts where a lot of time was taken to clear the tourist vehicles, pending adoption of the tourists vehicle Rules on an All India basis. The Ministry have stated in a written note that the Department of Tourism has no authority to dictate any policy measures on the issues relating to speedy clearance at the check posts.

8.27. The Committee consider that an unobstructed movement of tourist vehicles throughout the country is essential for the growth of tourism since a large number of tourists use buses or cars for visiting places of tourist interest. The Committee hope that Government will continue to impress upon the State Governments/Union Territories concerned, the importance of their subscribing to the Draft Model Rules as approved by the Tourist Development Council so that the existing difficulties in obtaining permits from different States are obviated. In their opinion it is imperative that the country moves on to the concept of single tourist permit so that the tourist can travel easily throughout the country.

## B. Air Transport

### (i) *Tourist Charters*

8.28. The present policy regarding tourist charters has been liberalised in order to encourage more tourists to come to India.

8.29. The representative of the Ministry was during evidence asked to state whether all the requests for charters to fly in India were being met. He stated that after examining a particular pro-



proposal and issue of no objection letter to the DGCA, charters were allowed to fly on payment of Royalty. In a subsequent written note, the Ministry have stated that "the exact number of requests (for charters made to them) is not known." They have, however, given the number of requests acceded to by them during the period July 1967 to January 1969 as 90 in the case of Transit Tourist Charters and 42 in the case of Terminating Tourist Charters.

8.30. They have added that the number of Tourists charters to India has never reached the permissible maximum of 50 per annum and as such the question of not accepting requests fulfilling all conditions did not arise.

8.31. The representative of the Ministry was during evidence asked whether there were any limitations to the movement of charter planes inside India. He stated that foreign airlines were not encouraged to touch more than one point in India, except on payment of Royalty under the cabotage right. Replying to the question whether rigidity in applying these rules would not deter tourists from visiting India, the representative of the Ministry stated that cabotage was a right which was zealously preserved by all countries.

8.32. Asked whether due to shortage of air craft any foreign airlines could be allowed to fly on domestic routes, the representative of the Ministry stated that no country in the world allowed that right to any foreign airlines, but any specific request made would be examined by the I.A.C. whose permission was necessary. But permission was not given as a matter of course.

8.33. In view of the limited capacity of the I.A.C., the Committee desired to know whether any steps were being taken to augment their fleet to meet the requirement of the projected tourist arrivals. The representative of the Ministry stated during evidence that provision for purchase of short haul jet was made in the Fourth Plan, but whether the I.A.C. would actually purchase jets or Avros depended on the type of aircraft to be manufactured in India, which question was being considered by the Subramanian Commission. According to him so far only seven Avros had been delivered to I.A.C. and seven additional Avros would be delivered in the course of 1969, which would replace Dakotas. The larger size planes, he said, would be faster as well as double in carrying capacity.

8.34. Asked whether tourist charters were rejected, for want of capacity in the IAC, the representative of the Ministry replied in the negative. Asked further to state whether tourist groups were

being split up for want of capacity, the representative of the Ministry stated that the parties were not only split up for want of charter planes for domestic flight, but also due to lack of adequate hotel accommodation to accommodate large groups and Ground transport was also often not enough to cope up with large parties.

8.35. He admitted that splitting of parties into groups caused a lot of annoyance and irritation to foreign tourists who come to India for a 2 week or 3 week holiday under the system of incentive tours and assured that by and large it would be done with the concurrence of the parties earlier before their landing into India.

8.36. The representative of the Ministry was asked to state whether any estimates were made in regard to the total traffic which the I.A.C. would be called upon to carry at the end of the Fourth Plan period. He stated that by the end of Fourth Plan, the total traffic carried by Indian Airlines would be 3.5 million out of which 3 to 4 lakhs would be foreign tourists. Asked whether there were any proposals to increase the number of planes to meet the traffic of 3.5 million, the representative of the Ministry stated that their proposal in the first instance was to have 5 jets of 100 or 115 capacity and six aircrafts of 60 capacity. The proposals for purchase of jet for I.A.C. were yet under consideration of the Government.

8.37. The Committee feel that the present limited capacity of the Indian Airlines Corporation restricts the growth and movement of international and domestic tourists within the country. Considering the fact that in a few years time tourists would be arriving in the country in 4 to 5 hundred seater jumbo jets, I.A.C.'s need for a better, faster and a larger aircraft becomes urgent. It is also necessary from the point of view of the growth of domestic tourism and international progress. The Committee hope that Government will bear this in mind while taking decisions on the question of augmentation and modernisation of aircraft with the I.A.C.

(ii) *Reservation of Seats*

8.38. The representative of the Ministry was during evidence asked to state whether any difficulties were faced by the foreign tourists in regard to confirmation of reservation. He stated that messages relating to the confirmation of reservations were promptly attended to by a Central reservation section at the headquarters and the reservations confirmed within 24 hours or at the most 48 hours to persons out of India. In regard to domestic messages for reservation, he stated that the Regional Directors had been asked to confirm those also within 24 hours of the receipt of message.

8.39. Asked whether the complaints in this regard were being attended to properly, the representative of the Ministry stated that receptionists were posted at the four major air ports to pay special attention to tourists and conferences were held twice a week to go into all these complaints. Even so attempts were being made to improve the system.

8.40. **The Committee need hardly stress the importance of an efficient and prompt Air reservation system. They recommend that the system should be kept under constant review in the light of experience so that the number of complaints from tourists on this account are minimized, if not eliminated altogether.**

(iii) *Fare-structure*

8.41. It has been stated that in 1967 nearly 1.80 lakh tourists visited India. Out of them about 82 per cent. travelled by air. The largest number (43,000) came from U.S.A. followed by Britons (27,000). Since India is nearly half way across the world for her principal market, the initial cost of travel to get to India is obviously a factor to reckon with.

8.42. Asked whether Indian Airlines had ever pressed for reduced rates from various countries on a reciprocal basis so as to encourage more tourists to come to India, the representative of the Ministry during the evidence stated that the efforts for reduction of normal fares at the meetings of the International Air Transport Association (I.A.T.A.) were resisted on the ground that it would upset the world-wide fare system and fare level, but an alternative had been sought of introducing special fares to India. Efforts in this direction had resulted in the introduction of as many as 11 special fares for the benefit of tourists by Air India which bear various discounts. He further stated that Indian Airlines were subjected to various disadvantages by the I.A.T.A. which was an undemocratic organisation dominated by a few major airlines which had divided the world into three zones having placed India in such a zone which was at a major disadvantage. Moreover it sabotaged Air India scheme of promotional fares from Europe to India.

8.43. Asked what steps were contemplated in that regard the representative of the Ministry stated that I.A.T.A. rates were binding because at the time of executing the bilateral agreements every country bound itself to charging the I.A.T.A. official rates only. He, however, stated that the matter was being pursued in International Union of Travel Organisation. Asked whether the

matter was taken up at the Commonwealth Prime Ministers' Conference, the representative of the Ministry replied in the negative.

8.44. Asked whether the Government had examined the feasibility of I.A.C. prorating their fares with international Airlines for tourist groups, the representative of the Ministry stated that it was premature; but assured that the matter would be considered after a year in the light of increased traffic and increased capacity.

#### *Fares for Middle Income Group*

8.45. Asked whether any steps were taken to get the air fares reduced for tourist of middle income groups to move about in India with a longer duration for stay, the representative of the Ministry stated during evidence that except for the students and the military personnel, no other concessions were available for want of air-crafts. In order to make more air-crafts available to the Indian Airlines, he stated, a resolution was passed by the Tourist Development Council in November, 1968, recommending the setting up of a separate charter company to handle charters which would increase the traffic both foreign and domestic.

8.46. Since the initial cost of travel to get to India is high, the Committee recommend that efforts should be made for reduction of normal fares in consultation with other countries, if possible on a reciprocal basis, so as to encourage more tourists to come to India in groups and in maximum numbers.

(iv) *Use of small sized planes for linking up places of tourist interest*

#### *Use of Helicopters*

8.47. Asked whether the possibilities of acquiring helicopters to run scheduled services to places not accessible by air service, the representative of the Ministry during evidence stated that though the helicopter operations were extremely costly, there are places which could be linked up easily by helicopters. He also stated that Government were finding out a situation for utilisation of helicopters used for crop-spraying, during their unutilised periods, on routes where they could be useful and that matter was under the consideration of a Committee.

#### *Linking of Dams, River Valley Projects by air*

8.48. The representative of the Ministry was asked during evidence to state whether there was an proposal to link up by air

various dams and river valley projects, which are places of tourist interest. He stated that the matter had been referred to a departmental committee appointed to assess the need for development of airports in the country which had in its report, fixed the order of priority taking into account tourist industrials, commercial and other interests. He further stated that the extent of their development depended upon the funds made available for the purpose. Asked whether the places had been identified and possibilities explored to utilise bigger aircrafts to cover many such places, the representative of the Ministry stated that while the places had been identified, the suitable landing ground facilities were lacking in all those places. He further stated that the air strips and landing grounds constructed during the war, were not suited to the turbo type air-craft.

**8.49. The Committee recommend that Government should examine the feasibility of a helicopter service to points, places and sites of tourist interest in India which are at present inaccessible by the air services in consultation with the Indian Airlines Corporation.**

*(v) Changes in the time schedule*

8.50. The Ministry was asked to state whether any prior intimation about the operation or discontinuance of domestic IAC flights was being given to our tourist offices abroad, the travel agents, and the international carriers, to enable them to incorporate the necessary changes in the itinerary of their customers they have stated;

“As soon as IAC decides to make any change in their time schedules, copies are sent to this Department for onward transmission to our Tourist Offices abroad. It is also understood that IAC on its own send similar information to travel agents and international carriers. In this connection, however, it may be mentioned that the complaint of the foreign tour promoters is not that they do not receive advance intimation. It is on the other hand that there are too frequent changes and at too short a notice. Normally, tour operators plan their tours 6 to 8 months in advance and hence any changes announced about notice create lot of problems both for the promoters in foreign countries and their handling agencies in India. Any subsequent change in the advertised programme for which arrangements have been already made is not relished by the foreign promoters unless they have been given more than 4 to 5 months notice”.

The Committee desired to know the reasons, for frequent changes in the time schedule of the IAC. The representative of the Department of Civil Aviation stated during the evidence that the time schedule would be changed only under unavoidable circumstances and for reasons either of non-availability of aircraft from the manufacturers or where the airports were under construction. He further stated that to ensure the correctness of the time schedules, a time table would be published soon, the draft of which was being finalised in consultation with the Department of Tourism.

8.51. The Committee regret to note that too frequent changes in the time schedules of I.A.C. at a short notice have upset the plans and the advertised programmes of foreign tour promoters, made sufficiently in advance, creating problems for promoters abroad and their handling agencies in India. The Committee recommend that Government should ensure that the time schedules are not changed unless absolutely necessary for reasons beyond the control of the airlines, and that punctuality of air services are maintained so as to avoid unnecessary dislocation of arrangements already made. Any subsequent change in the time schedules should be promptly communicated to tour promoters abroad sufficiently in advance.

### C. Rail Transport

8.52. It has been stated by the Department of Tourism that the number of tourists, particularly those travelling in groups by charters, is bound to rise considerably in near future. The existing fleet of Indian Airlines and their future plans of expansion will therefore not be able to accommodate the increasing traffic, with the result that this gap will have to be filled in by the Indian railways. The Department of Tourism has accordingly advised the Ministry of Railways to augment and improve transportation by rail, keeping in view the vastness of the country. In this connection the following measures have been suggested by them to the Railways:

- (a) to increase the number of air-conditioned coaches so as to meet the tour operators' requirements for special trains and/or coaches;
- (b) to provide improved catering in conformity with standards of countries from which the majority of tourists visit this country;

- (c) to provide firm booking one year in advance to tour operators/travel agents abroad as they have to publicise and market such tours much in advance;
- (d) to extend tourist concessional fares to groups travelling in special trains;
- (e) to provide reservation facilities at short notice *en-route* to tourists travelling by train in stages within the country;
- (f) the existing procedure for availing special concessions such as "Travel as you Like" ticket, 15 per cent concession on travel by air-conditioned coaches, etc., is very cumbersome and has been adversely commented upon by foreign tourists and tour operators. It will be our endeavour to try and persuade the Railway Board to simplify this procedure on the lines of the system prevalent in some of the European countries; and
- (g) It would be worthwhile exploring new tourist routes where such special trains as the Taj Express, which has proved to be very popular, could be introduced.

8.53. The Committee desired to know whether in the light of projected target of 6,00,000 tourists by 1973, details have been worked out with the Railways in regard to availability of extra capacity at reasonable rates. The representative of the Railway Ministry stated during the evidence that the Railway Board were not at all informed about these targets by the Department of Tourism and the proportion of the tourist who would use rail transport. In this connection the Director General of Tourism stated during the evidence that—

"This is a failure on our part. Only about five to six months ago we had not taken the railway participation in tourism very seriously and therefore we had not taken them into our confidence in planning these figures. It is something we have definitely failed in linking the likely travel with the railways. It is a lacuna on our part and principally on my part since I am in charge of the Department".

8.54. The Secretary of the Ministry of Tourism and Civil Aviation added that on the basis of past experience about 80 to 82 per cent travel by air and the remaining by rail. Once the firm figures are available, the same will be communicated to the Railways.

8.55. Asked about the number of tourist cars available with the Railway for the use of foreign tourists, the representative of the Ministry of Railways gave the following information:—

Air Conditioned	7 on broad gauge and 3 on metre gauge
First-class	65 on the broad gauge and 39 on the metre gauge
Third class	78 on broad gauge and 34 on the metre gauge.

He added that the air conditioned and first class tourist cars had full kitchen facilities and they were provided with a dining room-cum-lounge. The third class tourist cars had kitchens only and no separate dining room.

8.56. Asked whether publicity was given to such travel facilities in foreign countries, the representative of the Railway Board stated that the information about the availability of such tourist cars was published in the Tourist Railway Time Table, which was brought out every year by the Indian Railways on behalf of the Department of Tourism. This information was also published once during the UNCTAD Conference and as a result a special train of tourist car was run, but thereafter there was no other demand. The number of people who could travel in air conditioned coaches was small and that only 14 persons could travel in them. The demand for them for moving in parties had not yet grown. The Director General Tourism added that since a small number of people travelled by rail, no major publicity was done in that direction.

8.57. It has been represented to the Committee that "The Indian Railways are least concerned with the tourist traffic. When it comes to transporting a large number of tourists domestically by Railways, there is no help and cooperation from the Railways and thus confirmation of seats for large groups well in advance is extremely difficult." In this connection the Committee have been informed by the Railway Ministry as follows:—

"The allegation about the Indian Railways being least concerned to the tourist traffic is *prima facie* not based on facts. The reference apparently is to the demands for AC special trains for foreign tourists. About 25 per cent. of the total fleet of AC coaches on the Indian Railways, at present earmarked for catering to tourist traffic,



have been found adequate for the purpose including demands for special trains for the various World Cruises and those for the individual coaches (by the scheduled trains) for charter groups sponsored by the Travel Agents. The demands for AC coaches by way of special trains and/or reserved individual coaches by the scheduled trains for foreign tourists are concentrated during the winter months. Every endeavour is made to meet all such demands. For instance during the winter of 1968-69, a total of 24 demands for AC coaches have so far been received and of these 23 moves have already been complied with/confirmed to the parties requisitioning the AC coaches. Specific instance of any difficulties experienced in this regard can be considered''.

8.58. The Committee are at a loss to understand why the Department of Tourism have not informed the Railways about the likely requirement of rail accommodation for the tourists during the Fourth Plan period. This indicates lack of proper planning and coordination. The Committee urge that necessary details regarding the pattern of movement of tourists, their requirements of rail transport, likely destinations, etc., should be worked out by the Department of Tourism at an early date and communicated to the Ministry of Railways to enable them to make necessary arrangements in that regard.

8.59. The Committee are concerned to note that enough publicity is not given by the Department of Tourism in foreign countries to the availability of tourist railway coaches. They feel that this type of travel would have a lot of appeal to a particular class of foreign tourists who would like to see the country more intimately. The Committee recommend that effective steps should be taken to publicise the availability of these facilities in foreign countries.

#### *Rail Concessions to Tourists*

8.60. Asked about the concessions allowed to groups of tourist who travel by Air Conditioned Coaches, the representative of the Railway Board has stated during evidence that "when a group of tourists travel, they requisition a whole special train and they are entitled to buy their tickets at the same 15 per cent concession. But a special train is subject to minimum charge per Km. Normally when special trains are arranged for other tourists, the minimum charges is Rs. 15 per Km. But in the case of foreign tourist a concessional rate of Rs. 11 per km. is allowed. But extra charges are levied for dining cars attached to the special trains, for haulage and

for extra service, because while arranging a special train, many empty A. C. Coaches are drawn from various directions, thus making the running of extra special train more costly than the carriage of passengers on the normal scheduled trains."

8.61. He added that to attach a dining car on a special train is an expensive business as the number of passengers is limited and all the meals are not served in the dining car. In regard to the costs of meals being high, the representative of the Railway Board stated during evidence that there was no general directive as to the food charges which depended upon the menus. For the normal meals charges are prescribed. But the tourists normally wanted a better class of menu. In 1964 consequent upon a representation made by a foreign travelling party against the high charges of Rs. 65 per head per day, the Railway Board worked out two fairly acceptable menus, one at Rs. 55 and the other at Rs. 30 per head per day. It was added that particular instructions were issued to the three Railways which were involved in that tour.

Those three railways have been presenting those menus whenever foreign tourists came. There have been some railways who have presented only Rs. 55 menu and not the Rs. 30 menu. Other railways not advised of this, are following the practice of deciding with their Travel Agents as to what is the menu they want and they charge according to that. It is now proposed to issue instructions to them that there should be regular method and that menu should be decided upon and costing should be done and charges should be on the basis of that costing.

8.62. Asked whether there was any prescribed standard menu, the representative of the Railway Board stated that there was a standard menu which would cost only Rs. 13 per head per day, but a luxurious menu would be costlier.

8.63. The Committee desired to know whether the economics of requisitioning a special train, the concessions that were provided, the additional expenditure involved and the extra tariff for food etc. had at any time been worked out by the Railway. The representative of the Railway Board stated during the evidence that these matters had not been examined in a complete manner so far.

8.64. The Committee note that the economics of requisitioning a special train, the concessions that are provided, the additional expenditure incurred and the tariff for food have not been completely worked out by the Railways so far. The Committee recommended that immediate steps should be taken to work out in detail the

economics of group travel by foreign tourists with a view to effect economy and provide concessions so as to make group travel more attractive. The Committee further recommend that guidelines should be laid down by the Railways for tariff charges for special menus on special trains which should be made applicable to all Railways.

*Simplification of procedure for issue of concessional tickets*

8.65. The Committee desired to know whether the question of simplification of existing cumbersome procedure for availing special concession tickets by tourists had been taken up by the Department of Tourism with the Railways and if so what were their reactions. It has been stated in reply that "The Ministry of Railways consider that the present procedure laid down for overseas tourists availing of "Travel as you like" tickets and for obtaining 15 per cent rebate on Airconditioned fares is quite straight and simple and does not call for any modification. What the overseas tourist is required to do is to obtain a certificate from the Director/Assistant Director/Manager, Government of India, Tourist Office, Ministry of Tourism and Civil Aviation, on production of which he can have the concession ticket direct from the station concerned".

It has been added that the Department of Tourism feels that in actual practice, the procedures involved are too cumbersome and time consuming. The foreign tourists pressed by time have not taken kindly to these lengthy procedures. This department feels that the concessional tickets should be issued to foreign tourists on presentation of Tourists Introduction Card with pass port.

8.66. Asked to state whether the question of simplification of procedure for the issue of concessional tickets to tourists was taken up with Railway Board, the Ministry have stated in a written note that "the Department of Tourism has since 1966 time and again impressed upon the Railways to simplify the procedure for the issuance of concessional tickets to foreign tourists. Tourist Introduction Card which is issued by the Indian Missions and Tourist Offices to *bona fide* tourists should suffice for the issuance of concessional tickets by the Indian Railways. The existing, procedure requires the tourist and/or the handling agent to obtain certificates for each sector of the journey from the Government of India Tourist Offices which *inter alia* creates lot of complications and are irksome to a foreign tourist. We feel that the presentation of Tourist Introduction Card itself should entitle the holder to get the concessional tickets. The Indian Railways have not agreed to our suggestion and during the last Tourist Development Council meeting

despite the general support for our proposal, it was not acceptable to the Railways. The Indian Railways on the other hand have put forth the argument that the difficulty in obtaining the requisite number of certificates at one time to cover different journeys should not arise particularly in view of the fact that such tourists ordinarily purchase their tickets from travel agents who are well aware of the procedure for obtaining rebate. However, it is our experience that the tourists travelling by rail, generally do not utilise the services of a travel agent and hence they have to obtain the separate certificate(s) from the Tourist Offices. This is time consuming and is very much resented by foreign tourists”.

8.67. During evidence the representative of the Railway Board stated that since the Tourist Introduction Card was an authority for identification only it could not be collected from the tourist. The concessional ticket can only be issued by the Station Master, on some authority justifying the issues of a ticket below the normal fare. The Director General Tourism agreed that the procedure would be simplified by issuing small detachable forms duly stamped by the Department of Tourism authorising the grant of a concession ticket by the Station Master.

8.68. The Committee are glad to note that both the Railway Ministry and the Department of Tourism have agreed to simplify the existing cumbersome and time consuming procedure regarding the issue of concessional Railway tickets to foreign tourists. They would urge that the necessary modifications in the relevant forms may be made so as to ensure speedy issue of concession ticket to a foreign tourist at any railway station and the revised procedure put into effect at an early date.

8.69. The Committee also suggest that with a view to sort out the difficulties relating to the movement of tourist coaches and trains an informal Coordinating Committee of senior officials of Department of Tourism and Railway Board be constituted.

#### *Interchange of Air and rail tickets*

8.70. The Committee desired to know whether the question of making air and rail tickets inter-changeable to facilitate a tourist to travel by train, was examined by the Ministry of Railways.

8.71. The Ministry of Railways (Railway Board) have stated that “The travel agents suggested in a meeting they had with the representative of the Railway Board on 21st April, 1961 that the

tickets issued for air travel in India may be made interchangeable with the Railways so that the foreign tourists who are unable to procure accommodation by plane and who desire to travel by train in the air-conditioned class could be enabled to do so. As the matter was under examination by the Department of Tourism in connection with a similar suggestion made by Shri G. K. Khanna, Managing Director, Mercury Travels Ltd., New Delhi, in the course of a seminar on promotion of tourism in ECAFE region held during April/May 1961, a reference was made to the Ministry of Transport and Communications (Department of Tourism) by the Railway Board on 13th June, 1961 to ascertain if the suggestion of Shri Khanna had been examined and the matter was being pursued by them with the Department of Civil Aviation. It was pointed out by Shri G. K. Khanna that the main difficulty in diverting the foreign tourist from air to rail was that the foreign tourist usually held a round trip ticket, including a certain amount of travel by air in India, and that as the tourist had availed of a discount admissible on such round trip tickets, he was not entitled to any refund in respect of journeys not performed, and if he travelled by train he naturally had to pay for the train journey. The suggestion to make the air ticket interchangeable with the rail ticket thus means that the air companies would, in the event of their failure to provide accommodation by air, make to the tourist a refund to the extent of the value of the rail ticket by A. C. class, while at present they do not make any refund at all.

8.72. It appears that the Department of Tourism could not persuade the Indian Airlines to agree to this proposal as they informed the Railway Board in 1962 that the Indian Airlines Corporation had not agreed to the proposals."

8.73. It has been further stated by the Department of Tourism that "in 1964 this suggestion was again made by the Department of Tourism, but presumably the Indian Airlines because of their fleet position, were not receptive to the idea. However, the Department feels that with the enlargement of the Indian Airlines fleet the question of inter-changeability of air-tickets and rail tickets may be taken up again. Indian Airlines are accordingly being contacted again in the matter. Their reactions, if any, when received will be conveyed to the Estimates Committee."

**8.74. The Committee understand that inter-change of air-tickets and rail tickets would provide an added facility to foreign tourists who are unable to get air-reservation in time and who want to travel by train. The Committee suggest the feasibility of making**

**air and rail tickets of foreign tourists inter-changeable, may be examined by Government in consultation with the Airlines and the Ministry of Railways.**

### *Reservations*

8.75. Asked whether any Central Organisation like the one set up by A.I.C. has been created by the Railways for the bookings of foreign tourist, the representative of the Railway Board stated during the evidence that a reservation office was set up at each Zonal Railway Headquarters including Delhi. He further stated that the Railway Board would examine the proposal of setting up of a Central Office in Delhi to handle foreign group reservations.

8.76. **In order to avoid inconveniences to tourist in getting reservation made, the Committee recommend that a Cell should be provided in the Railway Reservation Office, New Delhi, for providing facilities of rail booking and confirmation of seats in advance for large groups of foreign tourists.**

### **D. Inland Water Transport**

8.77. It has been stated that the Department of Tourism has no plans to develop internal transportation on selected areas by waterways and rivers as this matter is being dealt with by the Inland Water Transport Directorate. However the XII Meeting of the Tourist Development Council held at New Delhi from October 30 to November 1, 1968 resolved that the State Governments/private enterprise should take steps to introduce cruises on lakes and rivers by means of water jet powered launches capable for carrying considerable load at high speed and of travelling in shallow water in order to provide new areas of interest to tourists.

8.78. Asked whether any survey had been made of places where inland water transport could be developed for the use of tourist, the representative of the Ministry stated during evidence that no overall survey made on account of shortage of funds, but the idea of developing boat ride from Nagarjunasagar to Srisalim was being pursued.

8.79. Asked whether any thought had been given to provide pleasure cruises on large lakes and rivers, the representative of the Ministry stated during evidence that quite a good number of launches were provided at many places.

8.80. The Committee enquired as to why there was inordinate delay in developing Chilka lake being a potential tourist centre as an inland water resort, for which funds were made available from the Centre. The representative of the Ministry stated during evi-

dence that the matter would be taken up with the State Government so as to expedite the work on it.

8.81 There is no doubt that pleasure cruises on large lakes, rivers and dams if properly developed would result in added tourist attractions. The Committee suggest that Government should examine the possibility of developing inland water transport particularly where they provide a link with monuments and places of scenic beauty etc. like Nagarjunasagar. They are glad to note that the idea of developing boat ride from Nagarjunasagar to Srisalem is being pursued. They hope that this proposal would be implemented soon.

8.82. The Committee are concerned to note that there has been undue delay in developing Chilka lake which has a great potential for tourist traffic. The Committee urged that decision on this project should be expedited.

## IX

### DEVELOPMENT OF TOURIST CENTRES

#### A. Places of tourist interest

9.1. The Department of Tourism has listed approximately 1600 places of tourist interest in the map of India. A list of these places is given in Appendix VII. The list gives Statewise distribution of tourist centres in India. A glance through the list will show that there are places of modern interest such as the Bhakra dam and Maithon, hill resorts like Srinagar, Ootacamund and Simla and places of scenic beauty such as Jog Falls and there are places of pilgrimage like Hardwar and Rameshwaram and wild life sanctuaries like Kaziranga, Lake Periyar & Corbett Park. Last but not the least are places of historical interest and ancient monuments like Agra, Khajuraho and Ellora-Ajanta known the world over for their magnificent master-pieces of architecture and art.

9.2. The Committee have been informed that during the Fourth Five Year Plan, the broad objectives of the Central Tourism Plan *inter alia* are (i) to consolidate the existing facilities available at various centres in order to ensure that basic amenities of desired standard in adequate number are available at these centres for both home and foreign tourists, (ii) to develop new areas on an integrated basis with the object of attracting destination traffic to India, (iii) to assist voluntary organizations, institutions and private sector in improving and augmenting the tourist facilities through grants and loans and thereby to give an impetus to investment in travel industry for building up the various infrastructure and (iv) to promote youth travel by constructing youth hostels. The plan, however, is still to be approved by the Planning Commission.

9.3. In their report, the *ad hoc* Committee on tourism had also recommended that "as our resources are limited, instead of spreading them thinly over too wide a field, we should concentrate on a few selected centres and provide all the necessary facilities there in the first instance. Preference for immediate development should be given to places which have features most likely to attract foreign tourists and which are easily accessible preferably by air. The list should include at least one or two centres in each State". It would appear that the objectives laid down for the Fourth Five Year Plan:



are by and large in line with the recommendations of the Jha Committee.

9.4. Asked whether any surveys were undertaken in the recent past to develop hill stations of Kashmir, Kulu-Manali, Darjeeling and Almora as destination points rather than transit spots, the Ministry in a note have stated that no other surveys excepting on the Kulu Valley has so far been undertaken by the Department of Tourism. This survey on the development of Kulu Valley was completed by the Indian Institute of Management in July, 1968 and their report was received in the Tourist Department in the first week of September.

9.5. Asked whether any comprehensive survey or plan of the possible tourist spots has been made or drawn in each State the representative of the Ministry stated during evidence that apart from work entrusted to the team of U.N. Experts to draw up a perspective plan, neither any survey was made nor any perspective plan was drawn up. He also stated that since the organisation was still in the process of being built up it was not really attuned to undertake a regular perspective plan.

9.6. In reply to a question whether any data had been collected about new tourist spots or resorts, while formulating the Fourth Plan allocation, the representative of the Ministry stated during evidence that only those spots have been identified where the traffic flow was the largest and where existing facilities being poor were being improved. It was also stated that the State Governments gave priority to certain places of pilgrimage or other importance purely from the point of local tourists.

9.7. Asked whether any efforts had been made to collect information from the State Governments for the development of spots of tourist interest the representative of the Ministry stated that efforts were being made for the last five or six years, urging the States to set up their independent Directorates of tourism and independent Tourist Development Councils to give concentrated attention to the development of tourism.

9.8. The Committee understand that only limited efforts have been possible to involve the States sufficiently to identify the spots to improve the shortcoming and to make available proper guidance, in regard to the development of the centres of tourist interest.

9.9. The Committee regret to note that no comprehensive survey has been made so far to identify and to develop the spots and

resorts of tourist interest in the country as a whole or in the States. The Committee feel that it is important to have a comprehensive survey of all the centres of tourist attraction in the first instance with a view to identify places for immediate development which are likely to attract foreign tourists in large numbers and are easily accessible.

#### B. Tourist centres visited by Study Groups of the Estimates Committee

9.10. In connection with the examination of the subject of tourism, the Committee divided itself into various Study Groups and visited a number of places of tourist interest in Jammu and Kashmir, Himachal Pradesh, Bihar, Assam, Maharashtra, Kerala and Tamil Nadu. A brief account of the tourist activities at the various tourist centres visited by the Study Groups and other Centres is given below:

##### (I) Goa

9.11. The Study Group which visited Goa found that some of the monuments and old Churches in Goa including Museum were in a dilapidated condition and needed urgent repairs. Asked as to whether any steps had been taken by Government to attract foreign Archaeological Survey of India stated that the eight monuments e.g. Cathedrals and Churches, the representative of the Ministry of Tourism and Civil Aviation stated during evidence that a Survey was being made on the basis of which priority would be given to certain monuments for being developed. The representative of the Archaeological Survey of India stated that the eight monuments which came under their control about 6 years back had cost them Rs. 4,29,180 on structural repairs, Rs. 2,11,107 on horticultural operations and Rs. 30,357 for chemical repairs. He also stated that they have on their programme next year two monuments, namely, the Cathedral of Bom Jesus and the Cathedral of St. Francis of Assisi which houses the museum at an estimated cost of Rs. 1,50,000 during the next three years.

9.12. The DG of Archaeology admitted that the museum was in a very bad state. It was pointed out to him that at the time of the visit of the Study Group, the curator of the museum was not there which indicated lack of supervision and control. It was also pointed out to the official witnesses that Goa had a large amount of hotel accommodation and other facilities and it is the only place in India where a carnival was being celebrated. However tourists could not go there for want of transport. The General Manager, IAC

stated that the Corporation was conscious of the deficiency and stated that they would be able to improve the position in the winter schedule 1969 by which time they would have augmented their fleet.

9.13. The Committee are concerned to note that the ancient and historical monuments in Goa which are a great tourist attraction are not being maintained properly and that the repair work carried on there is far from satisfactory. In particular they are unhappy about the unsatisfactory state of affairs of the museum which is housed in the Cathedral of St. Francis of Assisi which requires urgent repairs. The Committee would therefore like the Government to have a quick survey made of the Archaeological monuments in Goa with a view to carry out immediate repair operations of the Churches and Cathedrals which are on the verge of falling down. They also recommend that immediate attention should be paid to the maintenance and management of the museum so as to ensure its proper working and developing it as a major centre of tourist interest in Goa.

(II) *Jammu & Kashmir and Himachal Pradesh (Gulmarg, Manali & Kulu)*

The Committee desired to know the steps taken for the development of tourism in Jammu & Kashmir and Himachal Pradesh. The Ministry in a written note have stated:—

“The scheme for the integrated development of Gulmarg as a winter sports resort is one of the major high priority projects launched by the Department of Tourism to attract foreign tourists in increasing numbers to Jammu and Kashmir. Since the majority of tourists come to India during the winter months from October to March, winter sports can be promoted at Gulmarg as an added attraction to prolong their stay in India. Apart from additional foreign exchange earnings, winter sports facilities in Gulmarg will open a new tourist season which will help to develop the economy of the people of Jammu and Kashmir.

The above scheme was included in the Third Five Year Plan on Tourism, but only preliminary surveys and collection of data could be completed. The project with an estimated outlay of Rs. 112.00 lakhs was cleared by the Expenditure Finance Committee in early 1968. The broad components of the project are a road from Tangmarg to

Gulmarg, a centrally heated hotel at Gulmarg, ropeway from Gulmarg to Khillanmarg, Skating Rink, Ski Training School, practice ski-lift, and office buildings and residential accommodation for staff, etc.

It was found essential that a number of huts at Gulmarg should be insulated till such time as the new buildings are ready at Gulmarg. It was, therefore, agreed to include the above scheme under Part II of the Plan programme at a total cost of Rs. 2 lakhs. The work on the project was started last year and against an expenditure of Rs. 45,000/- incurred by the State Government so far, a subsidy of Rs. 25,000/- has already been released.

A Project Director was appointed in August 1968 with an office temporarily located at Srinagar. The Ski Training School was started at Gulmarg on 10th February 1969 with 15 trainees. The object of the School is to train Ski instructors and to develop a corps of guides on the lines of the Alpine guides.

The Indian Tourism Development Corporation Ltd., propose to construct a hotel at Srinagar. It is also proposed to mount a son-et-lumiere spectacle in the Shalimar Gardens and develop and improve facilities in Srinagar during the Fourth Five Year Plan period."

### (III) Himachal Pradesh

9.15. The schemes taken up in Himachal Pradesh during the Second Five Year Plan and the expenditure against each of them is indicated below:—

#### Part I—Centrally Sponsored Schemes.

	Rs.
1. Improvement of 6 Rest Houses . . . . .	33,605
2. Tourist Bureau at Dalhousie . . . . .	3,900
3. Tourist Bureaux at Kulu and Manali. . . . .	15,000

#### Part II—Central Aided Schemes.

	Rs.
1. Low Income Group Rest House at Kulu. . . . .	1,00,000
2. Low Income Group Rest House at Manali. . . . .	43,250
3. Low Income Group Rest House at Dharmshala . . . . .	37,500

The schemes taken up in Himachal Pradesh during the Third Five Year Plan and the expenditure against each of them is indicated below:—

*Part I—Centrally Sponsored Schemes.*

	Rs.
1. Tourist Bungalow at Manali . . . . .	5,13,200
2. Tourist Bungalow at Kulu . . . . .	3,59,800
3. Reception Centre at Mandi* . . . . .	18,000

9.16. \*The above scheme was originally included as Part I scheme at a total cost of Rs. 3.00 lakhs. Subsequently it was decided to transfer it under Part II of the Plan at a total cost of Rs. 4,00,000/-. The State Government have acquired land at a cost of Rs. 36,000/- of which Rs. 18,000/- representing Central Government's share has already been reimbursed to the State Government. In addition the following schemes were proposed in the Third Plan, which were not taken up by the State Government and were therefore carried over to the next Plan:—

1. Cafeteria and Tourist Hostel at Joginder Nagar.
2. Tourist Hostel at Khajjiar.
3. Development of Lake at Khajjiar.

*Annual Plans*

9.17. The following schemes in Himachal Pradesh were taken up during the Annual Plans and the Central Government's share against each of the schemes was as under:—

	Rs.
1. Development of Khajjiar Lake . . . . .	10,000
2. Tourist Bungalow at Palampur . . . . .	75,000
3. Cafeteria at Joginder Nagar . . . . .	69,700
4. Improvement of Tourism Bungalow at Chharabara . . . . .	58,175
5. Improvement of Dal Lake at Dharamshala . . . . .	19,500
6. Platform for tents at Khajjiar . . . . .	1,571
7. Installation of ski-lift at Kufri . . . . .	5,500

9.18. However, in view of the revised arrangement for release of Central Assistant in the form of Grants/Loans to the Union Terri-

tory of Himachal Pradesh as laid down by the Ministry of Home Affairs in December, 1967, no funds for the above were released to the Himachal Pradesh Government by the Department of Tourism. Instead the Ministry of Home Affairs were requested to make available requisite funds, to the Union Territory of Himachal Pradesh or these schemes.

9.19. It is proposed to take up the integrated development of Julu Valley during the Fourth Five Year Plan period. For this purpose a provision of Rs. 20 lakhs has been proposed in the Tourism Plan which is yet to be approved. The development will be based on the survey carried out by the Indian Institute of Management, Ahmedabad.

9.20. The Committee desired to know as to why the feasibility of developing winter sports resorts in Gulmarg in Jammu & Kashmir were given preference to that of Himachal Pradesh. The Ministry in a note have stated that "The feasibility of developing winter sports resorts in Himachal Pradesh has been considered. An Italian expert, Dominico Ferraris had visited both Gulmarg and Kufri in 1960 for assessing the feasibility of developing winter sports at these places. He found Gulmarg more suitable for developing winter sports. There are several factors in favour of Gulmarg: (1) Gulmarg possesses some of the finest ski slopes in the world; (2) ski conditions are favourable at Gulmarg for almost six months as the area starts receiving heavy snowfall from the end of November or beginning of December and the snow remains on the slopes right up to the middle of May. The winter sports season is thus spread over a longer period than at Kufri or Manali in Himachal Pradesh; (3) Kufri does not always receive sufficiently heavy snowfall for developing winter sports on a large scale and on a regular basis. For instance, the winter ski festival scheduled at Kufri on the 9th February was cancelled because of inadequate snowfall; (4) this important factor of adequate snowfall over a longer period makes the winter project at Gulmarg much more economical as the proposed facilities to be developed at Gulmarg can be used for a longer period than would be the case either at Kufri or Manali; (5) the development of winter sports at Manali is further handicapped by the fact that the runway at Bhunter is unable to take larger aircraft than HS-748, thus limiting the number of people who can take advantage of winter sports facilities at Manali; this makes the project uneconomical as the returns will not be commensurate with the investment made. Secondly, chances of air services to Kulu being disrupted are greater during winter months due to adverse weather conditions as the topographical configurations do not permit installation of ILS equipment at Bhunter.

In the case of Gulmarg, however, once the installation of ILS equipment at Srinagar is completed, it will be possible to maintain a regular air-link with the valley without disruption in air services.

9.21. Based on all these considerations, it was decided to develop Gulmarg as a major winter sports resort.

9.22. Asked whether economics of developing Gulmarg as a winter sports resort *vis-a-vis* other places has been worked out, the Ministry in a note has stated:—

“No economics of developing Gulmarg as a winter sports resort *vis-a-vis* other places have been worked out. The economic feasibility of the Project, however, has been worked out in the Memorandum submitted to the Expenditure Finance Committee.”

9.23. In reply to a question the representative of the Ministry stated during evidence that when the decision to develop Gulmarg was taken in the valley itself many other areas and spots *viz.* Yusmarg and Sonmarg were taken into consideration, but none of them was found suitable in terms of development of tourism.

9.24. The Committee were informed that the number of people actually going to Gulmarg at the moment for winter sport was very small for want of facilities, but from the surveys that have been made by international experts the number would increase and a very large number of tourists would go there with the increased winter sport facilities.

9.25. Asked whether these calculations were based on statistics as well, the representative of the Ministry stated no statistics were kept since winter sports facilities were lacking so far and “one has to take some risk we have based ourselves on our own opinion supplemented by opinion given by the international experts.”

9.26. The Committee were further informed that there are whole regions in the mountain areas which remain snowbound for many months in the year but they are lacking in communications and could be opened out in future by local people learning to ski.

9.27. The Committee understand that out of a total allocation of 1.6 crores for the Gulmarg project a sum of Rs. 22.03 lakhs has been spent on the project so far, by the Centre and the State Governments, the rest would be spent in about 5 years over the 4th Plan Period.

9.28. Asked whether the Ministry would give a second thought to go in for this project on the ground that other projects which were more important should first be taken into consideration in preference to Gulmarg project, the representative of the Ministry during the evidence stated that "I am afraid it is not within my competence to give that assurance. It is a sanctioned scheme. At the moment we are engaged on its implementation. It is not for me to say that we will reconsider the whole scheme."

9.29. Asked whether before beginning this winter sport resort at Gulmarg any reactions of the foreign tourist were elicited in this behalf the representative of the Ministry during evidence stated:

"Once upon a time Gulmarg was the head-quarter of the ski club of India which has been out of communication for some years now. It has been the skiing centre in the whole of South Central Asia. People used to come from neighbouring areas for skiing in Gulmarg. There has been a demand and the experts told us that there will be a demand for this and on the basis of that we have planned."

9.30. The Committee note that a total allocation of Rs. 1.6 crores has been made for the Gulmarg Project and that a sum of Rs. 50 lakhs has been spent on this project by the Central and the State Governments so far. The remaining amount would be spent over a period of five years during the Fourth Plan. The Committee have been informed that the selection of Gulmarg as a winter sport resort has been made on the advice of international experts. They regret to note that the economics of developing winter sport resort at Gulmarg vis-a-vis other places in Himachal Pradesh and U.P. hill districts has not been worked out by Government. The Committee are not sure whether the huge amount proposed to be spent on this project would be commensurate with the results achieved since Kashmir remains snow-mound for months together during winter and thus cut off from the rest of the country, with no good communication like dependable air and road services during the months of January and February. They also doubt whether winter sport facilities, created at such expense at Gulmarg will be taken advantage of either by the foreign tourists coming from Europe or America who have easy access to highly developed winter sport areas in their own countries or near about or by domestic tourists with whom it is not popular yet particularly when during winter all modes of communications to Gulmarg are practically closed and



when other essential facilities are lacking. The Committee are inclined to feel that the amount proposed to be spent at Gulmarg could be spent more usefully in identifying and developing other areas in Jammu & Kashmir itself or in other parts of the country which would result in attracting larger number of foreign tourists. This is all the more pertinent in view of the reduction of financial allocation for tourism during the Fourth Plan and the need to develop more tourist spots rather than spend heavy amounts on one or two prestigious projects like the Gulmarg Project. In the circumstances stated above, the Committee would like the Government to evaluate the economics of this project carefully and to reconsider whether this project could be deferred for the time being.

#### IV. Centres of Buddhist Interest—Bodh Gaya

9.31. The Committee inquired whether any Survey was conducted by the Department of Tourism of places of Buddhist interest to develop tourism from Buddhist countries. The Ministry in a written note stated: "No survey has been conducted by the Department of Tourism of places of Buddhist interest. Such places, however, have been identified and a scheme to provide facilities at these places has been proposed in the draft Fourth Five year Plan on Tourism. The details will be worked out in consultation with the UNESCO Expert on Cultural Tourism who is already in the country, and by carrying out on-the-spot surveys at places not covered by the Expert's report. The extent and scope of development, however, will depend upon the availability of funds which will be known when the Tourism Plan is finalised. The Department of Tourism is also actively considering measures that can be taken to promote Buddhist pilgrim traffic to places of Buddhist Interest in India. These will be given practical shape once the facilities to be provided are determined.

9.32. The Committee desired to know the steps taken to develop Bodh Gaya as a tourist centre especially for Buddhists, the Ministry in a written note have stated as follows:—

"During the Buddhist Jayanti celebrations in 1956, an 8-bedded Tourist Bungalow was constructed at Bodhgaya by the CPWD. This was later transferred to the Department of Tourism in the Second Five Year Plan period. This Tourist Bungalow has been recently expanded by adding 4 double-rooms. It is learnt that a Japanese Buddhist Association is constructing a 25 room hotel at Bodhgaya; also the conversion of single rooms in the Tourist Bungalow into double rooms can provide 8 additional beds, thereby raising its bed-capacity to 24

beds. For the present, therefore, sufficient accommodation will be available for super-income group Buddhist pilgrims visiting Bodhgaya. The need, therefore, is to provide comparatively inexpensive accommodation both for individual and group tourists, at Bodhgaya. In the Fourth Five Year Plan, therefore, it is proposed to construct a Tourist Hostel in the Central Section. Another scheme which is proposed at Bodhgaya is to lay a path around the Mahabodhi Temple. The extent and scope of developing facilities at Bodhgaya, however, is dependent upon the availability of funds during the Fourth Five Year Plan which is under finalisation.

The India Tourism Development Corporation has sanctioned a transport unit consisting of a 31-seater coach, two Ambassador cars and a Cheverlet Impala at Patna to serve the needs of tourists visiting places of Buddhist interest in Bihar."

9.33. Asked to explain the delay in the construction, furnishing and putting into use of the additional four double rooms to the tourist bungalow at Badhgaya the Ministry in a written note have stated that although the administrative approval for the construction was issued on 18th July, 1966, the work could be completed in February, 1969 only. The rooms have now been taken over by the Manager, Tourist Bungalow, Bodhgaya from the CPWD. The delay has been explained as under :

"Limitation of staff handicapped the section handling Plan schemes from maintaining a closer liaison and supervision over CPWD. When this work was sanctioned, the Planning Section was manned by one Director and two Assistant Directors who had to look after not only the Plan schemes under Parts I & II, but were also responsible at the time for the formulation of the Fourth Five Year Plan and the work relating to the Tourist Development Council, Commonwealth Secretariat, Prime Minister's Round Table on Tourism and other coordination work. It was therefore not physically possible for the Planning Section to pursue this particular work more vigorously, although every effort was made through reminders to ensure that the work was completed expeditiously. The CPWD has also been requested to intimate the reasons for the slow progress in the completion of the four additional double-rooms at the Tourist Bungalow, Bodhgaya.

As regards the furnishing of the four additional rooms, ITDC could not take action until they were handed over to them by the CPWD. Hence, there has been no delay on the part of ITDC to furnish the four additional double-rooms."

9.34. In reply to a Parliamentary Question asked on the 18th April, 1969, regarding development of Buddhist Tourist Centres during the Fourth Five Year Plan, it has been stated that "a sum of Rs. 65,00,000 has been proposed under various heads for developing tourist facilities at the major centres of Buddhist importance. The detailed allocation will be made after the plan has been finalised."

9.35. The country abounds in centres of Buddhist interests which have potentiality of attracting foreign tourists particularly from countries like Japan, Thailand, Burma and Ceylon, having large and sizeable Buddhist population. It would appear that in the past no concerted action to develop these places of tourist interest has been taken. The Committee recommend that effective steps should be taken to develop Buddhist centres and to provide amenities and facilities at these places both for foreign tourists and Indian tourists. It would be advantageous if in this matter leading countries having large Buddhist population are also consulted.

9.36. The Committee are concerned to note that there has been inordinate delay in the construction of four additional rooms in the existing tourist bungalow at Bodhgaya. They are not convinced by the reasons given that limitation of staff handicapped the scheme for maintaining a close liaison and supervision over the CPWD. The Committee would stress the need of exercising greater supervision over these matters to ensure that such lapses do not recur in future.

The Committee note that an aerial ropeway has been donated by the Government of Japan for carrying pilgrims to Rajghir. They would like the Government to ensure that this scheme is executed within the target time and that effective steps are taken to properly maintain the rope-way after it has been installed.

#### V. Kovalam Sea Beach—Trivandrum

9.37. The Committee inquired whether any plan for the development of Kovalam Beach had been drawn up, the Ministry in a written note have stated: "The Kovalam scheme envisages the development of the entire beach area extending from Edyar lake to the light-house promontory. This includes the palace promontory,

the main Kovalam bay on the north and the two coves to the south of this promontory. An architect has been selected to design and execute the Kovalam project. He will prepare a master plan setting down the conceptual planning of the entire area to be developed. Once this has been done and land utilization for the various components of the Kovalam scheme determined, a programme of phased expenditure will be prepared for funds available during the Fourth Five Year Plan, carrying over the subsequent Plans those aspects which can be postponed and for which funds are not available during the Fourth Five Year Plan.

9.38. The scope of the Kovalam scheme is as follows:—

*Department of Tourism*

1. Preparation of the master plan of the resort centre.
2. Site development.
3. Landscapping.
4. Laying of roads, paths, electricity, water supply and drainage system.
5. Construction of:—
  - (a) Cafeteria, shopping centre, administrative office, staff quarters, 'island restaurant'.
  - (b) Cabanas with showers; boat house, jetties and sailing points; swimming pool, tennis, badminton and squash courts; club-house or indoor game centre; fishing points.
  - (c) Open-air theatre.
  - (d) Yoga-cum-massage centre.
  - (e) Car and coach parking areas, petrol and service centre, garages.
  - (f) Life-guard service and first-aid centre; and life-guard observation points.

*I. India Tourism Development Corporation Limited*

1. One 100-room hotel.
2. 150 cottages.

9.39. Immediately, the need is to provide additional accommodation for attracting a larger number of tourists, particularly groups, to visit Kovalam. To achieve this immediate objective, it has been decided to put up a complex of 20 rooms on the beach and a com-

plex of 20 rooms on the palace promontory which can be later incorporated into the hotel. These will form experimental units to enable the Tourist Department and the India Tourism Development Corporation to assess the popularity of the two types of accommodation on the basis of which future development of residential accommodation will be planned. Whereas a few cottages will have kitchen facilities, the residential units to be built on the palace promontory will be served from a central service unit which will form the nucleus of the future hotel. For tourists staying in cottages which do not have kitchen facilities, a service centre will be constructed on the beach in which will be located administrative offices, information office, first-aid centre, shops, restaurant, etc.

9.40. For the existing traffic and the immediate development planned at Kovalam, the electric and water supply which the State Government can make available during 1969-70 are considered to be adequate. However, for the larger development, the State Government will have to be given at least a years' notice for providing augmented electric and water supply at Kovalam.

9.41. Linked with the development of Kovalam is the question of extending and strengthening the runway and developing the aerodrome at Trivandrum. It is felt that unless the expansion of the Trivandrum aerodrome is simultaneously taken up so that larger aircraft can land at Trivandrum, Kovalam will not be able to attract a larger volume of holiday traffic, and compete with other resorts which are coming up in neighbouring countries. Side by side, the possibility of arranging excursions from Kovalam to places interest in and around Trivandrum will also have to be examined so as to develop the entire area in a composite manner as part of the resort development.

9.42. The outlay proposed for the scheme in the Fourth Five Year Plan is Rs. 40 lakhs for the work to be executed by the Department of Tourism. The detailed estimates are being worked out by the architect and are not available at the moment. But it is expected that all the preliminaries will be completed by August 1969 and it is, therefore, proposed to take up the construction work immediately after the monsoon. Before doing so, however, it will be ensured that the extent of the beach erosion is not likely to be such as to render infructuous the funds that may be spent on this project. Action to assess the erosion has been initiated."

9.43. The Committee realise the importance of Kovalam Beach as a potential sea-side resort, and therefore suggest that Government

should take steps for its speedy development to attract a large number of foreign tourists. In this connection the Committee suggest that a time table should be laid down for completion of the various stages of the project according to priority and necessary measures taken to ensure that it is adhered to.

9.44. The Committee feel that in order to attract a large number of holiday traffic to Kovalam, Government should explore the possibilities of:—

- (i) expanding the Trivandrum airport so as to ensure the landing of large aircrafts; and
- (ii) arranging excursions from Kovalam to places of interest to and around Trivandrum so as to develop the entire area in a composite manner as a part of the resort development.

#### VI. *Archaeological Sites and Monuments—Ajanta-Ellora*

9.45. India has a unique scenic attraction particularly in the form of ancient monuments, temples, caves, the great works of man down the ages and works of art have produced through the centuries. These historical monuments offer a super tourist attraction.

9.46. Asked to state the steps taken to preserve the monuments and keep them in proper shape, it has been stated that the Archaeological Survey of India is entrusted with the preservation of monuments of national importance numbering about 3,500. Since it is not possible to attend to all the monuments requiring attention, a programme of repairs has necessarily to be spread over a number of years depending upon the availability of funds. Nonetheless, every effort is being made to attend to urgent repairs to prevent likely damage. A more extensive programme of preservation can however be undertaken provided more funds are made available. It has been further stated that no renovation is undertaken. A monument is partially restored only after it is considered absolutely necessary to do so in the interest of its structural stability, and in very limited cases to restore the original shape of the damaged portion without which its educative and aesthetic value is likely to be impaired.

9.47. The Committee are informed that the maintenance of approach roads to monuments is the responsibility of State Governments. Inter-connecting pathways within monument complex are however maintained by the Archaeological Survey of India.

9.48. In regard to the unsatisfactory and insanitary conditions prevailing in the monuments, the representative of the Ministry

stated that efforts to improve the surroundings of the monuments are being done in consultation with the State Governments and Archeological Survey of India and also with the Planning Commission which has allocated Rs. 40 lakhs for this purpose. He also stated that a resolution of UNESCO was also adopted in the Tourism Development Council regarding preservation of monuments and beautification of the area surrounding the monuments.

### *Ajanta-Ellora*

9.49. The Study Group of the Estimates Committee which visited Ajanta-Ellora pointed out to the official witness the various difficulties tourists had to face in visiting these places in the matter of drinking water, catering facilities and shortage of accommodation at Aurangabad. In a written reply furnished to the Committee, it has been stated as follows:

9.50. *Drinking Water.*—It has been stated that the Government of Maharashtra at the behest of Tourist Department had submitted two schemes—short term and long term—for augmenting the water supply at Ajanta. The short term scheme related to augmenting the water supply to the Rest House-cum-Canteen building only, whereas the long term scheme consists of constructing a series of weirs on the Waghori River for storing rain water. The series of artificial lakes thus created will also enhance the beauty of the place. The cost of the entire scheme is estimated at about Rs. 11 lakhs. Administrative approval has already been accorded to the following short term schemes:

- (i) Temporary water supply arrangements at Ajanta at an estimated cost of Rs. 17,900.
- (ii) Construction of a masonry weir at Ajanta at an estimated cost of Rs. 1,97,957.

9.51. The work referred to at item (i) has been completed at a total cost of Rs. 24,420. As regards the work at item (ii), the State Government has not been able to proceed with the construction of the weir as the Archeological Survey of India has objected to the blasting of rocks which they fear may cause damage to the Caves, as also to the construction of a weir at the foot of the caves which may affect the famous Ajanta frescoes due to humidity. The work has therefore been stopped and the State Government has been requested to revise the plans in consultation with the Archeological Survey of India. The State Government has also been requested to undertake a programme of afforestation, in consultation with

the Archaeological Survey, to attract more rainfall since the likelihood of finding subterranean water is meagre. The suggestion for afforestation of the area has been made by the National Geological Research Centre. They have also been requested to intimate whether they would be able to undertake the scheme for augmenting the water supply at Ellora.

9.52. *Catering Arrangements.*—It has been stated in a note submitted to the Committee that as Ellora is located at a distance of only 18 miles from Aurangabad and as a canteen already exists there, the need to provide catering facilities on the way to Ellora has not been felt and hence there is no proposal with the Tourist Department to provide the same.

As regards Ajanta, it is situated at a distance of 66 miles from Aurangabad and 36 miles from Jalgaon. The journey by road takes about 2 hours from Aurangabad and 1½ hours from Jalgaon. Since refreshments are available in the Canteen-cum-Rest House at Ajanta and at the Tourist Bungalow (Class II) and the Guest House at Faradpur (3 miles from Ajanta), there is no proposal to provide any catering facilities on the way particularly when the problem of water supply in the area is quite acute. Tourists visiting Ajanta therefore carry packed lunches from Aurangabad or have snacks in the canteen at Ajanta.

9.53. *Shortage of Accommodation.*—It has been stated that lack of suitable and adequate accommodation at Aurangabad is one of the reasons preventing a larger number of tourists visiting this area. A private party has taken up the construction of a hotel at Aurangabad and the Railway Ministry also proposes to increase the accommodation in the Aurangabad Hotel. In so far as tourist schemes are concerned, the State Government is augmenting the accommodation in the Tourist Bungalow (Class II) at Aurangabad, with 50 per cent. Central subsidy, and this accommodation was expected to be ready by the end of December, 1968. The Tourist Department also proposes to construct a 70-bed Tourist Rest House at Aurangabad/Faradpur with the object of providing accommodation for Buddhist pilgrims and other tourist parties.

9.54. It has further been stated that a pilot study is being conducted by the Indian Institute of Management on the problems of tourism in the Ajanta-Ellora area. Its report is still awaited.

9.55. The Committee feel that many of the monuments in the country are in urgent need of repairs and renovation. The Committee realise that this depends largely on the availability of funds.



They suggest that a phased programme for the preservation of monuments on a selective basis may be drawn up and executed. They hope that it will be possible for the Government to allocate sufficient funds for the purpose. In this connection, the Committee would like to stress that while carrying out repairs to the monuments, adequate precautions should be taken so as to preserve the unique character, atmosphere and natural beauty of the monuments.

9.56. The Committee are glad to learn that a Liaison Committee consisting of Director General, Tourism, Joint Secretary, Ministry of Education and Director General, Archaeological Survey has been constituted to discuss common matters regarding maintenance and up-keep of archaeological monuments. This Committee is said to be a year old and has so far held two meetings. The Committee hope that all day-to-day problems concerning the ancient monuments will be mutually discussed and sorted out amicably amongst the Departments concerned.

9.57. The Committee are unhappy to note that apart from difficult accessibility to the monuments and paucity of accommodation, the civic amenities such as water supply, sanitation, roads, parks, shopping and entertainment facilities are far from satisfactory in almost all places of historical monuments in general and at Ajanta and Ellora in particular. Too often access roads are in a bad condition and the sites of monuments themselves are left uncared for and devoid of even minimum facilities required by tourists. The Committee would like the Department of Tourism to draw up a phased programme in consultation with the Archaeological Survey of India and concerned State Governments for the provision of basic amenities at the monument sites and to make the stay of tourists comfortable and pleasant there.

9.58. The Committee further suggest that the norms and principles contained in the UNESCO Resolution adopted in 1960 by the Tourism Development Council should be examined by the Central and the State Government and steps taken to implement it to effectively safeguard all sites on natural and man made beauty. They also suggest that the land use should be controlled by legislation to prevent haphazard growth of the environs of such areas so as to preserve and improve their appeal to tourists, both Domestic and Foreign.

#### VII. *Development of Pilgrim Centres*

9.59. The Committee inquired as to what arrangements were made by the Centre for stay, transport, etc. at pilgrim centres of national

importance. The Ministry in a note has stated—"During the Second Five Year Plan, the Centre had taken up the improvement of Rest Houses along the Badrinath and Kedarnath routes and along the Kailash Mansarover route. Also Tourist Bureaux were set up at pilgrim centres such as Tirupathi, Gaya, Bodhgaya, Rajgir, Ajmer and low income Rest Houses at Puri, Varanasi, etc. During the Third Five Year Plan, the Centre took up the construction of a Tourist Shala at Rajgir for Buddhist pilgrims, the installation of the aerial ropeway which was donated by Japan for carrying pilgrims upto Gridhakut hill in Rajgir, beautification of the Tanjore Temples, a Class II Rest House at Kancheepuram, low income Rest House/ Hostel at Allahabad and Hardwar. Transport arrangements are mainly the responsibility of the State Governments concerned."

9.60. In view of the national importance of Amarnath and Vaishno Devi in Jammu and Kashmir State and Badrinath and Kedarnath in U.P. which are visited every year by a large number of pilgrims, the Committee inquired whether the tourist development schemes in respect of these places should also be included in the Central Sector as Part I of the Scheme. The Ministry in a written note have stated: "The Centre has given financial assistance in supplementing the existing accommodation at some pilgrim centres like Badrinath, Kedarnath, etc. The problem of providing accommodation and other facilities at even important pilgrim centres of national importance is so colossal that within the available resources, the Department is hardly in a position to do anything in the matter."

9.61. The Committee desired to know whether any facilities and comfort had been provided at Aurovindo Ashram at Pondicherry and Rishikesh to attract the foreigners for a short stay there. The Ministry have stated in a note that "An officer of the Department of Tourism attended the inauguration ceremony of the Auroville Project organised by the Aurvindo Ashram at Pondicherry. This has not been given further publicity as the project is yet to be completed. As regards Rishikesh, the facilities specially by way of transportation are not adequate for tourism on any substantial scale but the possibility of organising a tour of Ashrams is being looked into by our New York Tourist Office in consultation with various tour promoters. A proposal to bring out a brochure on Ashrams has also been made in the publicity programme in the next financial year. The Department has no proposals for the provision of facilities either at Aurovindo Ashram at Pondicherry or at Rishikesh.

**9.62. The Committee would like to draw the attention of the Government to the fact that Amarnath, Vaishno Devi in Jammu and**

Kashmir and Badrinath and Kedarnath in Uttar Pradesh are places which are visited every year by a very large number of pilgrims. As these shrines are situated in out-of-the-way places in the Himalayas the journey is not only difficult but hazardous and there are complaints of shortage of accommodation and other difficulties enroute. In view of their national importance and with a view to developing these as pilgrim centres of major tourist attraction, the Committee would like the Government to examine the feasibility of including these centres in the Part I Schemes to ensure easy flow of tourist traffic to these parts thus strengthening the fabric of national unity.

#### VIII. *Project Delhi*

9.63. It has been stated that 'Project Delhi' has been conceived with the object of improving the setting of some of the important monuments in Delhi. This is in consonance with the UNESCO Resolution on preserving the cultural heritage of the country. The monuments selected are: Purana Qila, Hauz Khas and Jamuna front. For Purana Qila, the scheme includes landscaping; construction of an open-air theatre by the National School of Drama and Asian Theatre Institute from funds to be made available by the Ministry of Education; an open-air restaurant to be managed by the India Tourism Development Corporation; flood-lighting of a portion of the ramparts of the Purana Qila; construction of car parks, paths, toilets and provision of drinking water facilities.

9.64. The Archaeological Survey of India have completed the strengthening of the south-western corner of the wall which will be incorporated in the restaurant. The Archaeological Survey of India has been requested to assess the quantity of water available in the existing well. On the basis of the report received from the Archaeological Survey of India it will be decided whether a tube-well should also be sunk to augment the water supply. The D.E.S.U. has been requested to release 300 KW of electricity for the Purana Qila Project.

9.65. The flood-lighting of the ramparts of the Purana Qila will be completed during the current financial year (1968-69).

9.66. In reply to a Starred Question, the Minister of Tourism and Civil Aviation stated on the 11th April, 1969, the various steps that have been taken for the development of Delhi as a tourist centre:

- (a) In addition to the remarkable cleaning up and beautification operations by the Delhi Administration and the New

Delhi Municipal Committee, Government have taken the following steps to attract tourists to Delhi:

- (i) A son-et-lumière spectacle has been mounted in the Red Fort;
  - (ii) Purana Qila has been floodlit;
  - (iii) Conducted sightseeing tours in luxury coaches and air-conditioned coaches are operated by the India Tourism Development Corporation. The Corporation also runs a Transport Unit which has DLZ and DLY vehicles for the use of tourists.
  - (iv) Palam Airport has been completely renovated and a duty-free shop has been opened there.
  - (v) Publicity literature on Delhi for distribution in India and abroad has been vastly improved in quality.
- (b) Purana Qila is being made a major centre of tourist interest.
- (c) Tourism schemes for Delhi will be worked out after the Plan outlay on Tourism has been approved.

#### *IX. Development of Mountain Resorts and Camping Grounds*

9.67. It has been suggested to the Committee that some camping grounds with minimum facilities at sea-side and mountain resorts should be developed to attract foreign tourists from lower income groups and younger age groups, the Committee desired to know the views of the Department of Tourism in the matter. The Ministry in a written note stated:

“For the present, it is not proposed to develop camping grounds for foreign tourists. The cost of travel from European countries to India being substantial, it is felt that if a tourist can afford to pay his travel expenses to India, he would also be in a position to take hotel accommodation. Besides, limited resources available at present do not permit of development of camping sites. In future, when tourist traffic demands and resources permit, the development of camping sites will certainly be considered.

9.68. The Committee desired to know whether any short training course in mountaineering had been introduced in the Mountaineering Institute to attract foreign tourists who were interested in mountaineering and whether any publicity had been given to attract

tourists interested in mountaineering in the Himalayas? The Ministry in a written note have stated:

"It has not been possible to organise mountaineering courses for tourists due to restrictions placed on the movement of foreigners in the Himalayas, particularly in the Darjeeling and Uttarkashi areas where two of the three Mountaineering Institutes are located. The Department of Tourism has been pressing the Ministry of Home Affairs to de-restrict entry into Darjeeling by removing the need to obtain a permit to visit this place. This has not been agreed by that Ministry. Similarly, we had asked for opening up Sikkim where the practical part of the mountaineering course is conducted by the Himalayan Mountaineering Institute at Darjeeling. But this proposal has also not been accepted by the Ministry of Home Affairs.

We, however, propose to organise mountaineering courses for tourists in Kulu, Kangra and Chamba Valleys through the Mountaineering Institute at Manali. Here the "Inner line" does not interfere with high altitude mountaineering to the extent it does in other parts of the Himalayas. Mountaineering in these valleys will be developed as a tourist attraction and as a part of the proposed development of Kulu valley as a tourist resort during the Fourth Plan. Wide publicity will be given to this sport when we are well organised to offer mountaineering courses in Kulu and nearby valleys."

9.69. The Committee are of the view that if some camping grounds with minimum facilities at sea side and mountain resorts are developed, they will be found popular even by home tourists. They would, therefore, suggest that Government might give some thought to this proposal.

9.70. The Committee also suggest that in order to attract more foreign tourists who are interested in mountaineering, Government should consider the feasibility of introducing short training courses at places like Kulu, Kangra and Chamba Valleys through the Mountaineering Institute at Manali after ascertaining the potentialities of this proposal.

### C. Harassment of Tourists at places of Tourist Interest

9.77. Asked whether there is any proposal to create a special tourist police force to protect tourists from harassment by beggars and others, it has been stated that a proposal to create a special Tourist Police Force to protect tourists from harassment by beggars, hawkers, touts and others had been included in the proposed Fourth Plan.

The details of the scheme and the phasing of expenditure are stated to be as follows:

	Strength per unit			Total cost (per year)		
	Unit A	Unit B	Unit C	Unit A	Unit B	Unit C
Inspector	1	1	1	46,968·84	30,392·12	19,166·75
Sub-Inspector—	2	—	—			
Head						
Constables	5	3	2			
Constables	20	15	8			
Recurring Expenditure on pay and allowances in 5 years				2,34,845	1,51,965	95,835
Cost of Revolvers, Uniforms, miskets, Motor cycles, Batons. (Non-recurring)				14,500	7,115	5,360
Increase of pay and allowances for 4 years				15,635	9,700	6,000
				2,64,980	1,68,780	1,07,195

<b>Total No. of Police units =</b>	<b>28</b>	<b>9</b>	<b>9</b>	<b>11</b>
		<b>23,84,820</b>	<b>14,30,240</b>	<b>11,79,145</b>

**Grand Total: Rs. 49,94,205**

**= Rs. 50 lakhs**

**Phasing of the expenditure**

	Rs.
1969-70	5·00 lakhs
1970-71	7·00 lakhs
1971-72	8·00 lakhs
1972-73	15·00 lakhs
1973-74	15·00 lakhs
<b>Total :</b>	<b>50·00 lakhs</b>

9.72. Asked about the present position in the matter, it has been stated during evidence that this matter was taken up with the Home Ministry about 15 months ago. The Home Ministry had agreed in principle. Unfortunately, nothing has followed. The Planning Commission rejected the scheme on the ground that sufficient funds had been allowed for police authorities and Home Ministry should make allowances for protection of tourists. In reply to a question, it has been stated that Jammu & Kashmir is the only State who has started something in this direction. One or two other State Governments have thought about this but no State has really implemented it.

9.73. The Committee feel that till such time that it is economically possible to establish a separate Police Force for protecting tourists from harassment by beggars, hawkers, touts etc., it should be possible for the Ministry of Home Affairs and the various State Governments to earmark adequate police constables etc. from out of their existing police personnel to do the needful. For this purpose the Committee would like the Department of Tourism to work out the details of police personnel required at each important monument in collaboration with the State Governments concerned.

**ENTERTAINMENT AND RECREATION****A. Entertainment**

10.1. It is quite natural for a tourist to look for some entertainment, though of course the forms of entertainment may vary according to personal taste, capacity to spend and other similar factors. A tourist on holiday wishes to amuse himself, and even those visitors who come on business or to attend a conference or on some other serious nature of work want light entertainment particularly in the evening.

10.2. The promotion and development of various forms of entertainment poses a problem mainly in respect of foreign tourists who are accustomed to the idea of night clubs or the more sophisticated entertainment provided by the theatre, opera and ballet.

10.3. In reply to a question as to which types of evening entertainment are popular with the foreign tourists, the Ministry of Tourism and Aviation have informed the Committee that they generally prefer some 'live' form of entertainment like cabaret/floor shows etc. They also like to see some form of light indigenous entertainment with a local flavour. Indian classical dancing and music too has often attracted a big draw with foreign audiences.

10.4. It is noticed that out of nearly two lakhs foreign tourists (1.87 lakhs in 1967) about 66 per cent are from America, Europe and Australia, falling in the high-spending category. The rest 34 per cent are from remaining continents, namely, Africa, West Asia and East Asia. Twenty-five per cent of them are in the age-group of 13—30 years, about forty per cent are in age-group of 31—50 years and about twenty-five per cent are over 50 years. Of them, more than sixty-two per cent are males.

10.5. In reply to another question as to what steps have been taken to promote evening entertainment avenues to cater to the foreign tourists, the Ministry have stated that in view of their preference for 'live' form of entertainment and also 'since there is a complete ban on the import of foreign cabaret artistes, efforts have been made to introduce Indianised versions of floor shows in hotels. Ashoka



Hotel in New Delhi has been quite successful in presenting Indian entertainment which generally consists of folk dancing, Indian ballet etc. The Federation of Hotel and Restaurant Association of India has been urged to ask their members to present such entertainment which can be produced indigenously'.

10.6. It is also understood that the Federation of Hotel and Restaurant Association of India has recently submitted a scheme for training artistes for providing Indian style entertainment in the hotels. The aims and objects of this scheme are stated to be to conduct regular all-India talent scouting campaigns in order to utilise available talent and to train artistes with a view to providing entertainment suitable for foreign tourists. The scheme is being examined at present in the Department of Tourism.

10.7. The representative of the Federation stated during evidence before the Committee that the Indian cabaret was becoming more popular as it was dignified and full of decorum. It was submitted to the Committee that in view of the paucity of Indian artists and until the Indian talent was available, Government should permit the import of foreign cabaret artistes. The need for the establishment of a casino was also stressed.

10.8. Asked whether Government would be willing to consider the suggestion for the removal of ban on import of foreign artistes till such time Indian talent was available, the representative of the Ministry stated during evidence that from the point of view of the Tourist Department, he would agree to the suggestion. He, however, added that the present policy of the Government as such was not to allow the employment of foreign cabaret artistes on payment.

10.9. The need for providing proper evening entertainment both within as well as outside the hotels has been emphasised before the Committee by Hoteliers, Travel Agents, etc. In their opinion, the entertainment to be provided should be of the international standard to which a foreign tourist is used to in his own country and in other countries. It has also been suggested that in matters like these we must be broad-minded and not impose our own views in regard to night clubs etc. on the tourists.

10.10. In this connection, the Federation of Hotel and Restaurants Association of India, New Delhi have in a memorandum submitted to the Committee suggested as under:

"Another amenity which the foreign tourists need and miss in our country is suitable evening entertainment. Though

efforts have been made to provide Indian style entertainment to suit the needs of the tourists, they have been successful to a very limited extent only. Indian artistes suitable for entertaining the foreign tourists will have to be trained up and it will take quite some time before this can be achieved to the required extent. During the transition period we must provide cabaret and other entertainment of international standards to the tourists, side by side with Indian style entertainment. It is, therefore, necessary that the ban on employment of foreign artistes be removed and hotels catering to foreign tourists should be permitted to engage cabaret artistes. In several cases the artistes transiting through India can be engaged on rupee payment basis only."

10.11. In a memorandum submitted on behalf of a Hotel in the Public Sector, it has been pointed out that "as far as entertainment is concerned, although there are conflicting opinions, we feel that we have to depend on entertainments of an international nature to a large extent. Cultural dances, folk songs, and other purely traditional entertainments, although popular, do not attract as much clientele as modern cabarets do. This is because of the fact that most of our traditional cultural shows are well beyond the comprehension of an average tourist unless he has made specialised study of the subject. Till such time these shows are modernised (as a process of evolution) we may have to depend upon cabarets and modern floor shows of international repute".

10.12. At the Prime Minister's Round Table Conference on Tourism held on the 28th October, 1966, it was felt that the tourists generally looked for entertainment in the hotels and in the life of the city after dinner. It was considered that there was great scope for presenting indigenous culture as well as unique Indian features in an imaginative manner. Night life in the city should be encouraged. A view was also put forth that the restrictions imposed by Government were the main hindrance to establishments being set up for tourists.

10.13. The question of entertainment, particularly for foreign tourists, was also considered by the Jha Committee on Tourism. The Committee in their report (1963) *inter alia* made the following observations:

"...there is also a paucity of good cultural entertainment, particularly entertainment in the light idiom. We have, no doubt, a rich tradition of classical dances, but very few good artistes would agree to dance in a hotel; not would

such dances quite fit in with the atmosphere of a hotel dining room.

10.14. The Jha Committee pointed out that for entertainment, besides performances available in hotels, theatres and clubs, there may be many type of other activities like sports and athletic meets, etc. in which the tourist instead of being a spectator can be a participant. It is hoped that excellent facilities for sports, such as golf and tennis exist in the major cities of India. That committee accordingly recommended measures for developing the various sports as a tourist promotion activity.

10.15. 'Son et Lumiere' or Sound or Light Spectacle, started in March, 1965, is a new form of art and entertainment. This is stated to be the first Spectacle to be mounted in any Asian country. The show has proved to be extremely popular. It is stated that a large number of foreign tourists have found the show to be one of the best spectacles of this type. In reply to a question, the Committee have been informed that in view of the limited resources, it is not proposed to mount the show—even its shorter and less expensive versions, at Agra, Golconda, Amber, Chittorgarh. A project to mount a San-et-lumiere, spectacle at Sabermati Ashram, Ahmedabad, is under way and another at Shalimar Gardens Kashmir is under consideration.

10.16. Recently at the Twelfth Meeting of the Tourist Development Council held in New Delhi in October/November, 1968, a resolution was passed urging the State Governments to explore the possibilities of developing the recreational facilities for tourists including evening entertainment and also that the Central and State Governments should consider the question of giving financial assistance wherever necessary to set up such facilities at various centres in the country.

10.17. The Committee are distressed to note that no serious attention has so far been paid by the Government to evolve suitable and adequate forms of tourist entertainment even though this matter was examined by the Jha Committee as back as 1963 which made valuable suggestions in this regard. They are surprised that in a vital matter of this kind the initiative appears to have been left entirely to the non-official agencies with the result that nothing much has been done in this matter since 1963.

10.18. The Committee realise that the bulk of the foreign tourists visiting this country is from U.S.A., Europe and Australia, most of whom are from affluent sectors of society, with plenty of money

and leisure at their disposal and accustomed to some 'live' form of entertainment like cabarets/floor shows etc. The Committee feel that the foreign tourists do not look forward to see cabaret etc. form of entertainment in this country which at best can be a poor imitation of what they are accustomed to see in their own country. What they are really interested to see is a form of entertainment depicting the culture and tradition of our country and the manner in which our people entertain themselves. The Committee, therefore, feel that to go in for night clubs and cabaret etc. and importing foreign artistes. therefore, even for a limited period would be a waste of effort and resources and is not in keeping with our culture.

10.19. In the opinion of the Committee there is vast scope for developing tourist entertainment according to the genius and fabric of our own culture and tradition. It is well known that we have a rich tradition of music and dancing—not merely classic. The Committee, therefore, recommend that Government should make an intensive study of the whole aspect of entertainment and its various forms and formulate in consultation and cooperation with State Governments and other official as well as non-official agencies, a comprehensive scheme for the development and promotion of Indian dance and music and other recreational programmes including sports and athletic activities, so as to provide a unique and interesting entertainment to the foreign tourists at various places of tourist interest. They have no doubt that adequate guidance and necessary assistance will be made available by the Government to the concerned agencies for this purpose.

10.20. The Committee further suggest that the State Governments may also be persuaded to explore the possibilities of developing outdoor sports and recreational facilities in each region having potentiality of attracting tourists.

#### B. Wild Life

10.21. Nature has endowed this country with a very rich wild life which in its variety and beauty can compare with that of any country of the world. Pandas, Thamin, Hog-Badgers, Crestless Porcupine, Goat-Ant-elopes etc. are found in the wet and moist forests of Eastern India adjoining Burma. The fauna of Kashmir and the Western Himalayas is characterised by a predominance of types such as the Kashmir Stag, the Ibex and Markhor. The Black Buck, Nilgai, Cheetal and the four-horned Antelope are found chiefly in the Indian peninsula. It is estimated that there are over five hundred different species of mammals, 2000 species of birds and more than 30,000 forms of insects apart from many varieties of fish, amphibia and reptiles. Of

the mammals, the conspicuous ones are elephant, rhinoceros, wild buffalo, bison, tiger, panther, wild ass, stag, barasingha, bear, Sambhar Cheetal, Nilgai, Chinkara and black buck, and the musk deer etc. Of the reptiles, crocodiles, various kinds of snakes, king cobra, krait, pythons etc., are found in most of the warm forests of the country.

10.22. As for bird life, India possesses one of the richest avifauna. Out of the total number of different kinds of birds known to inhabit the earth, about one-tenth occur in this country. Many are excellent songsters and others have beautiful plumage, or are game birds. The peacock with its resplendent feathers is India's national bird. The varied wild life in the country can, therefore, go a long way in attracting tourist traffic from overseas.

10.23. It has been stated that the facilities for tourists exist in the following National Park and wild life sanctuaries:

*National Park*

Carbett National Park	U.P.
-----------------------	------

*Wild Life Sanctuaries*

1. Kaziranga	.. ..	Assam
2. Periyar	.. ..	Kerala
3. Gir	.. ..	Gujarat
4. Sariska	.. ..	Rajasthan
5. Bharatpur Bird Sanctuary		Rajasthan

10.24. It is proposed to provide additional accommodation and transport facilities in the National Parks and wild life sanctuaries during the Fourth Plan period.

10.25. The Committee desired to know that since these sanctuaries were under the administrative control of the State Forest Departments how necessary coordination was ensured. It has been pointed out that the assessment of requirements of facilities such as accommodation, roads and electrification is jointly made with the help of the State Forest Department. These facilities after having been created/developed with either 100 per cent or 50 per cent Central subsidy, are handed over to the State Forest Departments for operation and maintenance.

10.26. The Director General of Tourism informed the Committee during evidence that the prospects of attracting foreign tourists by developing wild life and game sanctuaries were very substantial. He, however, added that it was limited to the extent of the availability of adequate accommodation in the various sanctuaries. There was also difference of opinion between the Tourist Department and the State Forest authorities on the question of the extent to which human beings could be allowed into sanctuaries. The Forest Departments had, however, no objection to entry of non-shooters into the game sanctuaries as such.

10.27. It has also been brought to the notice of the Committee that for the promotion of Shikar Tourism, the following two proposals are under consideration:

- (i) Appointment of a National Committee to suggest ways and means of how best Wild Life could be preserved and facilities granted for Shikar Tourism;
- (ii) Constitution of a National Conservation Service as distinct from the Forest Departments so that preservation of Wild Life on a national scale could be done by one authority.

10.28. Asked whether the Indian Board of Wild Life was not considered appropriate to look after the preservation of Wild Life on a National scale, it has been pointed out by the Ministry that the effectiveness of the Indian Board for Wild Life is limited—firstly because its meetings are irregular (it has not met since June, 1965) and secondly most of its recommendations have not been implemented.

10.29. Asked during evidence as to what precisely was required to be done by the proposed National Committee, the Director General of Tourism stated as under:

“The problem basically has been that the Indian Board for Wild Life seems to have been lost in the overall tremendous responsibility of the Ministry of Food and Agriculture. The Wild Life Board has not met since June, 1965. At the Tourist Development Council there was grave concern expressed that wild life was disappearing irrespective of the undoubtedly outstanding work done by the Wild Life Board. The Tourist Development Council, therefore, expressed the view that a high level group should be set up to find out what was going wrong and why, despite this high level body and despite the professed keen interest in preservation of wild life. . . . If we do not do something ourselves about it, the thing is going to disappear simply

because nobody else is doing something about it... And wild life has a vital significance to tourism."

10.30. As regards the creation of a separate service, the Director General of Tourism further stated as follows:

"...The forest service which is predominantly concerned with trees and exploitation of the forest wealth of the country, although they have a very distinguished wild life experts, are not specially equipped to deal with the problems of wild life. Our country is so rich in flora and fauna that we, as a country, must consider the desirability of setting up a specialists service dedicated only to the preservation of wild life as is done in a large number of other countries who value their own wild life."

10.31. In the view of the Ministry of Food, Agriculture Community Development and Cooperation (Department of Agriculture) the appointment of the said National Committee as also creation of a separate service would amount to duplication. According to them, the existing set up both at the Central as well as State level including the Indian Board for Wild Life and State Wild Life Boards was sufficient to meet the needs of the situation.

10.32. The Committee need hardly emphasise that the great variety of wild life existing in the country provide a unique and excellent form of recreation to the tourists and thereby can go a long way in stimulating and attracting foreign tourist traffic. In this connection they note that other countries like Kenya have developed tourism on a large scale on the basis of the wild life existing there. The Committee have already dealt with in extenso the question of preservation of wild life and the measures necessary for the development of wild life tourism in the country in their Seventy-sixth Report on the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Agriculture)—Forestry. In that Report they have inter alia recommended the appointment of ad hoc Committee to undertake a comprehensive review of the working of the Indian Board of Wild Life and have also suggested that a programme for the development of national parks and sanctuaries and creation of facilities to attract foreign tourists should be worked out in closer co-ordination and consultation with the Department of Tourism which can assist in the development of rest houses, roads in the sanctuaries etc. The Committee hope that with the implementation of the recommendations referred to above, it should be possible in due course to attain the twin objectives i.e. preservation of wild life as well as promotion of wild life tourism in the country. They have no doubt that

a long range and integrated wild life policy would be formulated and implemented in consultation with the State Governments and also non-official bodies engaged in the promotion of wild life tourism and that all facilities like reception-cum-information centres, transport, etc. would be provided for the tourists in the national parks and game sanctuaries.

10.33. The Committee consider that wild life photo safari traffic can prove an excellent inducement to attract tourist traffic to the country. It is unfortunate that this is not being fully exploited at present. The capacity to provide proper facilities for wild life photography in the Sanctuaries and National Parks so as to present a variety of wild animals including tigers and lions in their natural habit as and organised tours of foreign tourists to these places, has not yet developed in our country. The Committee suggest that besides providing these facilities and strengthening measures against poaching in existing wild life Sanctuaries and National Parks, certain specified areas should also be developed for wild life photography and for this purpose construction of accommodation with boarding and lodging facilities should be taken up in the game sanctuaries.

#### C. Fishing

10.34. Fishing is stated to be one of the various leisure-time activities which are becoming increasingly popular with the tourists. It has been stated that this would require provision of facilities viz. availability of equipment on the spot, simplification of rules relating to fishing, well-documented and reliable information etc. It has also been mentioned that for this task Travel Agents, State Governments and Department of Tourism would need to coordinate their efforts.

10.35. The subject of 'fisheries' being in the State List of the Seventh Schedule of the Constitution, the Committee feel that the task of developing the facilities for river fishing and sea fishing as sports in their respective regions devolves primarily on the State Tourist Departments. The Committee, however, suggest that the Centre should, besides coordinating various measures intended for achieving inter-State Cooperation, provide necessary guidance and help to the States in this regard.



## XI—CONCLUSION

11.1. International tourism is a phenomenon unique in the history of mankind. It is hardly two decades old. Never before in the history of mankind have so many millions of people moved from one country to another on purely peaceful purposes. Little wonder that by declaring 1967 as 'International Tourist Year' the United Nations accorded a formal recognition to the fact that the economic, cultural and social impact of tourism on human society is real and of great significance. From the point of view of international peace and goodwill tourism has no equal. It is in fact a harbinger of peace. If more and more people of various countries visit one another it is inevitable that social and cultural contacts will increase and the misunderstandings born out of ignorance which at present divides nations will be removed. It is for this reason that the U.N. striving towards peace formulated the slogan "Tourism—Passport to Peace" as the pivot around which all nations were called upon to build their plans for the International Tourist Year.

11.2. Today international tourism has made phenomenal progress and is the largest international industry. In 1967 the total turnover in international tourism is stated to be of the order of 25 billion dollars—equivalent to 11, 250 crores of rupees and the total number of people who travelled round the globe is 15 crores. These figures are staggering. The boon in the tourist industry has been aptly described as 'tourist explosion.' Amidst all this plenty, it is rather disappointing to learn that India's share came to a mere 20 crores of rupees with less than 2 lakh visitors.. Thus only a small fraction of international tourism is coming our way. This is all the more unfortunate because we have in India one of the great potential destinations in the world—We have the great Himalayas, the large variety of flora and fauna and the great natural beauty which we have been endowed, the archaeological and historical monuments which are the great works of art built by men down the centuries. India is indeed a tourist paradise.

11.3. The problem of tourism in India has broadly two aspects—the traffic coming from foreign countries and the travel of the domestic tourists. As for the foreign traffic, the question is how best more and more foreigners are induced to visit India and the facilities that should be made available to them. It has to be remembered that

in the modern world the new traveller is not only interested in visiting a historical sight but he feels interested in understanding the culture, and the people of the country, and then wants to enjoy a stay in a hotel set up against the cultural background of the country, and amidst Indian families to be liked and accepted as a friend. So it is to be realised that if more tourists are to be attracted to India conditions are to be created which would make it worthwhile for the tourists to come here and enjoy his stay. Each satisfied tourist who goes out of India will do far more to bring more tourists to India than any amount of publicity that we can undertake.

11.4. The basic question is why with so many touristic attractions and superb tourist destination does India attract to herself no more than a pathetic half per cent of the world's tourist traffic and revenues. How are we going to bridge this yawning gap and increase the number of tourists and revenues. There are two broad approaches to this problem. The first is the promotional approach abroad and the second is the building of the *infrastructure* at home. Abroad India has to be highlighted as a new and exciting tourist destination, through intensive publicity programme in foreign countries with highly improved quality of tourist literature. The aim should be to project a composite image of India.

11.5. Next to the dynamic publicity campaign abroad to get more and more tourists is the aspect of building infrastructure at home which is extremely weak in this country. In building the infrastructure all the parties concerned, namely, the Central & State Governments, local bodies, Air Lines, Railways, hoteliers and transport operators have to play their part in a cooperation spirit. Within the limits of available resources the Committee would like Government to pay greater attention to the following points in order to attract a larger number of tourists to India:—

- (i) Liberalisation of policy regarding charter flights so as to widen India's tourist market to cover a larger socio-economic stratum.
- (ii) Improvement of facilitation procedures at airports.
- (iii) Improvement of approach roads to airports.
- (iv) Creation of holiday resorts at Gulmarg, Kovalam and Goa for destinational traffic.
- (v) Provision of more hotel-beds and better transport facilities both through public sector activity and by giving loans and incentives to private sector so that a foreign

tourist gets clean, comfortable and efficient service and he can book his accommodation well in advance.

- (vi) Better maintenance of places of tourist interest including archaeological monuments.
- (vii) Efforts to eliminate nuisances like beggars and touts which constitute irritating factors for tourists and create a bad impression about the country.
- (viii) Major improvements to our four international airports— which are both the first and the last points of contact between the tourist and the country.

11.6. As regards home tourism, the Committee are of the view that it is as important, as foreign tourism because in the ultimate analysis it is home tourism which provides the base the foundation upon which the super-structure of foreign tourism is to be raised. Tourism is vitally necessary to strengthen the ties that bind people from different parts of the country. It is a promoter of national integration and national unity and removes regional misunderstanding. It is gratifying to note that the common man is now gradually becoming aware of the economic, social, educational and cultural benefits of tourism otherwise we would not see the spectacle of the whole of India on the move as is the case at present. In so far as home tourism is concerned the Committee would, therefore, like to lay particular stress on provisions of more amenities and facilities like cheap accommodation, cheap transport and more of lodging homes, tourist bungalows and youth hostels at all pilgrim and tourist centres. The most important point to remember in the sphere of domestic tourism is to generate tourist consciousness among the people and bring home to them the 'multiplier effort' of tourism on the country's economy and tempo of economic development.

11.7. The Committee are glad that the Department of Tourism is maintaining international contacts in the field of tourism. According to the Annual Reports of the Ministry of Tourism and Civil Aviation, India is a member of the following international organisations:—

1. (a) International Union of Official Travel Organisations, (IUOTO), Geneva.  
(b) South Asia Travel Commission (SATC).
2. Pacific Area Travel Association (PATA), San Francisco.
3. American Society of Travel Agents (ASTA) New York.
4. Universal Federation of Travel Agents Association (UFTAA).

They hope that the Department of Tourism will continue to take active interest in the tourist promotional activities of these organisations keep itself abreast of the trend in international tourism and take full advantage of these associations.

NEW DELHI;  
April 30, 1969.

Vaisakha 10, 1891 (Saka).

P. VENKATASUBBAIAH,  
Chairman,

Estimates Committee.

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# APPENDIX I

(Vide Para 1.24)

(DEPARTMENT OF TOURISM)

MINISTRY OF TOURISM AND CIVIL AVIATION

(DEPARTMENT OF TOURISM)

THIRD FIVE YEAR PLAN

*Statement showing the physical targets and achievements*

S. No.	Nature of the scheme or facilities proposed	Physical targets. Number of schemes proposed under the Third Plan.	Achievements in terms of physical targets. Number of schemes completed.
1	2	3	4
1	New Tourist Bungalows Class I	16	4
2	Spillover Tourist Bungalow Class I	22	22
3	Improvements Expansion of Tourist Bungalow Class I	8	Nil
4	Tourist Bungalows Class II	53	23
5	Improvements & expansion Tourist Bungalows Class II	1	1
6	Spillover Tourist Bungalows Class II	12	12
7	Motels	1	—
8	Canteens/Cafeteria	19	5
9	Reception Centres/Retiring rooms	6	1
10	Improvements to approach roads	3	2
11	Improvements to Jetty	1	—

1	2	3	4
12	Water Supply schemes . . . . .	4	1
13	Provision of transport facilities . . . . .	10	2
14	Provision of Boating facilities. . . . .	10	7
15	Provision of Beach facilities, change rooms showers-rooms, clock-rooms . . . . .	6	1
16	Toilet facilities . . . . .	5	3
17	Flood lighting and electrification . . . . .	3	—
18	Ropeways . . . . .	1	..
19	Misc. facilities (Beautification, landscaping etc. etc.) . . . . .	12	4
Total		193	78

## APPENDIX—II

(Vide para 1—29)

(Fourth Five Year Plan—(1969—74)

1. Rupees in lakhs.
2. Figures in brackets indicate Foreign Exchange requirements.

Head of Development Schemes	Total Outlay	Estimated Foreign Exchange	Expenditure upto March 1969	Outlay in 1969-74	Phasing of expenditure					
					69-70	70-71	71-72	72-73	73-74	
1	2	3	4	5	6	7	8	9	10	
I. (a) Integrated development schemes	172.00	7.50		172.00 (7.50)	29.86	52.70 (5.00)	58.14 (1.50)	23.30 (1.00)	8.00	
(b) Spillover schemes from Third Plan	219.95	14.25	54.14	127.19 (14.25)	44.47 (7.00)	59.72 (5.00)	18.00 (1.25)	5.00 (1.00)		
(c) Construction of Tourist Reception Centres	50.00			50.00	5.00	15.00	10.00	10.00	10.00	
II. Provision and improvement of facilities at—										
(a) Important tourist centres, viz. Ahmedabad, Amritsar, Bhubaneswar Bombay, Calcutta, Cochin, Darjeeling Hyderabad, Jaipur, Lucknow, Madras, Madurai, Puri, Srinagar, Udaipur, Varanasi.	164.00			164.00	21.67	25.33	39.00	39.00	39.00	
(b) Selected places of cultural tourism	40.00			40.00	8.00	8.00	8.00	8.00	8.00	

(c) Selected game sanctuaries	50.00	..	50.00	5.00	12.00	12.00	12.00	9.00
(d) Buddhist centres	20.00	..	20.00	1.00	9.00	9.00	0.50	0.50
III. Son-et-lumiere shows and Organisations of festivals	40.00	8.00	40.00 (8.00)	18.00 (6.00)	19.00 (2.00)	1.00	1.00	1.00
IV. Construction of Youth Hostels and Grant-in-aid to YHAI.	25.00	..	25.00	6.00	4.00	5.00	5.00	5.00
V. Development of important road routes including grants-in-aid to Automobile Associations	20.00	..	20.00	2.00	5.00	5.00	5.00	3.00
VI. (a) Strengthening of Tourists Department at headquarters and field offices both in India and abroad	50.00	16.00	50.00 (16.00)	3.00 (2.00)	8.25 (3.00)	10.09 (3.00)	9.67 (4.00)	18.99 (4.00)
(b) Training Programme	10.00	3.00	10.00 (3.00)	2.00 (0.60)	2.00 (0.60)	2.00 (0.60)	2.00 (0.60)	2.00 (0.60)
VII. (a) Statistical Surveys	15.00	..	15.00	2.00	4.00	3.00	3.00	3.00
(b) Films for television	10.00	2.00	10.00 (2.00)	4.00 (0.40)	1.50 (0.40)	1.50 (0.40)	1.50 (0.40)	1.50 (0.40)
VIII. (a) Grant-in aid to sports clubs	15.00	4.00	15.00 (4.00)	..	2.00 (0.50)	2.00 (1.00)	5.00 (1.50)	5.00 (1.00)
(b) Subvention to ITDC for the operation of tourist Bungalows/Restaurants which the Tourist Deptt. may want them to manage	15.00	..	15.00	—	6.00	3.00	3.00	3.00
IX. (a) Hotel Development Loan Fund	550.00	..	500.00	200.00	100.00	100.00	75.00	25.00



	1	2	3	4	5	6	7	8	9	10
(b) Transport Loan Fund . . . . .		100.00			100.00	..	30.00	30.00	20.00	20.00
X. India Tourism Development Corporation Schemes . . . . .		..			1077.00 (135.00)	207.00 (25.00)	341.00 (55.00)	340.00 (35.00)	140.00 (15.00)	49.00 (5.00)
				104.14	2500.00 (189.75)	559.00 (41.50)	704.50 (71.00)	657.73 (42.75)	367.97 (23.00)	210.99 (11.00)

## APPENDIX III

(Vide Para 2.2)

### *Composition of the Tourist Development Council*

- (i) Minister of Tourism and Civil Aviation in the Central Government—*Chairman*.
- (ii) Deputy Ministry of Tourism & Civil Aviation in the Central Government—*Vice Chairman*.

### *Members*

1. Member (Industry), Planning Commission.
2. Ministers Incharge of Tourism in each State and Union Territories of Himachal Pradesh and Goa (17 State and two Union Territories with Legislatures).
3. The Chief Executive Councillor, Delhi Administration, Delhi.
4. Secretary, Ministry of Tourism & Civil Aviation.
5. Director General, Department of Tourism.
6. Director General, Department of Civil Aviation.
7. Director General, Archaeological Survey of India.
8. Inspector General of Forests, Ministry of Food and Agriculture.
9. One representative of the Ministry of Finance, Department of Expenditure.
10. One representative of the M/ Works Housing and Supply.
11. One representative of the Ministry of Railways.
12. One representative of the M/Transport & Shipping.
13. Chief Secretary of a Union Territory (with-out legislature) one member by relation.
14. Nine (9) Members of Parliament. They shall be nominated by the Govt. of India in the Ministry dealing with Tourism.

15. One representative of the Federation of Hotel and Restaurant Association of India.
16. One representative of the Travel Agents Association of India. |
17. One representative of the Shikar Outfitters Association of India.
18. One representative of the Foreign Shipping Companies in India. |
19. One representative of Air-India.
20. One representative of Indian Airlines.
21. One representative of India Tourism Development Corporation Ltd. |
22. One representative of the Federation of Automobile Associations of India.
23. One representative of the Federation of Indian Chambers of Commerce and Industry.
24. Nine Members of the Public to be nominated by the Ministry of Tourism and Civil Aviation.

**SECRETARY:** An Official nominated by the Central Govt. shall be the Secretary of the Council.

## **APPENDIX V**

(Vide Para 2.18 of the Report)

### **Report on the Staff Inspection of the Headquarters Office of the Director General, Department of Tourism, New Delhi.**

The Staff inspection of the office of the Director General (Headquarters), Department of Tourism, New Delhi was carried out in February—June 1967. Preliminary background material was collected and a sample of 6/9 working days was taken from 6th February 1967 for the Assistant Directors and the Staff.

2. Discussions on the staffing proposals for the various Section and categories of staff, were held in May—June 1967 with the respective Branch Officers and later with Shri J. N. Koyal, Joint Secretary, Department of Tourism and Civil Aviation. The agreed conclusions reached with Shri J. N. Goyal were again discussed and confirmed at a meeting with Shri S. K. Roy, the new Director General, on 14th July 1967.

3. A statement setting out the agreed staff strength is enclosed as Annexure 1. Sectionwise details thereof are given in Annexure 2.

4. The proposal of the Department in regard to the overseas offices, the Entertainment, Training and Inspection Sections as also the post of Editor and the additional posts in the Statistical Section for the new Sample Surveys have not been studied by the SIU. It has been agreed, therefore, that the Department of Tourism will get these proposals cleared through their Associate Finance in the usual manner.

5. It has been agreed that the surplus posts of one Director and one Assistant Director and the corresponding staff of one Senior Steno, one Junior Steno and one LDC will not be surrendered by the Department, but will be utilised for intensification of existing activities like Panning and undertaking any new items of work line Inspection.

It has been agreed that the agreement regarding the Technical Cell does not take into account the requirement of technical staff for any new project which the Department of Tourism itself may undertake to execute in the future.

The word load of the officers and staff of the Department of Tourism was discussed between Shri J. N. Goyal, Joint Secretary, Ministry of Civil Aviation & Tourism and Shri V. S. Desikachari, Director, S.I.U. The following agreed conclusions were reached.

1. The two existing posts of DDG will continue. These two DDGs will have full work-load on account of increased activities in Planning and Publicity, but will not have spare capacity for any activity such as Inspection Entertainment and Training hitherto not undertaken.
2. A third post of DDG has been claimed for the new activities (Inspection, Entertainment and Training) proposed to be undertaken by the Department. This post will materialise by downgrading the post of DDG at New York. However, the Department will bear this post as also the proposal mentioned in para 8 below with their Associate Finance.
3. One post of Director and one post of Assistant Director will be surplus in the Travel Trade and Hotel Sections
4. The Publicity Section will have one Director and five Assistant Directors as proposed. The post of Editor, a new position, will be processed by the Department with Associate Finance.
5. The Planning Section will have one Director and three Assistant Directors.
6. The post of Director and Assistant Director rendered surplus will be adjusted against the posts of Director and Assistant Director for the Inspection Section proposed to be created by the Department in consultation with Associate Finance.
7. The stipulation that the surplus posts of one Director and one Assistant Director will be utilised in the Planning Section will be cancelled.

The agreement in regard to the surplus posts in the Technical Cell will be subject to the condition that this does not take into account any new project work which the Department of Tourism itself may undertake to execute.

8. For rendering technical assistance to the D.G., it was agreed to have a staff of one Architect and one Architectural Assistant-cum-Draughtsman in the Technical Cell. The other posts in this Section will be abolished.

9. The proposals in regard to Inspection, Entertainment and Training have not been studied by the SIU since they involve new activities for which particulars of work-load are not available. The Department will get the proposals cleared through Associate Finance in the usual manner.
10. The administration Sections will be headed by two Section Officers and one Under Secretary, as at present.
11. DG's personal staff will be 1 PA and 1 Information Assistant.
12. The DDG will be assisted by a Senior stenographer. A personal clerk in addition will not be allowed.
13. The Director will be assisted by a Senior Stenographer as at present. | }
14. The strength of Junior Stenographers to the A.Ds in the Planning, Publicity, Travel Trade and Hotel Section will be determine at the rate of one Junior Stenograph for two A.Ds. The S.O. of the Administration Section and the A.D. of Distribution Section will not be entitled to Stenographers. |
15. The clerical for the Planning, Publicity, Travel Trade and Hotel Sections will be allowed at one LDC per A.D. In addition, one UDC for the Publicity Section and one Assistant for the "Travel Trade and Hotel" Section will be allowed.
16. The staff as agreed to by the Directors for the Distribution, TA. I. II and III and Statistical Sections is confirmed.
17. The Statistical Section has proposals for taking up new items of work like Marketing & Economic Surveys. These have not been studied; the staff except for the Key Punch Operations will be got settled with Associate Finance.

Sd/- J. N. GOYAL,  
*Joint Secretary.*

(V. C. Desikachari)  
 Director, S.I.U.

*Staff Assessment of the Department of Tourism (Headquarters Establishment)*

Statement showing the sanctioned, working and agreed strength of the Establishment.

Gazetted Posts	Sanctioned	Working	Agreed	Remarks
1	2	3	4	5
Director General .	1	1	1	
Dy. Director General .	1	2	2	
Director .	5	5	4	Please see para 5 of the report.
OSD (ITY) .	1	1	Nil	(Post will lapse on 31-7-67)
Sr. Research Officer .	1	1	1	
Architect .	1	1	1	
Research Officer .	1	1	1	
Asst. Architect .	2	1	Nil	
Asst. Engineer .	1	Nil	Nil	
Asst. Director .	14	14	13	(Please see para 5 of the report.)
<i>Non-Gazetted Posts</i>				
PA to DG . .	1	1	1	(Work load not studied)
Assistant . .	11	11	9	Includes one as Leave Reserve.
Sr. Stenos . .	9	9	7	Please see para 5 of the report.
Sr. Investigator .	4	3	3	
Hindi Assistant .	1	Nil	1	(Work lead not studied).

1	2	3	4	5
Architectural Asst-Cum-Draughtsman .	3	1	1	
Jr. Investigator .	3	3	3	Includes one as Leave Reserve for Junior and Senior Investigators.
Information Assistant (PS to DG) .	1	1	1	Work load no studied)
Junior Stenos	10	10	6	Includes one as L/R/ for Sr. Jr. Stenos. See also para 5 of the report.
U.D.C.	7	7	5	
Overseer	2	2	Nil	
L.D.C. .	37	37	26	Includes 3 as L/R for L. D. C. & U.D.C. See also para 5 of the report.
Stenotypist . .	2	2	Nil	
Telephone operator	2	2	2	
Machine Operator .	1	1	1	
Computer .	2	2	3	
Key Punch operator (LDC with Spl. Rs. 15) .	2	2	4	
Staff car Driver .	1	1	1	
Despatch Rider .	1	1	1	
Ferro Printer . .	1	1	Nil	
<i>Class IV</i>				
Carpenter	1	1	1	
Daftry	9	8	6	



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1	2	3	4	5	
Packer	.	.	9	6	5
Peon	.	.	15	14	14
Chowkidar	.	2	2	2	
Sweeper	.	.	3	3	3

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*Statement showing distribution of staff in the Headquarters Office of the Department of Tourism New Delhi*

Section.	Director	Assistant Director	Senior Steno	Assistant	U.D.C.	L.D.C.	Steno-typist
	S W A	S W A	S W A	S W A	S W A	S W A	S W A
I	2	3	4	5	6	7	8
D.G.	• • • • •	• • • • •	• • • • •	• • • • •	• • • • •	I • • • •	• • • • •
D. D. G.	• • • • •	• • • • •	2 2 2	• • • • •	I I • • •	• • • • •	• • • • •
Tr. Trader	• • • • •	I I I 3 2 3	I I I I I	• • • • •	• • • • •	3 3 3	• • • • •
Hotels	• • • • •	I I I 2 2 3	I I I I I	I I • • •	• • • • •	2 2 3	• • • • •
Publicity (excluding distribution)	• • • • •	I I I 3 4 4	I I I I I	• • • • •	• • • • •	I 5 5 4	• • • • •
Distribution	• • • • •	• • • • •	I I I I I	I I I I I	I 2 I 7 4	• • • • •	• • • • •
Son-et-Lumiere	• • • • •	I	• • • • •	• • • • •	• • • • •	• • • • •	• • • • •
Planning	• • • • •	I I I 2 3 3	I I I I I	• • • • •	• • • • •	3 4 3	I • • • •
TA-I	• • • • •	I I I	I I I	2 2 I • •	I I I I I	I I I I I	• • • • •

	1	2	3	4	5	6	7	8
TA-II	•	•	•	•	•	•	•	•
TA-III	•	•	•	•	•	•	•	•
Statistical	•	•	•	•	•	•	•	•
Technical	•	•	•	•	•	•	•	•
OSD (ITY)	•	•	•	•	•	•	•	•
STS	•	•	•	•	•	•	•	•
Reserve	•	•	•	•	•	•	•	•
TOTAL	•	•	•	•	•	•	•	•

	S	W	A	S	W	A
S.R.O.	•	•	•	•	•	•
R.O.	•	•	•	•	•	•
Sr. Inv.	•	•	•	•	•	•
Jr. Inv.	•	•	•	•	•	•
Computer	•	•	•	•	•	•

*Technical Call*

*Statistical Section*

\*Including one L/R. for Sr. & Jr. Inv.

Architectural Asst-cum-Draughtsman

Asst. Engineer.

Asst. Architect.

Architect

S W A

S W A

S W A

S W A

Machine Operator . . . 1 1 1  
 L.D.C. with Spl. Pay. . . 2 2 4 (Key-Punch operator)

*Distribution Section.*

*General.*

*Class IV Staff including Distribution.]*

	S.	W.	A	S.	W.	A.	S.	W.	A.		
Packers . . . . .	9	6	5	P.A. to D.G.	1	1	1	Packers	9	6	5
Daftry . . . . .	3	3	1	PS to D.G. (I-A)	1	1	1	Daftry . . . . .	9	8	6
Carpenter . . . . .	1	1	1	PS to D.G. (I-A)	1	1	1	Carpenter	1	1	1
Chowkidar . . . . .	1	1	1	Hindi Asstt. . . . .	1	1	1	Chowkidar	2	2	2
Peon . . . . .	3	3	3	Tel. Operator. . . . .	2	2	2	Peon	15	14	14
Sweeper . . . . .	1	1	1	Staff Car Driver. . . . .	1	1	1	Sweeper.	3	3	3
				Despatch Rider . . . . .	1	1	1				

S : Sanctioned strength.

W : Working strength.

A : Agreed strength.

APPENDIX VI

(Vide Para 2·19)

*Staff required for strengthening of Headquarters Establishment*

Sl. No.	Designation of post	Scale of pay	Total Nos.	Remarks
1	Secretary . . .	3500	1	(The post of Secretary will be in lieu of Director General Tourism).
2	Dy. Director General . . .	1100—1800	1	
3	Under Secretary . . .	900—1250	1	
4	Directors . . .	820—1250	4	
5	Assistant Directors . . .	400—800	4	
6	Section Officers . . .	350—900	2	
7	Assistants . . .	210—530	13	
8	Sr. Stenographers . . .	210—425	6	
9	Jr. Stenographers . . .	130—300	5	
10	U.D.C. . . .	130—300	1	
11	L.D.C. . . .	110—180	7	
12	Daftly . . .	75—95	3	
13	Peon . . .	70—85	5	

Staff Required for opening of New Offices in India

Sl. No.	Designation of post	Scale of Pay	Total Nos.	Andhra-Pradesh Hyderabad	Madhya Pradesh Indore	Madhya Pradesh Khajuraho	Orissa Bhubaneswar
1.	Director	820—1250	2	..	1	..	1
2.	Assistant Director/Manager	400—800	6	1	2	1	2
3.	Superintendent	335—425	2	..	1	..	1
4.	Information Assistant	210—425	10	1	4	1	4
5.	Guide Lecturer	210—425	2	..	..	2	..
6.	Stenographers	130—300	2	..	4	..	1
7.	Seno-typist	110—180+Spl. pay Rs. 20/-	4	1	1	1	1
8.	U. D. C.	130—300	4	1	1	1	1
9.	L. D. C.	110—180	8	1	3	1	3
10.	Gestetner Operator	80—110	2	..	1	..	1
11.	Packer	75—95	2	..	1	..	1
12.	Peons	70—85	6	1	2	1	2
13.	Other Class IV Staff.	70—85	6	1	2	1	2

*Staff required for strengthening of existing offices in India*

Sl. No.	Designation of post	Scale of Pay	Total No	Delhi	Calcutta	Bombay	Madras	Sri-nagar	Agra	Aurangabad	Jai-pur	Varanasi	Cochin	Jammu
(Distribution)														
1.	Regional Director	• 1100-1800	4	1	1	1	1	1	1	1	1	1	1	1
2.	Director	• 820-1250	6	1	1	1	1	1	1	1	1	1	1	1
3.	Asstt. Director/Manager	400-800	23	4	3	4	3	2	2	1	1	1	1	1
4.	Superintendent	• 335-425	4	1	1	1	1	1	1	1	1	1	1	1
5.	Accountant	• 210-425	6	1	1	1	1	1	1	1	1	1	1	1
6.	Inf. Assistant	• 210-425	68	14	10	14	10	4	4	3	3	3	2	1
7.	Stenographers	• 130-300	10	2	2	2	2	1	1	1	1	1	1	1
8.	Steno-typist	• 110-180+ 20% special pay.	13	2	1	2	1	1	1	1	1	1	1	1
9.	U. D. C.	• 130-300	19	4	2	4	2	1	1	1	1	1	1	1
10.	L. D. C.	• 110-180	40	9	5	9	5	3	3	2	1	1	1	1

11. Photostat Opr. . . . .	205—280	4	I	I	I	I	I	I	I	..	..	..	..	..	..	..	..
12. Film-Project Operator	200—320	4	I	I	I	I	I	I	I	..	..	..	..	..	..	..	..
13. Telephone Operator . . . .	110—180	4	I	I	I	I	I	I	I	..	..	..	..	..	..	..	..
14. Gestetner Operator . . . . .	80—110	6	I	I	I	I	I	I	I	I	..	..	..	..	..	..	..
15. Peon . . . . .	70—85	25	5	3	5	3	2	2	2	2	I	I	I	I	I	I	I
16. Packer . . . . .	75—95	5	I	I	I	I	I	I	I	..	..	..	..	..	..	..	..
17. Other Cass IV Staff. . . . .	70—85	20	3	2	3	2	2	2	2	2	2	2	2	2	2	2	2



*Staff required for opening of offices abroad*

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Sl. No.	Designation of post	Scale of pay	Total No.	Mexico	Singapore
1	Assistant Director	400—800	2	1	1
2	Locally based Secretary		2	1	1

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## APPENDIX VII

(See Para 9·1)

### DEPARTMENT OF TOURISM

*Statewise distribution of Tourist Centres in India.*

Name of the State	Name of the Centre
<i>Andhra Pradesh</i>	Nagarj unasagar & Konda, Warangal, Hyderabad, Amravati, Tirupathi Visakha- patnam.
<i>Assam</i>	Shillong—Gauhati, Cherapunjee, Kaziranga & Manas.
<i>Bihar</i>	Nalanda, Rajgir, Bodh Gaya, Gaya, Pala- mau, Netarhat, Patna, Barhi, Ranchi, Hazaribagh, DVC Area, Topchanchi, Hundruffalls.
<i>Delhi</i>	Delhi
<i>Gujarat</i>	Lothal, Porbandar, Verawal, Ahmedabad, complex, Sassangir complex, Chandola, Lothal, Nalsarovar, Modhera, Sabarmati Ashram, Adalaj, Sarkhej.
<i>Jammu and Kashmir</i>	Martand, Srinagar, Gulmarg, Pahalgam, Nagin Lake area, Ganderbal, Mansbal area, Mughal Gardens.
<i>Kerala</i>	Trivandrum, Kovalam, Cochin, Periyar Wild life sanctuary, Churuthurthy, Cannanore, Kurtanad, Thekkaddy, Viakram, Kotta- yam, Alwye.
<i>Madras</i>	Kanya Kumari, Mahabalipuram, Kanchipu- ram, Trichurapalli, Madurai, Nilgiris, Tan- jore, Ootacamaund, Trichundur, Kodai- kanal, Rameshwaram.
<i>Madhya Pradesh</i>	Gwalior, Khajuraho, Sanchi, Nandu, Bhopal, Jabbalpur-Kanhak Kisli, Ujjain, Shibpuri

<i>Maharashtra</i>	.	.	.	Ajanta, Ellora, Aurangabad, Erangal, Pithalkhor caves, Aurangabad, Kihim sea side resort, Juhu, Wardha, Tadoba Game sanctuary, Vaireshwari Hot Spring. Elephanta Caves, Mahabeleshwar, Bombay.
<i>Mysore</i>	.	.	.	Bijapur, Belur, Badam, Aibholi, Somnathpur, Hassan, Holebid area, Mangalporc, Bangalore, Mysore, Bandapuri, area, Jogfalls, Nehru Lok, Sravan-belgola, Coorg, Tungabadhara, Mercara area.
<i>Orissa</i>	.	.	.	Puri, Konarak, Bhubaneshwar, Lalitgiri, Chilka Lake, Ratnagiri, Udaipuri, Rambha, Gopalpur on Sea.
<i>Haryana</i>	.	.	.	Surajkund, Badkhal, Pinjore, Sohna.
<i>Rajasthan</i>	.	.	.	Jaipur, Chittorgarh, Jaisalmand, Ajmer, Mt Abu, Jaiselmer, Udaipur, Siliserh, Jodhpur. Bharatpur, Sariska.
<i>Uttar Pradesh</i>	.	.	.	Agra, Varanasi, Allahabad, Lucknow, Hardwar, Kumaon and Garhwal Hills, Shahtradhara, Naugarh.
<i>West Bengal</i>	.	.	.	Calcutta, Shantiniketan, Malda, Darjeeling Jaldapara, Durgapur.
<i>Goa, Daman and Diu</i>	.	.	.	Goa-region.
<i>Himachal Pradesh</i>	.	.	.	Gobindsagar, Simla, Naldhera, Mash obra Chharabra, Kufri, Mandi, Kangra, Ma nali, Delhousie, Chamba, Narkanda, Dharamshala.
<i>Punjab</i>	.	.	.	Nangal, Amritsar.

## APPENDIX VIII

### Summary of Recommendations/Conclusions contained in the Report

Sl. No.	Reference to para No of the Report	Summary of Recommendations/Conclusions
1	2	3
1	1.16	<p>The Committee note that the first conscious and organised effort to promote tourism in India was made in 1945 when Government set up the Sargent Committee which made various recommendations for the development of tourist traffic. In pursuance of the recommendation of the Sargent Committee a separate Tourist Traffic Branch was created in the Ministry of Transport in 1949 to pay whole time attention to the development of tourism. Since then there has, no doubt, been a growing appreciation of the importance of tourism by Government. The Report of the <i>Ad Hoc</i> Committee on Tourism set up in 1963 can be considered a landmark in the history of development of tourism in the country.</p> <p>International Tourism has made tremendous strides after the Second World War. Tourism is now recognised the world over as an industry unprecedented in scope and dimension. Many nations in the post-war period have made considerable economic progress by developing tourism. The Committee note that India started later than most of the developed countries of the West in her tourist promotional efforts and hence the progress made has been limited. The Committee feel that in order to catch up with the progress achieved by other countries and achieve a breakthrough in the field of tourism, it is imperative that an awareness is created among the general public of the great importance of tourism in the economic life of the people at large. The need to popularise tourism and to bring home to the common man its true significance cannot be overemphasized. The Committee trust that no efforts will be spared by Government in exploring the tremendous potentialities tourism provides.</p>
2	1.31	<p>The Committee note that there was no separate provision for the development of tourism in the First</p>

Five Year Plan. They are concerned to observe that there have been heavy shortfalls in expenditure on development of tourism during the Second and Third Plan periods both in the Central and State Sectors. Out of a total provision of Rs. 336.38 lakhs and Rs. 800 lakhs in both sectors, the extent of shortfall was of the order of Rs. 115 lakhs and Rs. 289.55 lakhs respectively i.e. about 34 per cent and 37.4 per cent during the two plan period. In the Central sector the shortfall amounted to Rs. 71 lakhs and Rs. 204.88 lakhs and in the State Sector to Rs. 44 lakhs and Rs. 84.67 lakhs respectively. The expenditure on Part I schemes which are wholly financed and executed by the Centre was Rs. 37.46 lakhs out of a provision of Rs. 83.60 lakhs during Second Plan and Rs. 97.41 lakhs out of a provision of Rs. 292 lakhs during the Third Plan period. Thus the percentage of utilisation of funds on Part I schemes which was about 51 per cent during the Second Plan, came down to about 33.4 per cent during the Third Plan. It is also significant to note that out of 193 schemes proposed to be completed during the Second Plan, only 87 were completed during that period. The position of utilisation of funds has not improved subsequently i.e. during 1966-67, 1967-68 and 1968-69. The Committee are very much perturbed at the non-utilisation of funds in this vital sector during the successive plan period as this has affected adversely the provision of much needed facilities for the tourists in the country. They are unable to appreciate why the factors which impeded the utilisation of funds during the Second Plan were not identified and remedied well in time so as to enable full utilisation of funds during the Third Plan period and thereafter. It clearly indicates that during all these years, development of tourism so vital for the economy of the country was not given the priority and importance that it deserved.

The Committee note that the total outlay for development of tourism during the Fourth Five Year Plan has been reduced from Rs. 40.35 crores to Rs. 25 crores by the Planning Commission. The Committee would therefore like Government to ensure that this financial provision is fully utilised on judiciously selected schemes which would help in attracting the largest number of tourists in the country. These schemes should be formulated after detailed scrutiny in the light of past experience and should be executed expeditiously. The Committee are informed that at present a UNESCO expert is going round the country to con-

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duct a survey of tourist potentialities and to advise the Government on the development schemes to be taken up during the Fourth Plan period and that he would submit his report shortly. The Committee urge that expeditious measures should be taken to finalise the tourism development schemes to be taken up during the Fourth Plan period in the light of the expert's report so that work on the schemes could be started without loss of time.

4                      1.33                      The Committee further recommend that corrective measures to streamline the procedures and the working of the Department of Tourism should be taken up so that the factors which hampered the progress of schemes during the Second and Third Plan periods are eliminated.

5                      1.54                      The Committee need hardly point out that few countries in the World offer such a wide range of attraction to the tourists as compared to India. They are, however, unhappy to note the slow progress in the development of tourism in the country as is evident from the fact that the total arrivals in India constituted 0.12 per cent only of the World tourist traffic in 1966 and 0.13 per cent only in 1967. In terms of money while the total World turn-over from tourism increased from Rs. 2,588.28 crores in 1958 to Rs. 10,597, 50 crores in 1967, India's share increased from Rs. 17.46 crores in 1958 to Rs. 25.23 crores only in 1967. That means, whereas the total world turn-over increased by 24.42 per cent during 1958 to 1967, India's share decreased from 0.67 per cent in 1958 to 0.24 per cent in 1967. On the other hand, the Committee note that countries like Iran, Malaysia, Japan, Singapore, Thailand etc. have made rapid progress in developing tourism. The Committee cannot help concluding that the performance has been unimpressive and that adequate attention has not been paid towards the development of tourism. The Committee also consider the target of attracting 6,00,000 tourists by 1973 as too ambitious. Even the target of attracting 2,19,410 tourists by 1968 could not be achieved as only 1,88,820 tourists have visited India in that year. The Committee do not think that it will be possible to achieve the target set for 1973 unless vigorous and concerted efforts are made by the Central and State Governments and local bodies and the economic importance of tourism realised by all concerned.

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- 6            2.5            The Committee are glad that the Tourist Development Council has been evolved and set up as the principal advisory body for the promotion and development of tourism at the national level. They consider that the association of Ministers in-charge of tourism in the States as Members of the Council is an ideal arrangement as the States have a vital role to play in the development and promotion of tourism in the country. The Committee trust that the recommendations of this high-powered body which meets only once a year, are processed and implemented expeditiously.
- 7            2.20            The Committee welcome the creation of a separate Ministry of Tourism and Civil Aviation under the charge of a Cabinet Minister. They note the achievements of the Ministry since its inception about two years ago. The Committee, however, feel that Government has not yet realised fully the importance of tourism as is evident from the fact that the Department of Tourism has not even today an adequate organisational set-up to attend to the basic functions of developing tourism. The Committee would like it to be realised that the need of the hour is to create a strong tourism consciousness at all levels in the Central as well as State Governments, local administrations, the business community and the general public and for this purpose an effective and efficient organisation at the Centre has to be built up, so as to formulate well thought out proposals and policies for the development of tourism in the country and coordination and liaison with the State Governments. The Committee would also like the Government to ensure that people of right calibre are selected to man the Department of Tourism, which has to perform predominantly commercial functions, as the efficiency of an organisation depends largely on its staff and structural soundness. The Committee suggest that Government should approach the Institute of Public Administration to give its Report about the organisational set-up of the Department of Tourism early so that steps could be taken to re-organize the Department, if necessary.
- 8            2.28            The Committee feel that since the State Governments are mainly responsible for the development of tourism in their areas, it is but natural that the main effort to provide facilities for the development of tourism have to be made by them and it is for them to strengthen their organisation at various places of
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tourist interest in their region. The Committee, however, consider that the Central Department of Tourism should maintain closest liaison and coordination with the State Governments regarding the various schemes of tourism development, arrival of foreign and inter-State tourists, etc. and for this purpose it would be advantageous if Central Tourist Offices are located in the State Capitals in close proximity of the State Department of Tourism. Such an arrangement would also help in making the State Governments more tourist-minded, and thus in accelerating and expediting the development of tourism by them.

- 9            2.35        The Committee note that the Department of Tourism is at present maintaining Tourist Offices at New York, Chicago, San Francisco, Toronto, London, Paris, Frankfurt, Sydney and Tokyo and that a Tourist Office has been sanctioned for Mexico. They also understand that the Department of Tourism has entered into an agreement with Air-India for dovetailing joint promotional activities in continental Europe (excluding U.K.) for a period of one year with effect from 1st July, 1968. So far as the establishment of additional Tourist Offices abroad is concerned, the Committee recommend that this should be considered only after the results of joint promotional efforts with Air-India are fully known. Meanwhile endeavours should be made to man the present Offices properly with suitable persons so as to make them more business-like.
- 10           2.44        The Committee are not satisfied with the way in which some of the ancient monuments are being maintained. Apart from the importance of properly maintaining these monuments from the tourist point of view, the Committee would like to impress upon the Government the importance of properly preserving and maintaining these monuments from the cultural and historical point of view as these monuments depict India's hoary past and are of immense value to the posterity.
- 11           2.45        So far as the question of transfer of some of the functions of Archaeological Survey of India to the Department of Tourism is concerned, the Committee appreciate the anxiety of the Department of Tourism regarding the proper maintenance of our ancient monuments which are the main attraction and base of Indian tourism. Nevertheless they feel that time is not yet ripe to do so in view of the fact that the
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organisational set-up of the Department of Tourism is inadequate even to perform its own basic functions. This question may be considered later when the Department of Tourism is fully re-organised and is in a position to shoulder additional responsibilities.

For the present, the Committee would like the Department of Tourism to work in close collaboration with the Archaeological Survey of India and the State Government who are responsible for proper maintenance and preservation of the ancient monuments, and approach roads.

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2.55

The Committee note that with the exception of four States viz. Bihar, Jammu & Kashmir, Rajasthan and West Bengal, none of the other States have as yet established full-fledged tourist Directorates. This seems to indicate that many States have not yet fully appreciated the importance of tourism and the potentialities of economic benefits that it brings to the States and the country as a whole. The Committee need hardly point out that tourism is essentially a cooperative undertaking in which the State Governments, local bodies, corporations municipalities, town committees, various sectors of travel trade as well as the general public have to join. In this task the State Governments have crucial role to play. The local bodies can be enthused for this work by the State Governments. The Committee therefore consider it essential that the State Governments have well-organised tourist Directorates/Departments to look after various matters relating to development of tourism in their areas. The Committee would also like the Central Tourist Department to involve the State Governments more and more in the various measures adopted for the development of tourism in the country.

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3.6

The Committee realise the need for a vigorous promotional approach abroad, if we are not to lag behind others in the race for attracting overseas tourists to India. The problem is to present to the world a new image of India and to counter-act the adverse image created due to reports of famines, floods and other difficulties in India. In our publicity campaign, stress should be laid on the low cost of travel within India and on highlighting the positive aspects, the beautiful natural scenery, our monuments and the fact that the people in this country have colourful festivals, songs, music, drama and dance. Effort should be made to

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- project a composite image of the country and for this purpose the Department should use the media of Press, Radio and Television, Travel Agents and Travel Writers. The diplomatic missions abroad should also be approached to assist in producing special tourist literature for various parts of the world in different languages in order that the country's image gets projected abroad. The Committee suggest that publicity campaign should be intensified with the object of tapping new markets hitherto neglected e.g. South East Asia which has close cultural affinities with India and some of the oil rich areas of the Middle East.
- 14      3.19      The Committee suggest that the quarterly progress reports on the activities of the Advertising and Public Relations Agencies received from Tourist Office abroad should be carefully scrutinised in the Department of Tourism and any defect or deficiency found in their working pointed out to them. In the opinion of the Committee it would be worth-while maintaining a record showing at a glance the respective achievement of each one of these Agencies. At the same time, the publicity campaign being conducted by the Advertising and Public Relations Agencies should be evaluated at regular intervals so as to give guidance wherever necessary and to find out whether new measures could be adopted in the matter.
- 15      3.36      The Committee are in agreement with the Department of Tourism that the expenditure involved in the participation of fairs and exhibitions is not commensurate with the results achieved. They suggest that India should participate only in those fairs and exhibitions where it is absolutely essential to do so in the commercial interest.
- 16      3.49      The Committee are concerned to note that no positive efforts have so far been made to produce travel films for showing in motion picture theatres which are far more effective than the Television. The Committee also feel that the Government should encourage the writing of radio scripts for talks and programmes on tourism directly related to day-to-day developments in the field of tourist activity. The Committee suggest that the Department of Tourism should have close liaison with the Films Division, All India Radio and Press Information Bureau in the matter.
- 17      3.55      The Committee feel that for a country of the size and population of India, the allocation for advertising in India (i.e. Rs. 1.25 lakhs in 1967-68 and Rs. 3 lakhs in
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1968-69) is very meagre and totally inadequate to make any serious impact. In view of the tremendous potentiality of tourism for economic development of the country and national prosperity it is imperative that public awareness of the possibilities of tourism to further the country's welfare is created. Tourism has to catch the public imagination in order to secure the personal involvement and participation of the people in governmental efforts to promote tourism. The Committee therefore suggest that internal publicity through creative advertisements and public relations should be stepped up in order to stimulate the interest of the people in tourism. It is only when people become tourist-minded that domestic tourism can be built up and it is on the base of domestic tourism that the edifice of international tourism can be built up. It is the task of internal publicity to create basic awareness and appreciation on the part of every individual of the benefits of tourism. In this context the Committee appreciate the publicity campaigns launched by the Department of Tourism during the last two years through the Press, namely, "Know your country. . . . Meet your people", "we are privileged we have India", "Tourism is everybody's business" and the current "Courtesy campaign".

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3.56

The Committee are convinced that intelligent and creative publicity within the country can prepare the ground and the proper climate for a coordinated and cooperative effort by all the parties concerned, namely, the Union and State Governments, Municipal and Local Boards, Air India and IAC, India Tourist Development Corporation, Hotelliers, Transport Operators, Shikar out-fitters and Travel Agents in the task of promotion and success of tourism. They therefore urge that due importance should be given to internal publicity which has a key role to play in achieving the desired goal of tourist promotion.

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3.66

The Committee note that there is no adequate arrangement to supervise, control and check the printing and designing of tourist literature as a result of which many publications tend to be bulky, expensive to mail with, too many varieties added haphazardly and not enough demand for all of them. The Committee feel that it is necessary to rationalize the basis of the printed publicity and accordingly suggest that the investment of money in printing of tourist literature

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should be properly examined and approved by a screening Committee of experts with instructions—

- (1) to suggest the number of publications to be printed, and whether it is absolutely essential to bring out the publication.
- (2) to approve the design, layout, size, colour, page, manuscript, finished art work, transparencies and black and white photographs for each job.
- (3) to suggest textual contents.
- (4) to fix the date line of publications so as to avoid delays in printing and to avoid the publication becoming out of date.
- (5) to suggest periodically of publications and to approve the printers so as to avoid printing bottlenecks.
- (6) to deal with advertisements etc.

The Committee are perturbed to note that the material appearing in printed publications is not upto date, and that there is no agency at the Headquarters to compile and scrutinize on a systematic basis the factual information which is being done haphazardly. The Committee would like to emphasise that the publicity material which is sent out should be of top quality. The Committee therefore would like the Government to evolve a scientific method for collection, compilation and dissemination of upto date tourist information which being a work of a specialised nature requires a particular orientation.

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3.71

The Committee need hardly emphasise how very necessary it is to have trained and competent personnel for designing and printing of Publicity material especially for distribution abroad. It goes without saying that the tourist publicity material should be of the very best quality and the best artists, designers, writers, printers etc. available in the country should be engaged for its production so that it does not suffer in comparison with what is put out by other countries.

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3.72

The Committee are happy to note that the Director General of Archaeological Survey of India has now got the authority to get his publications printed by quality printers of his choice. They hope that in future tourists will have no difficulty in getting relevant publications

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- concerning historical monuments of tourist importance for whose publication the Archaeological Survey is responsible.
- 22      3.78      The Committee feel that there is scope for greater coordination between the Department of Tourism and the State Governments in bringing out the tourist literature and folders. May be that the State Tourist Officers are not aware of the services offered by I.T.D.C. which can be availed of by State Governments. The Committee desire that the arrangements regarding printing of tourist literature should be made known to all State Governments and also discussed at the Regional meetings of Tourist Officers held once in a year.
- 23      3.81      The Committee note that the shifting of the Distribution Section to Faridabad has resulted in lack of a proper liaison and coordination between the publicity and the distribution section. In view of the continuing difficulty arising out of the existing arrangements the Committee would like the alternative proposals contemplated by the Department to run the Distribution side on a commercial basis to be finalised early and given a trial, so as to ensure prompt and efficient despatch of tourist literature.
- 24      4.13      The Committee recognise that the visa requirements laid down by the Government of India are necessarily influenced by consideration of broad policy involving relations with other countries on the one hand and internal security, law and order on the other. At the same time, it has also to be remembered that a liberal policy pursued in granting visas to tourists is a predisposing factor for promoting tourists traffic. The Committee therefore are of the view that since all tourist conscious countries of the Western Europe, including Bulgaria and Yugoslavia and Japan, Iran, Hong Kong, Pakistan and Singapore in Asia have waived all visa requirements for nationals of other countries for a certain specified length of time, it is high time that the Government undertake a review of the visa requirements with a view to their liberalisation, consistent with the security aspect.
- 25      4.14      The Committee feel that the Temporary Landing Permit which is now valid for 7 days stay in India, has lost all its practical utility since in prac-
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- ...tice tourists prefer to take visas before they leave their country to save any embarrassment on arrival in India. The Committee therefore recommend that Government should examine the feasibility of waiving visa requirements for foreign tourists for 15 days stay in this country as has been done by our neighbouring countries.
- 26      4.17      The Committee are not at all satisfied with the existing arrangements obtaining in regard to extension of visas. They would therefore, recommend that suitable measures should be devised to ensure that least inconvenience is caused to tourists in getting extension and renewal of visas.
- 27      4.20      The Committee are glad that the question of streamlining and simplifying the frontier formalities is engaging the attention of a High Level Committee. They hope that the High Level Committee would finalise their recommendations speedily so as to enable the Government to evolve a simpler procedure in regard to frontier formalities.
- 28      4.26      The Committee note the relaxations permitted to the tourist traffic in regard to the custom restrictions. The Committee also note the various suggestions made by the Jha Committee for simplification of the procedure and liberalisation of rules so as to obviate the difficulties experienced by foreign tourists. They hope that the position in this regard is being kept under constant review so as to keep pace with the changing tourist habits, tastes, etc.
- 29      4.27      The Committee further suggest that the desirability of allowing the facility of unaccompanied baggage clearance round the clock on all days including Sundays and holidays at all the international airports may be examined.
- 30      5.5.      The Committee consider the appointment of Tata Committee to examine the requirements of the four international Airports, namely, Delhi, Bombay, Calcutta and Madras in the context of their present as well as prospective requirements and technological advancement during the next decade, a timely step in the right direction. They are glad to note that necessary measures to implement the recommendations made in the said Committee's interim report have been taken or are already under way. They have
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|    |      | no doubt that expeditious action would be taken to consider and implement the other recommendations of the Tata Committee contained in their final Report laid on the Table of Lok Sabha on the 24th April, 1969.  |
| 31 | 5.6  | The Committee would also like to suggest that in order to achieve high standards of efficiency at the airports, the building complex should be planned in such a manner as to provide adequate facilities such as rest rooms and residential accommodation in the vicinity of the airport for the customs, police, health staff who have to be on duty at odd hours.   |
| 32 | 5.10 | <p>The Committee are distressed to note that there is no proper or adequate supervision and management of the transit lounges, telephone facilities, serving of drinks and refreshments, restaurants, V.I.P. Rooms etc. at the airports. They understand that complaints are not attended to properly, and sometimes not even the complaint books or suggestion books are made available. The Committee recommend that a small team should be constituted by Government to go into the whole administrative structure of the airports and to suggest remedial measures for the present deficiencies. The team may <i>inter alia</i> examine the following matters:—</p> <ul style="list-style-type: none"> <li>(i) present system of award of contracts for airport restaurants,</li> <li>(ii) schedule of rates for international airport restaurants, and</li> <li>(iii) need for separate restaurants and cafeterias, preferably run by the Tea Board/ Coffee Board, to make available light refreshments at reasonable rates for people of middle and lower income group.</li> </ul> |
| 33 | 5.15 | The Committee feel that it would be advantageous if specially-trained Tourist Reception Officers are posted at all important airports to receive and guide the visitors. They note that a beginning is being made in this direction at Palam Airport. The Committee recommend that in the light of experience gained with regard to the experiment at Palam, the question of extending it to other important Airports may be examined.   |

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| 34 | 6.9  | The Estimates Committee note that during the last 12 years Government have appointed three Committees to deal with various problems connected with hoteliering. They are glad that the last Committee which has submitted its Report early this year was also asked to survey the requirements of the additional capacity till the end of the Fourth Five Year Plan. They urge that the consideration of the Report may be expedited so that necessary steps are taken to implement such of the recommendations as are accepted by Government at an early date.   |
| 35 | 6.20 | The Committee are not satisfied with the steps taken so far to augment hotel accommodation in the country. They feel that as soon as the targets about the inflow of tourist traffic to India had been worked out, a perspective plan for the provision of hotel accommodation should have simultaneously been prepared. Now that the Hotel Review and Survey Committee has assessed the requirements of hotel accommodation, no further time should be lost in taking necessary steps for the provision of hotel accommodation accordingly. Hotels have to play a very vital role in the promotion of tourism. The Committee are of the view that unless a massive programme of hotel construction starts right now, it will not be possible to cope with the influx of visitors who are expected during the next 2½ years and that there is the risk of the entire plan going away. In this connection, the Committee would like the Department of Tourism to examine why even after having been offered incentives and facilities, the response from the private sector is not encouraging enough. In particular they would urge that Governments both Central and States should allot suitable sites in various cities for construction of new hotels on reasonable terms and conditions. |
| 36 | 6.25 | The Committee regret to note that it has not been possible for Government to give loans out of Hotel Development Loan Fund even though the Fund was created for the purpose almost a year ago. They suggest that the applications for the grant of loan should be processed expeditiously and finalised. The Committee would also like the Government to examine whether the terms and conditions of loans are rigid and call for rationalisation and simplifica-   |



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		tion so as to enable the hotel industry to avail of the Loan Fund.
37	6.32	The Committee note that while as many as 221 out of 299 hotels inspected by the Hotel Classification Committee were classified and approved in 1962, only 166 out of 221 hotels were able to qualify for strange this time although the criterion for classification was the same on both the occasions. This indicates that there has been a fall in the hotel standards which is a cause for concern. The Hotel Review and Survey Committee 1968 has made useful recommendations and suggestions for the improvement of hotels. The Estimates Committee urge that Government may consider the report and take urgent action to implement such of the recommendations as are accepted by them.
38	6.37	The Committee are unhappy to note that the standards even in those hotels, which are on the approved list of the Department of Tourism, leave much to be desired. They are all the more unhappy at the findings of the Pacific Visitors Survey which places India in a rather bad light. The Committee need hardly stress the desirability of keeping a constant watch on the hotel standards. They suggest that a permanent machinery may be set up in the Department of Tourism for the purpose without further delay. The Department of Tourism should work in close collaboration with the hotel industry, Federation of Hotels and Restaurants and other Associations in the matter and also impress upon them. The need to maintain high standards in the hotels. They may be urged to set up their own machinery to keep a constant watch on the hotel standards.
39	6.38	The Committee further suggest that effective measures should be taken urgently to effect improvements on right lines and to remedy the shortcomings pointed out in the Pacific Visitors Survey Report. Vigorous publicity should be given to these improvements to offset the adverse effects of the above Survey Report.
40	6.53	The Committee note that there is shortage of trained personnel in hotel industry in India. They also note that the existing training facilities provided for hotel personnel are inadequate. The Committee suggest that a phased programme to augment the training facilities may be prepared and adhered to so that trained personnel could be provided to the hotel industry in adequate numbers programme should be reviewed continuously in the light of requirements and augmented as necessary. They also suggest that the hotel industry should be closely associated with the various training programmes

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- and it should be impressed upon them to offer suitable employment opportunities and remuneration to the students after completion of training.
- 41      6.54      The Committee also suggest that the feasibility of starting refresher courses for the personnel already employed in the hotels may also be considered.
- 42      6.60      The Committee consider that the use of modern and sophisticated equipment e.g. dish-washing machine, laundry and dry cleaning equipments, vacuum cleaners etc. in the hotels would help a great deal in improving hygienic conditions and in raising the hotel standards. It should also help in catering to the needs of the foreign tourists especially those coming from advanced countries. The Committee feel that Government may release enough foreign exchange for the import of highly technical and sophisticated hotel equipment so long as it is not available in the country.
- 43      6.61      The Committee note the proposal of the Department of Tourism to hold a meeting with the representatives of the Hotel Industry and the D.G.T.D. They hope that this will result in minimising the delay in the processing of applications for import license and in stream-lining the procedure.
- 44      6.70      The Committee are inclined to agree with the observations of the Hotel Review and Survey Committee that the rates in hotels in India are comparable with those charged in many other Asian countries. They, however, feel that Government should not agree to upward revision of rates unless it becomes inevitable. In any case the revision of rates, if it becomes absolutely necessary, should be done sufficiently in advance and information sent to various Tourist Offices in India and abroad as well as various Travel Agencies. In this connection, the Committee regret to note that there has been quite some delay in the publication of Hotel Guide. The Committee feel that the Hotel Guide should be brought out at regular intervals and circulated to concerned parties.
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| 45 | 6.71 | The Committee also suggest that necessary steps should be taken to ensure that the hotels observe correct business practices and do not overcharge the guests or indulge in other malpractices. They hope that Government will take due not of the suggestions and recommendations made by the Hotel Review and Survey Committee, 1968 in this regard.  |
| 46 | 6.76 | The Committee need hardly stress that cuisine of a higher standard should be offered to the tourists at the major ports of entries, and restaurants at the places of tourist interest, hotels, etc. The Committee suggest that efforts should be made to encourage hotels and restaurants in India to develop special oriental and India menus to suit the foreign taste. At the same time it should be possible for Government to release enough foreign exchange for the import of provisions which are not available indigenously and are considered necessary in the preparation of Western style food to which the tourists are accustomed to. |
| 47 | 6.81 | The Committee do not think that sufficient attention has been paid towards the construction of motels in the country. They feel that since the motel concept is new to India, the precise location of each motel should be determined very carefully. It may be advantageous to construct motels either as units attached to petrol pumps and service stations along the national highways or on the outskirts of big cities where it would be advantageous for the tourists travelling by road to stop over night instead of going to the city in search of suitable accommodation.  |
| 48 | 6.82 | The Committee further recommend that traffic survey for the setting up of each motel may be made exhaustively and the economics of each motel worked out in detail before proceeding with the project. The Committee also suggest that efforts should be made to resolve financial and administrative difficulties in collaboration with the Indian Oil Corporation so as to induce them to participate in the motel projects.  |
| 49 | 6.93 | The Committee are not satisfied with the progress made in the setting up of youth hostels, holiday homes, etc., which can boost domestic tourism to a great extent. They would like the Department of Tourism to work out a phased programme in collaboration with State Governments and other authorities concerned for the construction of youth hostels, holiday homes, etc.   |

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| 50 | 6.94  | <p>The Committee are unhappy to note that accommodation in Dak Tourist Buglawos in various parts of the country remains mostly unutilised. They suggest that feasibility of making the accommodation in such Bungalows available to low and middle income group tourists—both foreign and Indian—may be considered.</p>   |
| 51 | 6.95  | <p>The Committee further note that the Department of Tourism has been giving grants to various institutions for providing accommodations to low and middle income group tourists. They would like the Department to keep effective control over these institutions and ensure that the accommodation provided by these institutions is properly and adequately utilised.</p>  |
| 52 | 6.103 | <p>The Committee are not sure whether prohibition is an active deterrent to the flow of foreign tourist traffic to India. They, however, feel that the formalities connected with the purchase of liquor by a foreign tourist are too cumbersome and need simplification. The Committee also feel that there is need to have a uniform policy in all the States in the matter. They suggest that the procedure regarding the supply of liquor to the foreign tourists may be suitably simplified and made uniformly applicable in all the States.</p>   |
| 53 | 7.10  | <p>The Committee note that the Department of Tourism has recognised 36 Travel Agents and 37 branches of these establishments. It is well known that the travel agents are a key factor in the development of tourism and it is through them that a foreign tourist comes to the country. Their role in attracting foreign tourists to the country is of paramount importance. He promotes and sells the services of International carriers, Indian Airlines, Railways, Indian Hotels, transport companies, guides and shops. He is the promoter of the entire package. The Committee feel that with the growth of domestic and international tourism in future the services of travel agents would be required in greater measure. They therefore suggest that the requirements of travel agencies at each centre of tourist interest may be assessed and their number increased so as to ensure that the tourists, particularly the foreign tourists, receive efficient, reliable and competent service.</p> |

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54. 7.11 The Committee are glad to learn that the Government are considering to have a centralised machinery for the grant of recognition to travel agencies. They hope that this would go a long way in eliminating unauthorised and unscrupulous travel agents from the trade.
55. 7.12 The Committee further suggest that since the travel agents have to solicit foreign tourists and have to maintain close contacts with tour promoters in foreign countries, their requirements by way of foreign exchange for promotion of tours abroad, staff training and establishment of offices overseas should be given due consideration. The Committee suggest that the feasibility of providing sufficient incentives to the travel agents to solicit more and more customers may also be examined by the Government sympathetically. On their part the travel agents should also continuously endeavour to improve the quality of their service in keeping with the tourist requirements.
56. 7.19 The Committee feel that various malpractices indulged in by shopkeepers and non-indication of prices on the articles for sale and the tendencies of bargaining, not only adversely affects the tourist trade, but also distorts the image of India abroad. The Committee, therefore suggest that effective steps should be taken by the Government to curb the activities of such unscrupulous shopkeepers.
57. 7.25 Tourist guides, who are mainly concerned with providing useful and authentic information to the tourists about the places of tourist interests, play an important role in the development of tourism in the country. They come in very close contact with the tourists and more particularly with the foreign tourists and hence leave a lasting impression on the tourists about the country and its people. It is the attitude and courtesy shown by the tourist guides that goes a long way in providing customer satisfaction and creating a good image of the country in the minds of the foreign tourists.
- Great care should therefore be taken in the selection of right type of persons for this job and imparting them proper training. The Committee feel that there is no need to have separate tourist guides by the
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Archaeological Department, State Tourist Directorates and Central Tourist Department. They suggest that there should be only one set of tourist guides and that their selection should be made in consultation and coordination with the Archaeological Department, State Tourist Departments, Central Tourist Departments and Tourist Agencies. The requirements of tourist guides at all places of tourist interests should be assessed periodically and the selection made to meet the needs of guides at each centre.

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7.26

The Committee further suggest that in training the tourist guides, apart from lectures on Indian History and Culture, Current Affairs and details of places of tourist interests, attention should be paid to inculcate in the guides a sense of regard and respect for the foreign tourists as well as of showing utmost courtesy to them. Arrangements should also be made to have refresher courses periodically for existing guides.

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7.34

The Committee are concerned to note that a large portion of the foreign exchange being spent by the tourists in the country is finding its way to the black market. They do not consider the measure hitherto taken to prevent leakage of foreign exchange as satisfactory even though the *ad hoc* Committee on Tourism drew the attention of Government towards this problem as early as 1963. The Committee need hardly stress that if the advantages accruing from the development of tourism are to be fully realised, the Government should take immediate corrective steps to ensure that the foreign exchange spent by tourists in the country is surrendered to the Reserve Bank of India and not diverted into unauthorised hands. The Committee hope that it will be possible for the Inter-Ministries Committee to suggest ways and means for preventing leakage of foreign earnings from foreign tourists at an early date. In this connection, the Committee feel that measures suggested in a memorandum submitted to them, (para 7.28) merit close study by the Inter-Ministries Committee.

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8.19

The Committee note that the road transportation in the country as far as foreign tourists are concerned is unsatisfactory. While modern big Delux cars are not indigenously produced, the imported cars sold by STC have not proved either economical or operationally sound. Moreover, they meet only a fraction of the total demand. Similarly, the small number of

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tourist coaches that are manufactured in the country are not comfortable enough. In view of the opinion expressed by the representative of the Department of Tourism before the Committee that there is a shortage of good cars and coaches and a wide gap between demand and supply, the Committee recommend that the import of tourist luxury cars and coaches of international standard and their equipment e.g., air-conditioning units and other spare parts, may be made more liberal and necessary foreign exchange found in the larger interests of promotion of tourism. They further suggest that continuous efforts should be made to improve coach building within the country to bring it at par with international standards.

- 61            8.21            The Committee feel that a survey of tourist taxis a tourist centres by the Department of Tourism would enable them to project their overall requirement of tourist taxis more realistically. They recommend that concerted measures should be taken to match the availability of taxis, to tourists requirements and a phased programme drawn up for the purpose.
- 62            8.23            The Committee feel that it will help if tourist are made aware that they could lodge a complaint against the car driver if they are dissatisfied with his service or behaviour, with the local Tourist Centre. Such complaints, if received, should be attended to promptly and appropriate action as per code of conduct should be initiated by the officers in charge of the Tourist Centre against the driver and if possible, the complainant may be informed.
- 63            8.27            The Committee consider that an unobstructed movement of tourist vehicles through out the country is essential for the growth of tourism since a large number of tourists use buses or cars for visiting places of tourist interest. The Committee hope that Government will continue to impress upon the State Governments/Union Territories concerned, the importance of their subscribing to the Draft Model Rules as approved by the Tourist Development Council so that the existing difficulties in obtaining permits from different States are obviated. In their opinion it is imperative that the country moves on to the concept of single tourist permit so that the tourist he can travel easily throughout the country.
- 64            8.37            The Committee feel that the present limited capacity of the Indian Airlines Corporation restricts the

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|    |      | <p>growth and movement of international and domestic tourists within the country. Considering the fact that in a few years time tourists would be arriving in the country in 4 to 5 hundred seater jumbo jets, I.A.C.'s need for a better, faster and a larger aircraft becomes urgent. It is also necessary from the point of view of the growth of domestic tourism and international progress. The Committee hope that Government will bear this in mind while taking decisions on the question of augmentation and modernisation of aircraft with the I.A.C.</p>   |
| 65 | 8.40 | <p>The Committee need hardly stress the importance of an efficient and prompt Air reservation system. They recommend that the system should be kept under constant review in the light of experience so that the number of complaints from tourists on this account are minimized, if not eliminated altogether.</p>   |
| 66 | 8.46 | <p>Since the initial cost of travel to get to India is high, the Committee recommend that efforts should be made for reduction of normal fares in consultation with other countries, if possible on a reciprocal basis, so as to encourage more tourists to come to India in groups and in maximum numbers.</p>  |
| 67 | 8.49 | <p>The Committee recommend that Government should examine the feasibility of a helicopter service to points, places and sites of tourist interest in India which are at present inaccessible by the air services in consultation with the Indian Airlines Corporation.</p>   |
| 68 | 8.51 | <p>The Committee regret to note that too frequent changes in the time schedules of I.A.C. at a short notice have upset the plans and the advertised programmes of foreign tour promoters, made sufficiently in advance, creating problems for promoters abroad and their handling agencies in India. The Committee recommend that Government should ensure that the time schedules are not changed unless absolutely necessary for reasons beyond the control of the airlines, and that punctuality of air services are maintained so as to avoid unnecessary dislocation of arrangements already made.</p> <p>Any subsequent change in the time schedules should be promptly communicated to tour promoters abroad sufficiently in advance.</p> |
| 69 | 8.58 | <p>The Committee are at a loss to understand why the Department of Tourism have not informed the Rail-</p>   |



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		<p>ways about the likely requirement of rail accommodation for the tourists during the Fourth Plan period. This indicates lack of proper planning and coordination. The Committee urge that necessary details regarding the pattern of movement of tourists, their requirements of rail transport, likely destinations, etc., should be worked out by the Department of Tourism at an early date and communicated to the Ministry of Railways to enable them to make necessary arrangements in that regard.</p>
70	8.59	<p>The Committee are concerned to note that enough publicity is not given by the Department of Tourism in foreign countries to the availability of tourist railway coaches. They feel that this type of travel would have a lot of appeal to a particular class of foreign tourists who would like to see the country more intimately. The Committee recommend that effective steps should be taken to publicise the availability of these facilities in foreign countries.</p>
71	8.64	<p>The Committee note that the economics of requisitioning a special train, the concessions that are provided, the additional expenditure incurred and the tariff for food have not been completely worked out by the Railways so far. The Committee recommend that immediate steps should be taken to work out in detail the economics of group travel by foreign tourists with a view to effect economy and provide concessions so as to make group travel more attractive. The Committee further recommend that guidelines should be laid down by the Railways for tariff charges for special menus on special trains which should be made applicable to all Railways.</p>
72	8.68	<p>The Committee are glad to note that both the Railway Ministry and the Department of Tourism have agreed to simplify the existing cumbersome and time consuming procedure regarding the issue of concessional Railway tickets to foreign tourists. They would urge that the necessary modifications in the relevant forms may be made so as to ensure speedy issue of concession ticket to a foreign tourist at any railway station and the revised procedure put into effect at an early date.</p>
73	8.69	<p>The Committee also suggest that with a view to sort out the difficulties relating to the movement of tourist coaches and trains an informal Coordinating Committee of senior officials of Department of Tourism and Railway Board be constituted.</p>

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74	8.74	The Committee understand that inter-change of air-tickets and rail tickets would provide an added facility to foreign tourists who are unab'le to get air-reservation in time and who want to travel by train. The Committee suggest the feasibility of making air and rail tickets of foreign tourists inter-changeable, may be examined by Government in consultation with the Airlines and the Ministry of Railways.
75	8.76	In order to avoid inconveniences to tourist in getting reservation made, the Committee recommend that a Cell should be provided in the Railway Reservation Office New Delhi for providing facilities of rail booking and confirmation of seats in advance for large groups of foreign tourists.
76	8.81	There is no doubt that pleasure cruises on large lakes, rivers and dams if properly developed would result in added tourist attractions. The Committee suggest that Government should examine the possibility of developing inland water transport particularly where they provide a link with monuments and places of scenic beauty etc. like Nagarjunasagar. They are glad to note that the idea of developing boat ride from Nagarjunasagar to Srisalem is being pursued. They hope that this proposal would be implemented soon.
77	8.82	The Committee are concerned to note that there has been undue delay in developing Chilka lake which has a great potential for tourist traffic. The Committee urge that decision on this project should be expedited.
78	9.9	The Committee regret to note that no comprehensive survey has been made so far to indentify and to develop the spots and resorts of tourist interest in the country as a whole or in the States. The Committee feel that it is important to have a comprehensive survey of all the centres of tourist attraction in the first instance with a view to identify places for immediate development which are likely to attract foreign tourists in large numbers and are easily accessible.
79	9.13	The Committee are concerned to note that the ancient and historical monuments in Goa which are a great tourist attraction are not being maintained properly and that the repair work carried on there is far from satisfacory. In particular they are unhappy about the unsatisfactory state of affairs of the museum which is housed in the Cathedral of St. Francis of Assisi

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which requires urgent repairs. The Committee would therefore like the Government to have a quick survey made of the Archeological monuments in Goa with a view to carry out immediate repair operations of the Churches and Cathedrals which are on the verge of falling down. They also recommend that immediate attention should be paid to the maintenance and management of the museum so as to ensure its proper working and developing it as a major centre of tourist interest in Goa.

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The Committee note that a total allocation of Rs. 1.6 crores has been made for the Gulmarg Project and that a sum of Rs. 50 lakhs has been spent on this project by the Central and the State Governments so far. The remaining amount would be spent over a period of five years during the Fourth Plan. The Committee have been informed that the selection of Gulmarg as a winter sport resort has been made on the advice of international experts. They regret to note that the economics of developing winter sport resort at Gulmarg *vis-a-vis* other places in Himachal Pradesh and U.P. hill districts has not been worked out by Government. The Committee are not sure whether the huge amount proposed to be spent on this project would be commensurate with the results achieved since Kashmir remains snow-bound for months together during winter and thus cut off from the rest of the country, with no good communication like dependable air and road services during the months of January and February. They also doubt whether winter sport facilities, created at such expense at Gulmarg will be taken advantage of either by the foreign tourists coming from Europe or America who have easy access to highly developed winter sport areas in their own countries or near about or by domestic tourists with whom it is not popular yet particularly when during winter all modes of communications to Gulmarg are practically closed and when other essential facilities are lacking. The Committee are inclined to feel that the amount proposed to be spent at Gulmarg could be spent more usefully in identifying and developing other areas in Jammu and Kashmir itself or in other parts of the country which would result in attracting larger number of foreign tourists. This is all the more pertinent in view of the reduction of financial allocation for tourism during the Fourth Plan and the need to develop more tourist

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spots rather than spend heavy amounts on one or two prestigious projects like the Gulmarg Project. In the circumstances stated above, the Committee would like the Government to evaluate the economics of this project carefully and to reconsider whether this project could be deferred for the time being.

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9.35

The country abounds in centres of Buddhist interests which have potentiality of attracting foreign tourists particularly from countries like Japan, Thailand, Burma and Ceylon, having large and sizeable Buddhist population. It would appear that in the past no concerted action to develop these places of tourist interest has been taken. The Committee recommend that effective steps should be taken to develop Buddhist centres and to provide amenities and facilities at these places both for foreign tourists and Indian tourists. It would be advantageous if in this matter leading countries having large Buddhist population are also consulted.

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9.36

The Committee are concerned to note that there has been inordinate delay in the construction of four additional rooms in the existing tourist bungalow at Bodhgaya. They are not convinced by the reasons given that limitation of staff handicapped the scheme for maintaining a close liaison and supervision over the CPWD. The Committee would stress the need of exercising greater supervision over these matters to ensure that such lapses do not recur in future.

The Committee note that an aerial ropeway has been donated by the Government of Japan for carrying pilgrims to Rajghir. They would like the Government to ensure that this scheme is executed within the target time and that effective steps are taken to properly maintain the rope-way after it has been installed.

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9.33

The Committee realise the importance of Kovalam Beach as a potential sea-side resort, and therefore suggest that Government should take steps for its speedy development to attract a large number of foreign tourists. In this connection the Committee suggest that a time table should be laid down for completion of the various stages of the project according to priority and necessary measures taken to ensure that it is adhered to.

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84	9.44	<p>The Committee feel that in order to attract a large number of holiday traffic to Kovalam, Government should explore the possibilities of:—</p> <p>(i) expanding the Trivandrum airport so as to ensure the landing of large aircrafts; and</p> <p>(ii) arranging excursions from Kovalam to places of interest to and around Trivandrum so as to develop the entire area in a composite manner as a part of the resort development.</p>
85	9.55	<p>The Committee feel that many of the monuments in the country are in urgent need of repairs and renovation. The Committee realise that this depends largely on the availability of funds. They suggest that a phased programme for the preservation of monuments on a selective basis may be drawn up and executed. They hope that it will be possible for the Government to allocate sufficient funds for the purpose. In this connection, the Committee would like to stress that while carrying out repairs to the monuments, adequate precautions should be taken so as to preserve the unique character, atmosphere and natural beauty of the monuments.</p>
86	9.56	<p>The Committee are glad to learn that a Liaison Committee consisting of Director General Tourism, Joint Secretary, Ministry of Education and Director General, Archaeological Survey has been constituted to discuss common matters regarding maintenance and up-keep of archaeological monuments. This Committee said to be a year old and has so far held two meetings. The Committee hope that all day-to-day problems concerning the ancient monuments will be mutually discussed and sorted out amicably amongst the Departments concerned.</p>
87	9.57	<p>The Committee are unhappy to note that apart from difficult accessibility to the monuments and paucity of accommodation, the civic amenities such as water supply, sanitation, roads, parks, shopping and entertainment facilities are far from satisfactory in almost all places of historical monuments in general and at Ajanta and Ellora in particular. Too often access roads are in a bad condition and the sites of monuments themselves are left uncared for and devoid of even minimum facilities required by tourists. The Committee would like the Department of Tourism to draw up a phased programme in consultation with the</p>

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|    |      | Archaeological Survey of India and concerned State Governments for the provision of basic amenities at the monument sites and to make the stay of tourists comfortable and pleasant there.   |
| 88 | 9.58 | The Committee further suggest that the norms and principles contained in the UNESCO Resolution adopted in 1960 by the Tourism Development Council should be examined by the Central and the State Governments and steps taken to implement it to effectively safeguard all sites on natural and man made beauty. They also suggest that the land use should be controlled by legislation to prevent haphazard growth of the environs of such areas so as to preserve and improve their appeal to tourists, both Domestic and Foreign.  |
| 89 | 9.62 | The Committee would like to draw the attention of the Government to the fact that Amarnath, Vaishno Devi in Jammu & Kashmir and Badrinath and Kedar-nath in Uttar Pradesh are places which are visited every year by a very large number of pilgrims. As these shrines are situated in out-of-the-way places in the Himalayas the journey is not only difficult but hazardous and there are complaints of shortage of accommodation and other difficulties enroute. In view of their national importance and with a view to developing these are pilgrim centres of major tourist attraction, the Committee would like the Government to examine the feasibility of including these cen in the Part I Schemes to ensure easy flow of tourist traffic to these parts thus strengthening the fabric of national unity. |
| 90 | 9.69 | The Committee are of the view thta if some camping grounds w.th minimum facilities at sea side and moun-tain resorts are developed, they will be found popular even by home tourists. They would, therefore, suggest that Government might give some thought to this proposal.   |
| 91 | 9.70 | The Committee also suggest that in order to attract more foreign tourists who are interested in mountaineering, Government should ocnsider the feasibilty of intro- ducing short training courses at places like Kulu, Kangra and Chamba Valleys through the Moun- taineering Institute at Manali after ascertaining the potentialities of this proposal.  |

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- 92      9.73      The Committee feel that till such time that it is economically possible to establish a separate Police Force for protecting tourists from harassment by beggars, hawkers, touts etc., it should be possible for the Ministry of Home Affairs and the various State Governments to earmark adequate police constables etc. from out of their existing police personnel to do the needful. For this purpose the Committee would like the Department of Tourism to work out the details of police personnel required at each important monument in collaboration with the State Governments concerned.
- 93      10.17      The Committee are distressed to note that no serious attention has so far been paid by the Government to evolve suitable and adequate forms of tourist entertainment even though this matter was examined by the Jha Committee as back as 1963 which made valuable suggestions in this regard. They are surprised that in a vital matter of this kind the whole initiative appears to have been left entirely to the non-official agencies with the result that nothing much has been done in this matter since 1963.
- 94      10.18      The Committee realise that the bulk of the foreign tourists visiting is country is from U.S.A., Europe and Australia, most of whom are from affluent sectors of society with plenty of money and leisure at their disposal and accustomed to some 'live' form of entertainment like cabarets/floor shows etc. The Committee feel that the foreign tourists do not look forward to see cabaret etc. form of entertainment in this country which at best can be a poor imitation of what they are accustomed to see in their own country. What they are really interested to see is a form of entertainment depicting the culture and tradition of our country and the manner in which our people entertain themselves. The Committee, therefore, feel that to go in for night clubs and cabaret etc. and importing foreign artists, therefore, even for a limited period would be a waste of effort and resources and is not in keeping with our culture.
- 95      10.19      In the opinion of the Committee there is vast scope for developing tourist entertainment according to the genius and fabric of our own culture and tradition. It is well known that we have a rich tradition of music and dancing—not merely classic. The Com-
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mittee, therefore, recommend that Government should make an intensive study of the whole aspect of entertainment and its various forms and formulate in consultation and cooperation with State Governments and other official as well as non-official agencies, a comprehensive scheme for the development and promotion of Indian dance and music and other recreational programmes including sports and athletic activities, so as to provide a unique and interesting entertainment to the foreign tourists at various places of tourist interest. They have no doubt that adequate guidance and necessary assistance will be made available by the Government to the concerned agencies for this purpose.

- 96 10.20 The Committee further suggest that the State Governments may also be persuaded to explore the possibilities of developing outdoor sports and recreational facilities in each region having potentiality of attracting tourists.
- 97 10.32 The Committee need hardly emphasise that the great variety of wild life existing in the country provide a unique and excellent form of recreation to the tourists and thereby can go a long way in stimulating and attracting foreign tourist traffic. In this connection they note that other countries like Kenya have developed tourism on a large scale on the basis of the wild life existing there. The Committee have already dealt with *in extenso* the question of preservation of wild life and the measures necessary for the development of wild life tourism in the country in their Seventy-sixth Report on the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Agriculture)—Forestry. In that Report they have *inter alia* recommended the appointment of *ad hoc* Committee to undertake a comprehensive review of the working of the Indian Board of Wild Life and have also suggested that a programme for the development of national parks and sanctuaries and creation of facilities to attract foreign tourists should be worked out in closer coordination and consultation with the Department of Tourism which can assist in the development of rest houses, roads in the sanctuaries etc. The Committee hope that with the implementation of the recommendations referred to above, it should be possible in due course to attain the twin objectives i.e. preservation of wild life as well as promotion of wild life tourism in the country



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They have no doubt that a long range and integrated wild life policy would be formulated and implemented in consultation with the State Governments and also non-official bodies engaged in the promotion of wild life tourism and that all facilities like reception-  
 ous-information centres, transport, etc. would be provided for the tourists in the national parks and game sanctuaries.

- 98 10.33 The Committee consider that wild life photo safari traffic can prove an excellent inducement to attract tourist traffic to the country. It is unfortunate that this is not being fully exploited at present. The capacity to provide proper facilities for wild life photography in the Sanctuaries and National Parks so as to present a variety of wild animals including tigers and lions in their natural habitate and organised tours of foreign tourists to these places, has not yet developed in our country. The Committee suggest that besides providing these facilities and strengthening measures against poaching in existing wild life Sanctuaries and National Parks, certain specified areas should also be developed for wild life photography and for this purpose construction of accommodation with boarding and lodging facilities should be taken up in the game sanctuaries.
- 99 10.35 The subject of 'fisheries' being in the State List of the Seventh Schedule of the Constitution, the Committee feel that the task of developing the facilities for river fishing and sea fishing as sports in their respective regions devolves primarily on the State Tourist Departments. The Committee, however, suggest that the Centre should, besides coordinating various measures intended for achieving inter-State Cooperation, provide necessary guidance and help to the States in this regard.
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**APPENDIX IX**  
(*Vide* Introduction)

*Analysis of recommendations/conclusions contained in the Report*

**I. CLASSIFICATION OF RECOMMENDATIONS**

**A. Recommendations for improving the organisation and working :**

Serial Nos. 1, 2, 4, 5, 6, 7, 8, 10, 11, 12, 13, 14, 16, 17, 18, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 72, 73, 74, 75, 76, 77, 78, 79, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, and 99

**B. Recommendations for effecting economy :**

Serial Nos. 3, 9, 15, 19, 48, 59, 71, and 80.

**II. ANALYSIS OF THE RECOMMENDATIONS DIRECTED TOWARDS ECONOMY**

Sl. No.	S. No. as per Summary of Recommendations (Appendix VIII)	Particular
1	2	3
1	3	Government should ensure that the financial provision made in the Fourth Five Year Plan is fully utilised on judiciously selected schemes for the development of tourism in the country. The schemes should be formulated after detailed scrutiny in the light of past experience and should be executed expeditiously.

1	2	3
2	9	The establishment of additional tourist offices abroad should be considered only after the results of joint promotional efforts with Air India are fully known.
3	15	India should participate only in those fares and exhibitions where it is absolutely essential to do so in the commercial interest.
4	19	As it is necessary to rationalise the basis of the printed publicity, the investment of money in printing of tourist literature should be properly examined and approved by a screening Committee.
5	48	Traffic survey for the setting up of each motel may be made exhaustively and the economics of each motel worked out in detail before proceeding with the project.
6	59	Government should take immediate corrective steps to ensure that the foreign exchange spent by tourists in the country is surrendered to the Reserve Bank of India and not diverted in unauthorised hands.
7	71	Immediate steps should be taken to work out in detail the economics of group travel by foreign tourists with a view to effect economy and provide concessions so as to make group travel more attractive.
8	80	Government should evaluate the economics of Gulmarg Project carefully and reconsider whether this project could be deferred for the time being.

Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No
<b>DELHI</b>			33. Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi—1.	68
24. Jain Book Agency, Connaught Place, New Delhi.	11			
25. Sat Narian & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	3	34.	People's Publishing House, Rani Jhansi Road, New Delhi.	76
26. Atma Ram & Sons, Kashmere Gate, Delhi-6.	9	35.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.	
27. J. M. Jaina & Brothers, Mori Gate, Delhi.	11	36.	Hind Book House, 82, Janpath, New Delhi.	95
28. The Central News Agency, 23/90, Connaught Place, New Delhi.	15	37.	Bookwell, 4, Sant Narakari Colony, Kingsway Camp, Delhi-9	96
29. The English Book Store, 7-L, Connaught Circus, New Delhi.	20	<b>MANIPUR</b>		
30. Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.	23	38.	Shri N. Chaoba Singh, News Agent, Ram Lal Paul High School Annex, Imphal.	
31. Bahree Brothers, 188, Lajpatrai Market, Delhi-6.	27	<b>AGENTS IN FOREIGN COUNTRIES</b>		
32. Jayana Book Depot, Chaparwala Kuan, Karol Bagh, New Delhi.	66	39.	The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON—W. C.—2.	59

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