

Full Length Research Paper

Policy analysis of tourism development in Bangladesh compared with the Bhutanese policy

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This research is an analysis of tourism policy of Bangladesh which aims at finding out the real problem of the policy and whether its goals and objectives are achievable or not. This study utilizes the multi-goal technique of policy analysis (mixed of both qualitative and quantitative approach) since it encompasses three goals such as environmental impact, efficiency and equity and some corresponding objectives. Keeping the tourism policy of Bangladesh as the status quo, an in-depth comparative analysis of two policies has been carried out where the other policy option is 'Low Volume, High Value' policy of the Kingdom of Bhutan. On the basis of necessary measuring criteria, the analysis has been done. Considering the criteria of efficiency, effectiveness and environmental issues the Bhutanese policy proves as the best policy obtaining 53 points out of 58 whereas Bangladeshi policy achieves 28 points. This analysis creates basis for choosing Bhutanese policy to implement in Bangladesh.

Key words: Bangladesh, Bhutan, tourism policy, tourists, multi-goal.

INTRODUCTION

Tourism has been attracted as one of the fast growing industries in developing as well as in underdeveloped countries, which is already significant in developed countries. Many countries all over the world add a substantial percentage of income to gross domestic income. The tourism industry produces considerable economic benefits to both host countries and tourists' home countries. According to the World Tourism Organization, International tourist arrivals reached a record of 982 million, an increase of 4.6% in 2010, while receipts grew by 3.8% to US\$ 1.030 billion. Asia and the Pacific had the share of 22% (217 million tourists) of the

world tourist where Bangladesh earned only 5 million (Rasul and Manandhar, 2009). It is very insignificant number for Bangladesh.

There are many unexplored and unutilized resources in Bangladesh. Tourism is one of those important areas where Bangladesh can earn a lot. There are lots of tourist spots which can be good source of earning money by providing management facilities, developing sites, providing security. The country is famous for its natural beauty and tropical weather that attract tourists from other countries (Ali and Parvin, 2010). However, Bangladesh has failed to get most benefit from this

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sector. In the context of economic development, foreign exchange earnings and national growth of Bangladesh, the tourism industry is yet to make significant contributions (Ahmed, 2009). There are a good number of tourist sites in Bangladesh. Among those some are declared as world heritage by UNESCO. By developing those natural sites, our country can set up this industry as one of the most significant foreign exchange earning industries. However, lack of good facilities (such as communication, accommodation, infrastructure etc), good tourism management (both public and private), safety and security, agency trust and problem with the degraded tourist sites have stopped the progress of this industry in Bangladesh. In spite of having good weather, geographical location, cheap living expenses, tourism sector has failed to attract to make it successful one. The above mentioned problems have created negative impact such as environment degradation, loss of cultural heritage, loss of opportunity for creating employment, social mobility and finally huge loss of economic investment. Hence the necessity of developing a sustainable tourism policy particularly tourism site development (natural) claims the urgent demand.

This paper aims at analyzing the tourism policy of Bangladesh with Bhutanese policy in line with the multi-goal analysis and provides recommendations which policy deserves as the best one.

Problem statement

In spite of having all positive factors for making a successful tourist destination, Bangladesh has failed to make the tourism sector as an industry due to many problems. It is found that Bangladesh has the longest sea beach of the world at Coxes Bazar, the largest mangrove forest, the Sundarbans, attractive hilly areas in Hill Tracts, natural greenish beauty with the combination of about 230 small and big rivers, tropical weather; yet, we cannot attract sufficient number of foreign tourists (Chowdhury, 2010; Mia et al., 2012). Multifaceted problems are causing the frustrating scenario of the country's tourism sector (Rasul and Manandhar, 2009; Alam et al., 2010). These are classified into six categories associated with some other sub-categories (Table 1).

Overall problems associated with strategic planning have been stated above. Here comes the tourism site development issue and its problem. There are a lot of tourist sites across the country with distinct beauty and characteristics and affected by many problems as well. There is picture of tourism sites divided by regions (Table 2).

Objective of the paper

The objective of the paper is to examine the tourism

Policies of Bangladesh and Bhutan in order to recommend for Bangladesh which will be the best policy to be adapted by the government on the basis of findings of particular policy analysis technique.

LITERATURE REVIEW

Tourism Policy in Bangladesh

Bangladesh government has reformulated the 'National Tourism Act 2010' with some major changes taken based on the previous policy of 1992 in order to make the policy effective and create huge employment opportunity in this sector which ultimately target to socio-economic development of the country particularly rural economy (GoB, 2010). This new policy tells about the comprehensive strategic plan of action. Its main targets are to develop eleven specific areas that include development of sea beaches, ecotourism in Sundarbans mangrove forests, archaeological and historical spots, riverine and local tourism, religious spots, cultural tourism, local tourism, young professionalism, community or region based tourism, sports and heritage. These targets connect to the strategic plan of working together with 15 ministries jointly for achieving goals by providing various facilities to the tourists including site development, infrastructure, food variety, cultural functions. Government's plan is to boost up the tourism at local level by dividing the whole country into seven regions corresponding to seven local government divisions.

Tourism industry in Bangladesh

Bangladesh is the member of World Tourism Organization since its inception in 1974 and establishes the Ministry of Tourism and Civil Aviation with a goal to make one of the important tourism destination countries in the world. In spite of having many problems, this sector has an impact in the national economy with a huge income from foreign and domestic tourists. Currently Bangladesh is performing very well in terms of fascinating tourists with the development of spots. Bangladesh Parjatan Corporation, a government organization claims that the number of visitors to Bangladesh was 150 thousand during the last six months and earning was 2759.80 million taka which touches the new record. This public organization also claims the earning from domestic tourists would be around double of international earnings. It is also mentionable that Bangladesh ranks just above Bhutan among South Asian countries in terms of attracting international tourists. Tables 3 and 4 describe the positive impact of tourism in terms of visiting countries and foreign currencies.

It is seen from the data presented in the tables that there is a significant improvement found in the tourism

Table 1. Multifaceted problems of tourism in Bangladesh.

Main problem	Linked to strategic issues	Associated problem	Impact
Tourism site degradation	Environmental issues	Loss of cultural heritage,	Number of tourists reduced, foreign exchanged reduced, low investment, low economic return
Safety and security	Law and order	Smuggling, hazards, tourist dissatisfaction	
Lack of good infrastructure facilities	Long-term planning	tourist dissatisfaction, uncomfortable staying	
Lack of professional management	Government planning	Visa problem, tourist dissatisfaction	
Travel agency fraudulency	Poor monitoring of concerned government organizations	tourist dissatisfaction	
Lack of good facilities needed for tourists	Government and Public-private initiatives	unemployment , tourist dissatisfaction	

Table 2. Tourism sites by region with main attractions and problems.

Divisions	Location	Distance from Capital	No of Tourist spots (approximate)	Main attractions (natural)	Current problem
Dhaka	Central	-	50	Archaeological spots	Maintenance
Chittagong	South	264km	63	Cox'sbazar sea beach, potenga, parki sea beach, hilly districts, mountains	Environmental degradation, political crisis
Rajshahi	North-west	264	21	Chalanbil	Management
Sylhet	South-east	209	23	Jaflong, Tamabil	Infrastructure
Barisal	North-west	350	14	Kuakata seabeach	Infrastructure
Khulna	West-North	300	18	Sundarbans	Environmental degradation, Water ingression, salinity
Rangpur	North	240	12	Sundarbans	Infrastructure

sector.

Here comes the multi sectors' involvement for achieving the policy goals. Government mechanism that includes ministry, other bodies, local government institutions, local people, private business persons are the main components for making this sector successful in terms of environmental protection, business initiatives, employment generation, maintaining professional and ultimately targeting to strengthen national

economy. This is complex but interconnected structure of tourism industry that can be presented (Figure 1).

From the figure it is easily seen that there is multi-dimensional involvement in the tourism industry, particularly tourism sites and effects also have different magnitudes either positive or negatives. Literature suggests numerous positive effects.

Tourism policy in Bangladesh has some goals

of making the industry as the efficient, effective and credible one by achieving some objectives of making the site environmentally sustainable, increasing employment and also developing private initiatives in line with the government progress.

Environmental issues

One of the main goals of tourism site development

Table 3. Foreign visitors arrival by months (2000-2009).

Month	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
January	23,160	25,548	23,711	22,193	23,670	20,213	16,382	16,733	39,345	28,632
February	18,730	20,724	16,152	19,041	25,012	15,848	13,473	17,308	30,788	26,286
March	15,982	20,062	17,898	16,506	24,262	19,853	13,659	17,579	30,079	25,114
April	14,976	19,216	15,372	15,299	23,173	16,234	12,261	23,956	25,128	24,786
May	15,647	15,926	15,771	17,996	14,959	18,535	20,971	20,853	36,929	23,704
June	14,212	16,606	15,754	21,867	23,020	17,496	17,002	24,483	39,158	22,244
July	14,809	15,517	14,345	22,957	26,991	19,773	25,604	32,223	42,457	21,780
August	13,399	16,739	14,315	19,041	21,938	15,292	14,244	20,614	36,017	18,239
September	12,874	11,015	13,022	17,968	19,860	13,166	16,823	18,509	26,723	14,749
October	15,855	13,053	18,601	23,498	21,785	15,568	17,237	27,073	43,213	19,963
November	19,489	15,265	17,136	21,028	27,208	18,399	14,734	30,308	39,996	19,336
December	20,078	17,528	25,169	27,115	19,392	17,285	17,921	39,471	77,499	22,274
Total	199,211	207,199	207,246	244,509	271,270	207,662	200,311	289,110	467,332	267,107
% Change	15.30	4.01	0.02	17.98	10.94	-23.45	-3.54	44.33	61.65	-42.84

Source: Special Branch, Bangladesh Parjaton Corporation, http://www.parjatan.gov.bd/tourism_2009.php.

Table 4. Foreign Exchange Earnings from Tourism (2001-2010-million taka).

Month	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Jan	273.80	297.50	259.00	457.00	450.42	653.71	561.13	749.28	649.24	495.98
Feb	218.10	260.60	327.00	393.70	502.73	554.11	624.04	585.06	579.46	496.98
Mar	196.10	336.20	355.90	425.90	468.50	538.94	471.90	527.79	518.90	565.97
Apr	219.00	312.50	241.10	309.40	335.56	411.62	387.22	459.35	473.85	427.37
May	240.50	282.70	226.30	305.00	347.95	452.02	449.95	423.06	538.21	342.11
Jun	221.70	313.00	288.00	279.70	301.23	394.96	366.17	509.52	417.71	473.03
Jul	207.10	267.50	302.30	303.60	296.98	398.14	346.63	461.98	453.03	320.97
Aug	170.50	251.50	232.00	285.90	354.61	424.16	363.72	417.30	439.32	431.37
Sep	193.40	245.90	217.30	293.10	334.14	362.29	342.54	464.46	350.65	368.06
Oct	187.00	205.00	265.10	247.90	332.67	327.95	359.68	415.67	361.99	525.26
Nov	234.80	277.70	224.20	250.42	324.45	444.50	440.25	519.39	461.28	477.14
Dec	291.80	262.50	371.80	415.94	444.65	568.25	551.96	591.66	518.60	638.46
Total	2653.80	3312.60	3310.00	3967.56	4493.89	5530.65	5265.19	6124.52	5762.24	5562.70
% Change	1.02	24.82	-0.08	19.87	13.27	23.07	-4.80	16.32	-5.92	-3.46

Source: http://www.parjatan.gov.bd/tourism_2010.php.

is to emphasize the environmental issue by preserving it and making the degradation at a lowest level. From the research findings of Iftexhar and Takama (2008) regarding flora, there are a total of 138 plant species identified by people and the percentage of shrubs, trees and climbers over 37, 21 and 16 per cent, respectively. Respondents said all major mangrove species have been decreasing regardless of whether they were planted or had naturally occurred. In terms of fauna, respondents identified 64 species of which half of them were birds. Mammals are in highest number which was 72 per cent. They responded that birds and reptiles are decreasing by

12 per cent per year which is alarming for the environment. There are as much as 6 underlying and 7 proximate causes for this environmental problem where encroachment is the most significant one. About 80 per cent people mentioned the very bad condition of the environment (Haq, 2010).

Since government has targeted to develop the tourism at seven regions, there is huge budget allocated for development of those sites by establishing infrastructure, contracting out, building awareness of environmental preservation. The total money allocation can be seen in Table 5.

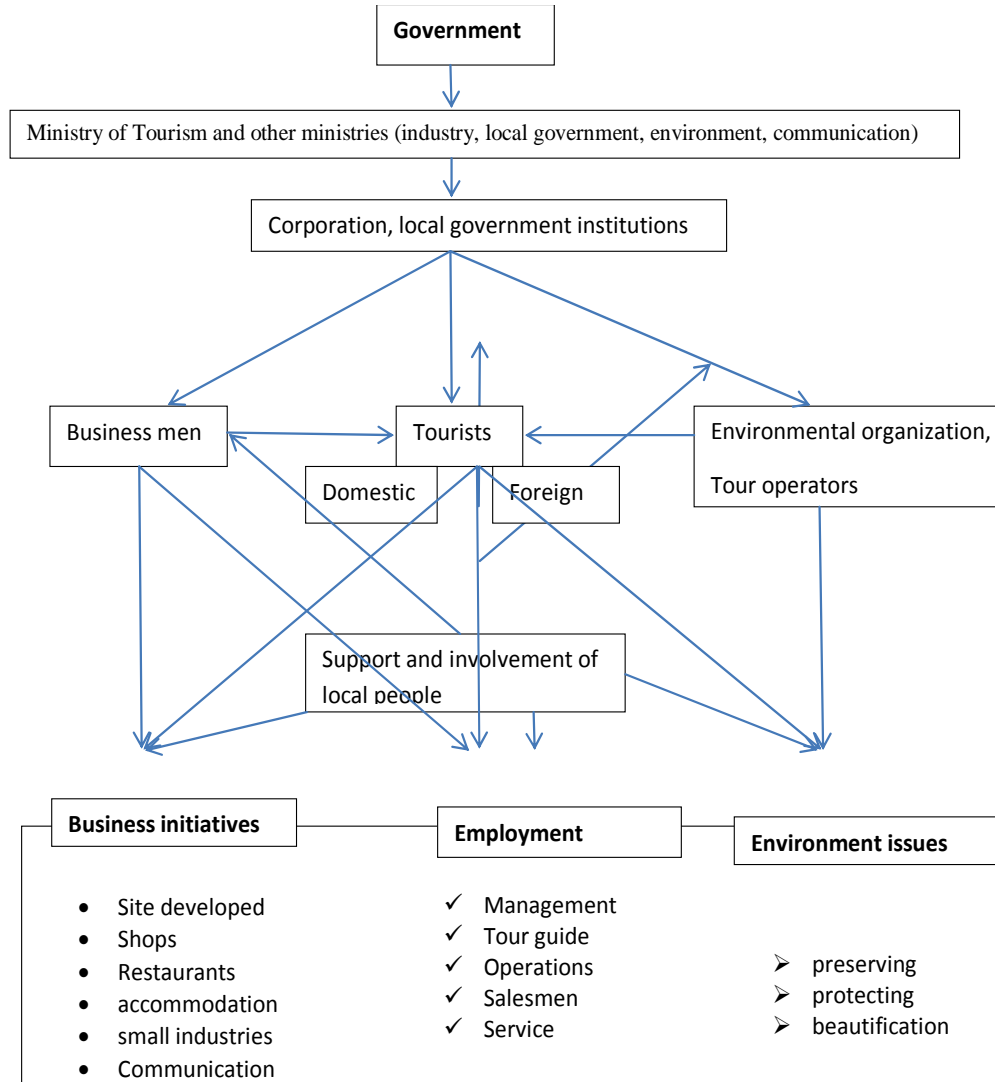


Figure 1. Relation among government agencies in creating opportunities for tourism.

Employment

Government has set the objective of creating employment opportunity and increasing it 50 percent in the region from the present level ultimately targeting to decrease the huge employment of the country which is presently more than 40 percent. There are many areas of creating employment directly or indirectly relating to tourism (Ahmed and Bose, 2010). Many formal and informal jobs have been currently available which are being served by the mostly local people.

Equity

This policy has the main target of achieving foreign currencies for which government and other private organizations are trying to satisfy the foreign tourists. So

the opportunities and facilities sometimes are costlier, but maintain the standard which is also necessary. Since this is fast growing industry and domestic tourists are also visiting places, private organizations are exploiting this opportunity and doing business. So the equitable treatment to both the valued customer is found in the tourists' spots.

Sustainability

Sustainable tourism, specially the site development is considered the main driving force for attracting tourists and earning more, where maintaining environmental issues are prime concern along with infrastructural and safety issue (Altinay and Hussain, 2005; Boora, 2005; Singh, 2007). This approach will sustain the regular flow of tourists, ultimately nation's GDP.

Table 5. Budget allocation for site development and environmental protection in seven regions in 2010-11 (million taka).

Purpose	Dhaka	Rajshahi	Chittagong	Khulna	Barisal	Sylhet	Rangpur	Total
Infrastructure	50	80	110	87	70	76	54	527
Awareness building	3	3	5	6	4	5	3	29
Employment creation	32	120	150	154	110	80	90	736
	85	203	265	247	184	161	147	1292

Source: various documents of local government institutions

Low volume, high value policy of Bhutan

The Kingdom of Bhutan opened its doors to tourism only in 1974 under a regulated program. And in 1991, the Royal Government of Bhutan privatized the tourism industry to encourage increased private sector participation in order to increase the foreign tourists.

The Royal Government of Bhutan has adopted the policy of "Low Volume and High Value" tourism on the principle of sustainability, meaning that tourism must be environmentally and ecologically friendly, socially and culturally acceptable, and economically viable (www.tourism.gov.bt/, <http://www.intracen.org>). Adopting this policy, there is also another underlying reason that an unrestricted flow of tourists can have adverse impacts on Bhutan's unique culture and traditions and its pristine environment. This policy includes tourists must arrange travel through a licensed Bhutanese travel agency and cannot travel independently.

Although there was a restriction on the flow of tourism right from the beginning, Bhutan is now deemed as a living museum, rich in culture, tradition, religion, history, and has successfully preserved its environment in its original form. Though there is no quota or limit on the number of tourists allowed to visit Bhutan, the volume of tourists visiting Bhutan is regulated to a manageable level by the constraints of tourism infrastructure and the high tourist tariff set by the Royal Government of Bhutan (www.tourism.gov.bt/).

After the privatization, the Tourism Council of Bhutan works in close cooperation with the Association of Bhutanese Tour Operators, the Hotel Association of Bhutan and the Guide Association of Bhutan to establish a channel for closer and more effective collaboration between the tourism industry and the Department of Tourism in order to ensure the interests of the private sector in developing tourism in a sustainable and responsible manner. The government encourages initiatives to enable the private sector to provide value for money to their clients. Bhutan has focused on strategies to promote and develop its ecotourism and nature -based tourism for protecting and preserving the country's natural assets.

The Bhutanese tourism policy is a controlled policy that has political viewpoint maintained through imposing daily tariff, following a guided tour, enforcing certain condition emphasizing on eco-tourism and restricting the visa

processing issues and as a result of these constraints, the number of tourists are limited to the affluent people across the world. Although academics and researchers find the politics in this policy, it has provided the opportunity of sustainable tourism (Nyaupane and Timothy, (2010).

Environmental issues in Bhutan

Because of the wide altitudinal and climatic range, the flora and fauna is diverse and rich in Bhutan. Almost 60 per cent of the plant species that is found in the eastern Himalayan region can also be found in Bhutan as well. The environment researchers claim that there are about 300 species of medicinal plants and about 46 species of rhododendrons. A wide range of animal could also be found frequenting the jungles of Bhutan. This country has also a great variety of bird species that is over 670. It is recognized as an area of high biological diversity and is known as the East Himalayan 'hot spot' situated at the hub of 221 global endemic bird areas. However about 57 per cent of birds are threatened and 90 per cent of the country's restricted rare birds are dependent on forests. It also claims that it has about 415 resident bird species. There are about 50 species of birds that migrate in winters (<http://www.tourism.gov.bt/what-to-do/nature>). Royal Society for Protection of Nature and National Biodiversity Centre are both working for environmental protection. Bhutan has designated over 25 percent of its landmass as protected areas that assert a 72.5 percent forest cover, 5,500 plant species, and 165 recorded animal species in order to maintain its forests and biodiversity (Reinfeld, 2003).

METHODOLOGY OF POLICY ANALYSIS

This paper aims at achieving some objectives by analyzing the tourism policy emphasizing on government's interventions and providing suggestions by analyzing the policy alternatives.

Methodology And Multi-Goal Technique: Literature suggests that there are two kinds of collecting data on policy analysis such as document research and field research (Weimer and Vining (1999). First one includes searching theories and empirical evidence from published journals, articles, periodicals, newspapers, unpublished documents, official documents, research papers etc. And the field

research includes collecting data from the field by interviewing people on some structured or semi-questions or filling up questionnaires. These are raw data which are generally furnished by using statistical tools and made usable for interpretation. Since secondary data are documented and easy to collect, this method has been used in this paper. The author used various documents related to the topic mainly published through websites of different government organizations. Besides these, he also used three other sources of documentation as suggested by Weimer and Vining (1999) which are ii) journal articles, books and dissertations; iii) publications and reports of interest groups, consultants and think tanks; and iv) the popular press.

Regarding the policy analysis of tourism policy of Bangladesh, multi-goal technique has been selected among the five policy analysis techniques such as formal benefit-cost analysis, qualitative benefit-cost analysis, modified benefit-cost analysis, cost effectiveness analysis, and multi goal policy analysis (Weimer and Vining, 1999). Since all these approaches are different from each other in terms of their contextual dimensions, socio-economic implications, availability of data, time and resources, scope, usefulness and above all goals and objectives of the policy, multi-goal is the best suited method for analysing the stated policy. The paper uses the approach to analyse the policy on the basis of some measuring criteria in order to achieve three objectives and corresponding three goals.

METHODOLOGY

This research employs the mixed method approaches of both quantitative and qualitative. Data were collected mainly from the secondary sources such as books, ministry reports, scholarly articles, newspapers, websites of various organizations. Primary data were also collected through phone and email from the local government bodies of Bangladesh and Bhutan. Data cover both quantitative and qualitative information. The theoretical framework has been developed on the basis of understanding derived from the scholarly writings on public policy, policy analysis, methodology. The analysis part of this research explains in-depth investigation of data categorizing the themes evolved from goals of the policies such as equity, efficiency and sustainability. This part was supported by the quantitative data where data were triangulated through checking the sources and various data collection techniques. Data presentation follows some elementary statistical analysis and graphical presentation. It is also supported by the three point weightage scale that helps to calculate the value of two policies based some criteria. The main thrust of this paper is to analyze the public policy through multi-goal technique where quantitative and qualitative approaches are the best fit because of purpose, process of the technique. This methodological process provides the basis for choosing the best alternative by objectively and subjectively judging every element of policies as well as future consequences.

POLICY ANALYSIS

Policy Goals: There are three goals stated in the policy:

- i. The first goal is the environmental preservation that can be measured with primary data on degradation of tourist sites and development made.
- ii. Since the country tries to attract more tourists either local or foreign, there must be the satisfaction at the highest level by providing the necessary facilities that will lead to earn expected income. Here the issue of efficiency of managing resources and getting most out of it.
- iii. For the sustainability of the policy, there is a target of attracting

all level of tourist so that everybody can get same treatment for getting benefits such as entry fee, accommodation charge, even the fair distribution of spots across the country. So, maintain equity is another important goal of this policy.

Policy objectives:

- a) To develop the eco-friendly tourist sites and minimize at lowest level of environmental degradation by the year 2015.
- b) To minimize the unemployment of at least 25% in the tourist sector by creating employment opportunity in order to reduce poverty by the year 2015.
- c) To develop the public private partnership for at least in 25% tourist spots in order to manage these properly by 2015.

Policy alternatives

Policy Option-1: Status Quo

The tourism site development policy in Bangladesh is the status quo in this paper. In terms of efficiency, it creates high value since government has emphasized in the long-run development. The government mechanism along with private initiatives, this sector is now well maintained, well-structured and well-established industry. Government is also successful for making people involved in meeting the demand side of tourists. Due to the pressure of environmentalists of the country and global agencies eco-tourism is also prominent issue. In terms of environmental impact, although government is trying hard to maintain the natural environment in order to attract more tourists to the natural spots across the country, due to some local ill-motive business this issue has got less success. Due to the lack of awareness about the environment, huge loss of flora and fauna have been identified. While maintaining the equity for tourists, foreign tourists are more emphasized customers since government's main target is to earn foreign exchange to strengthen national GDP. All facilities given to the tourists are convenient and less costly to the foreigners but expensive to the local customers. However, a lot of facilities are now open which can be used by both domestic tourists as well as foreign tourists for minimizing the costs.

Policy Option-2

The Royal government of Bhutan emphasized the satisfaction of tourists since they opened this sector recently and did well after privatization in 1991 after adopting a new policy 'high value, low volume'. So the efficiency is relatively high in terms of earning money of huge foreign exchange with a minimum number of people engaged in this sector. As their main slogan is to value the customer and low intake, they maintain everything very well. For maintaining security and safety, tourists are forced to use licensed tour operators. In terms of environmental impact, Bhutan government is successful in preserving environment with less chance of environmental degradation. The underlying meaning of Bhutanese tourism policy is that tourism must be sustainable, meaning that it must be environmentally and ecologically friendly, socially and culturally acceptable as well as economically viable. However, in terms of equity, this policy carries less credit because only few rich customers can take this opportunity for its high value. Tourists have to pay much for visiting Bhutan and they are forced to use the licensed tour operators which are also costlier.

COMPARATIVE ANALYSIS OF TWO POLICY OPTIONS

There are many factors involved in tourism sector. In order to

Table 6. Number of people involved in tourism related jobs in seven regions in 2010-2011 (in thousand).

	Dhaka	Rajshahi	Chittagong	Khulna	Barisal	Sylhet	Rangpur	Total
Transportation	10	4.5	7.5	5.5	3	4	3.5	38
Food	14	10.5	21.5	16	5.5	11	5	83.5
Accommodation	5	2.5	3	2.5	2	2	1.5	18.5
Shops	11.5	10	17	5	4.5	10	6	64
Guides	2	1.5	2	2	1	1.5	0.5	10.5
Entertainment	1	0.5	1	1	0.5	1	0.5	5.5
Safety and security	0.25	0.15	0.2	0.15	0.1	0.1	0.1	1.05
	43.75	29.65	52.2	32.15	16.6	29.6	17.1	221.05

Source: developed on the basis of various documents of local government institutions, newspapers.

Table 7. Average income in different jobs in tourism.

	Average income in seven regions (2009-2011) (in taka)	Average income in seven regions (2010-2012) (in taka)	Income raised (%)
Transportation	6045	7010	15.96
Food	3580	4000	11.73
Accommodation	3840	4120	7.29
Shops	3310	3360	1.51
Guides	2050	2200	7.32
Entertainment	2360	2540	7.63
Safety and security	3620	3750	3.59

Source: Local Government Offices.

Table 8. Number of incidents that happened in seven regions (2010-11).

	Dhaka	Rajshahi	Chittagong	Khulna	Barisal	Sylhet	Rangpur	Total
Killing of animals	43	32	49	41	14	40	21	240
Killing of birds	54	43	78	71	45	61	34	386
Cutting tress	52	53	120	87	31	70	41	454
Soil erosion by flood	6	7	12	11	17	11	6	70
Soil erosion by rain	12	12	32	22	27	24	9	138
	167	147	291	232	134	206	111	1288

Source: various documents of local government institutions.

analyze the comparative benefits of two policy alternatives we need to consider some measuring criteria relating to objectives and goals. Data have been collected to consider employment, environment and private initiatives.

In the status quo policy alternatives, the literature says a good number of people are directly involved in doing those jobs mentioned above. Table 6 proves so.

The creation of employment opportunity and financial mobility has made positive impact on local income. In research findings it is found that the local income rises to a substantial level. Table 7 tells about the average income of some particular jobs.

Environmental degradation is a major concern to the environmental scientists of Bangladesh. This is happening mostly due to many man-made causes. The forest land (1%) is decreasing in alarming way; number of plant (2%), animals (4%), and birds (6%) are also in danger. This is also the same case in the tourist sites since these are mostly forest or natural area. By protecting and enforcing law government is trying to minimize the degradation.

This protection includes limited entry to the deep forest or unauthorized entry, awareness building, enforcement of law, creating better environment of birds and animals and tourists (Mahmud, 2012). Since government has planned to develop this area for tourists, no one is allowed to cut trees, plants, prey birds for which this came to about zero damage and ultimately preserved environment (Mahmud, 2012) (Table 8).

Regarding the 'low volume, high value' policy of Bhutan, for taking this policy Bhutan received 64028 tourists so far in 2011 with an expectation of welcoming 100000 tourists in 2012. The country earned US\$ 47.68 million last year and collected a royalty of US\$ 14.89 million. About 21000 people are directly and indirectly involved in this sector. The tourism initiatives are specially aimed at generating employment for 25000 Bhutanese and contributing 15 per cent of the total country's GDP by the year 2013 (<http://www.bhutantour.bt/>). The overall picture of Bhutanese tourism is stated in Table 9.

Two policies of two different countries have huge impact on

Table 9. Overall picture of tourism in Bhutan.

	2009	2010	2011	2012	2013
Arrival of tourists (foreign)	27308	42012	64028	100000	156000
Income (in million US dollars)	0	40.67	62.57	97.72	152.44
Employed people	12000	14500	18000	21000	25000

Source: Developed by author on the basis of data found in various websites.

Table 10. A comparative analysis of two policy options.

	Bangladeshi Policy	Bhutanese Policy
Tourist visited in 2011 (in million)	0.35	0.1
Income earned (million) in 2011	US\$134.35	US\$62.57
Employment (2011)	442100	18000
Contribution to GDP	0.66%	15%
Private initiatives began	Not mentioned	1991

national economy. The comparative analysis seen in Table 10 tells about the cumulative progress in this industry.

It can be explained that although many people of Bangladesh are engaged in tourism, the country earned insignificant number of amount (US\$134.35), which was only 0.66 per cent to national GDP. On the contrary the royal Bhutan earned US\$62.57, by employing only 18000 people; and this is a great contribution to the national budget which is about 15 per cent.

FIT TO MULTI-GOAL ANALYSIS

From the discussion on three policy options and in order to achieve goals and objectives of tourism site development policy in Bangladesh there should be necessity of comparative analysis on the basis of criteria that can be presented by using multi-goal technique. An overall picture is stated in Table 11.

It is better to quantify the value and calculate in order to take decision easily for which the data table has been formulated below considering every factor (Table 12).

The table gives the favor of taking policy options 2 as it indicates high value.

Projection for achieving the objectives to be obtained by 2015

Since the objectives of the tourism site development policy have the targets to achieve by 2015, it is necessary to see the comparative projection by the next years, to what extent it will be possible. Considering some issues which generally are possible to convert into qualitative and quantitative value, the future direction of the three policies can be such, but the conditions are that if the other factors remain unchanged (Table 13).

FINDINGS OF THE POLICY ANALYSIS

Tourism site development policy is encircled by many problems. However, government initiatives regarding the environmental degradation and preservation have led to minimize the degradation particularly the loss of flora and fauna by developing awareness which has been done by

local government offices. About 7 programs have been so far organized at seven regions. Regarding the employment, about 2210500 people are engaged in this sector with an increase more than 10 per cent every year which is a significant number and positive impact in reducing about country's 40 percent unemployment. Government has also earned foreign income more during the past few years. In the first six months of 2011 it was 2759.80 million taka with a new record. Since it is profitable business, many private organizations have come forward to establish private hotels, restaurants, amusement parts that prove the economic improvement and private initiatives. So the tourism policy in Bangladesh shows its efficiency in managing resources, environmental issues and encouraging and establishing private initiatives which is ultimately a success of achieving goals and objectives. In the multi-goal analysis, this status quo receives on 28 points out of 58.

The high value, low volume is an effective policy found on the basis of data that this policy receives 53 points out of 58 which is highest in all three policy options. For imposing and mandatory some issues, this policy is very successful in earning huge foreign money amounting to \$62.57 which was highest in 2011. It was also rapid increase than the previous year. Bhutan received as many as 64028 foreign tourists in 2011 which was 56% more than that of previous year just employing only 21000 people. This policy believes in low volume of tourists which saves environmental degradation. Since Bhutanese government thinks the sustainable tourism policy denoting that it must be environmentally and ecologically friendly, socially and culturally acceptable as well as economically viable. Although it does not accept all type of tourists, it is successful in achieving three goals and very much effective in achieving objectives.

Although three policy options are of two different countries, there are some issues and measuring criteria

Table 11. Comparison of policy alternatives in multi-goal matrix.

Goals	Objectives	Measuring criteria/ Impact factors	Policy Options	
			Status Quo	High value, low volume
Environmental Impact	Policy Objective A	Environmental degradation	High	Low
		Eco-tourism	Moderate	High
		Environmental Preservation	Moderate	High
		Employment creation	442100	18000
		Income level Increased	moderate	High
Efficiency	Policy Objective B	Total income	US\$134.35	US\$62.57
		Contribution to GDP	0.66%	15%
		Tourists visited	0.35	0.1
		Tourist Satisfaction	Moderate	High
		Foreign tourists	High	High
Equity	Policy Objective C	Initiatives taken	Moderate	Many
		Domestic tourists (high income)	Moderate	High
		Domestic tourists (low income)	High	Moderate

Table 12. Comparison of value of policy alternatives in multi-goal matrix.

Goals	Objectives	Measuring criteria/ Impact factors	Policy Options	
			Status Quo	High value, low volume
Environmental Impact	To develop the eco-friendly tourist sites and minimize at lowest level of environmental degradation by the year 2015.	Environmental degradation	3	1
		Eco-tourism	2	3
		Environmental Preservation	2	3
		Employment creation	3	3
Efficiency	To minimize the unemployment of at least 25% in the tourist sector by creating employment opportunity in order to reduce poverty by the year 2015.	Income level Increased	2	3
		Total income	3	9
		Contribution to GDP	1	15
		Tourists visited	1	3
		Tourist Satisfaction	2	3
Equity	To develop the public private partnership for at least in 25% tourist spots in order to manage these properly by 2015.	Foreign tourists	3	3
		Initiatives taken	1	2
		Domestic tourists (high income)	2	3
		Domestic tourists (low income)	3	2
			28	56

are more or less applicable for all and targeting to achieve same goals and objectives. If government and private agencies work hand in hand, all policies will work well with a comparative benefit which mostly goes to Bhutanese policy.

CONCLUSION, RECOMMENDATIONS AND SUGGESTIONS

In conclusion, the question is what policy would be adopted and why? The answer goes with the policy

options 2 that means low volume, high value and there are some reasons behind this, such as:

1. Bangladesh is a densely populated poor country with a very low per capital income which can utilize this policy to earn more from the foreign tourists. The earnings from tourism of Bhutan is about 15% of their national GDP which is significant portion whereas region based Bangladesh tourism policy earns very insignificant 0.66% of the national GDP. However, Bangladesh has many natural tourists spots viz, Cox's Bazar- the longest sea beach in the world, Sundarbans- a mangrove forest and

Table 13. A comparative future direction.

Policy factors	Status Quo					Policy Option 2				
	Current Tourism Policy of Bangladesh					Low volume, High Value				
	2011	2012	2013	2014	2015	2011	2012	2013	2014	2015
Ecotourism	Ecotourism will be established in each country as the main target of the policy has been set as such									
Environmental degradation	Will decrease substantially in every policy since it has been emphasized in every policy									
Employment	221050	240000	260000	280000	300000	18000	21000	25000	28500	32000
Total earning (Million US\$)	134.35	154.50	177.68	204.33	234.98	62.57	71.96	82.75	95.16	109.4
Private initiatives	35	40	45	50	55	Nearly all ¹	Nearly all	Nearly All	Nearly all	Nearly all

230 beautiful rivers of different size and nature.

2. Since Bangladesh is populous country, by adopting the above policy, imitated number of tourists will create a positive impact on environment. It will reduce the environmental degradation.

3. The less number of tourists with greater option of more foreign income will help government and other agencies to maintain everything perfectly with greater satisfaction.

At this stage the author's suggestion is that government should adopt the 'Low Volume, High Value' policy for maximizing the profit, minimizing environmental impact and retaining sustainability. However, the strategies should be:

1. All tourist sites should be well connected and well equipped with infrastructural facilities, and other facilities tourists need. Even every spot should be self-sufficient for providing any kind of support.

2. Everything should be well documented in paper and electronically in order for transparency and competitiveness. Campaign and promotions should also be in place time to time.

3. Tourists are the valued customers who should be given top-most priority.

4. Tour operators, other concern agencies should be under strict rules and regulation for which no tourists can get misbehaviour or negative impression about the country.

5. A regular monitoring cell should be working for betterment, solving instant problem faced by tourists where local government bodies of government may play a vital role.

FURTHER IMPLICATION

If the 'Low Volume, High Value' has been adopted to implement in Bangladesh, positive implications will be found such as strengthening national economy, protecting environmental issues, building country image, protecting cultural heritage, developing public-private partnership, increasing satisfaction of tourists. However, it will decrease the employment generation which will

create negative impact in the society as well as country.

Conflict of Interests

The author has not declared any conflict of interests.

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The Sundarbans (Bengali: সুন্দরবন, Shoondorbôn) is the largest single block of tidal halophytic mangrove forest in the world.^[1] The Sunderbans is a UNESCO World Heritage Site covering parts of Bangladesh and Indian state of West Bengal. Two-third of the Sundarbans is in Bangladesh while rest one-third is in West Bengal, India (Source Wikipedia, UNESCO).