

Developing scenarios for tourism in Goa: a multi-stakeholder workshop report

TERI organised a one-day workshop on building scenarios for tourism in Goa, on 9th June 2001. The objectives of the workshop were to:

- Harness the intellectual power of a cross section of stakeholders to identify signals of change or key driving factors
- Analyse implications of these signals to tourism in Goa
- Build scenarios (alternative stories about the future) having implications for tourism in Goa

This was organised as a multi-stakeholder meeting in order to:

- Sensitise tourism planners/managers/activists to other stakeholders/outside world.
- Help think “outside the box”
- Help us understand today better by imagining a tomorrow that involves ‘others’
- Help identify key threats and opportunities
- Spot changes early
- Help build partnerships for more sustainable tourism

Figure 1. Break-up of the stakeholder group

Stakeholders	Confirmed	Participated
Government	14	10
Central government	1	--
State government	10	7
Local government	3	3
Industry	13	8
Travel agents/operators	--	--
Hotel owner/managers	3	2
Restaurant / shack	2	1
Associations/GCCI	2	3
Entertainment /shopping	3	-
Support: communication/publicity	3	2
Community	22	16
Householders	4	3
NGO'S	4	4
Journalist/opinion makers	6	4
Academics/professionals	8	5

See figure 1 for detailed break-up of the stakeholder groups.

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The first group interaction was 'the context scan'. Participants were asked to list out 5 positive and 5 negative features of the tourism scene in Goa. These positive and negative features were then organised under the following 4 headings: economic, social, ecological and governance. See figure 2 for distribution of responses by domains.

Annexe 1 and 2 provides the detailed break-up of positive and negative features within each domain. Thus the most positive features relate to the **economic** domain (41%) followed by **social** (32%) and the most important negative features relate to **social** (30%) and **ecological** (30%) followed by **governance** (28%).

Figure 2. Distribution of responses by domain

	% Responses	
	Positive	Negative
Economic	41	12
Social	32	30
Ecological	11	30
Governance	16	28
Total responses %	100	100

A breakout session with like groups followed. Three groups were formed with people from government, industry and local community. Academics, professionals, journalists and other opinion makers were assigned across the 3 group.

Each group was asked to identify the key driving factors that would impact tourism in Goa

Figure 3. Key driving factors that emerged from working groups - session 1

These key driving factors were then used to attempt a first broad identification of scenarios. The scenarios are elaboration of alternative ways in which future might unfold -- a mix of economic, social, technological, environmental, tourism trends under distinct logical themes.

What do you, as a group think are the key driving factors that would impact tourism in Goa and shape in it in 2011, 2021?

Industry Group

- Infrastructure choices
- Distribution of benefits
- Type of tourist product offered; diversification is essential
- Competition from other destinations
- Need for USP, an image
- Involvement and transparency with host population
- Safety issues
- Security issues
- Waste issues
- Policy consistency
- Role of NGO

Government Group

- Arbitrary government policies
- Increased planned dependency on tourism as a sector
- Centre-state relations
- State-local government management of tourism activity
- Effectiveness of rules
- Enforcement of rules and regulations

Community Group

- External value of the Rupee
- GATT/GATS rules and implication for local ownership
- Suppression and ignoring the ills –cultural and other -of tourism to avoid fall-out on trade
- Increased local stakes in tourism emerge for lack of alternatives rather than out of choice
- Reactive, post-facto rather than proactive government policies
- Increasingly deskilled youth as tourism absorbs them
- Internet influence

However from the nature of the discussions and the key driving factors identified, a concern with control over decision-making in relation to tourism in Goa seemed important to stakeholders. The scenarios were, therefore, structured to reflect differences in decision-making and agency. A set of 4 scenarios were suggested:

1. **No alternative to tourism (NALT) Scenario** – a business as usual scenario. This scenario referred to a situation in which tourism is allowed to develop as it is now; mostly spontaneously but with some occasional policy direction or correction.
2. **Policy Driven (PD) scenario** is one in which there is a far greater proactive role of government in directing tourism through incentives and constraints to protect from externalities, e.g. environmental, social. This is a top down approach to tourism. The involvement of local communities and other stakeholders is passive or minimal.
3. **Partnership between Industry and People (PIP):** Where industry realises there is need for greater support from the host population and the need to take their concerns into account. The activity that develops is thus very much a partnership between the host population and industry. This is a bottoms-up approach. Government has a smaller role in planning the activity, although it does have a role in ensuring the effectiveness of rules.
4. **Globalised tourism (GT):** A greater role by multinational firms, perhaps in partnership with local firms. The host population does not have a role.

The post lunch session had a discussion on the mega trends or the external drivers, which could possibly affect tourism over the next 10-20 years. This was an open session. Figure 4 has details on the points that emerged in this discussion on mega trends.

The participants were re-organised into 3 groups. These groups unlike the previous, were heterogeneous groups. These groups worked on each of the scenarios that emerged.

Figure 4. Mega trends or External Drivers 

Two of the groups prepared impact /uncertainty matrices for the mega trends. The Centre-state relationships were seen to be an external driver that was most likely to occur, with a medium to high impact on the key driving factors of tourism in Goa. Emerging GATT rules were perceived to have a high impact, but the direction and pace of the driver was seen to be of a medium to high

1. **GATT/GATS rules** (implications for tourism ownership and distribution of benefits; what role the states?)
2. **Technological changes** (virtual reality and alternatives)
3. **Centre-state relations** (Central impositions, the strength of state representation in Central decision-making,)
4. **Central and state policies** (the decision to have a Special Economic Zone with a focus on tourism, Special tourist areas)
5. **Industrialisation in the state** (which if it degrades the environment can affect the resource base)
6. **Infrastructure choices** (where major facilities such as airports, etc. are located)
7. **Information technology** (ease of access on information about alternatives, about tourist destination problems, new types of tourism, disaffection of local population)
8. **New leisure ethic** (growing middle class in India/South Asia and desire for travel)
9. **Changing consumer tastes**, rise of spiritual tourism

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Industrialisation was seen as an external driver with low uncertainty but also one with a low impact on tourism. The rise of spiritual tourism was not considered as an important driver, given the high uncertainty. Information technology and technological changes were seen to, potentially, have high impact on the key driving factors mentioned above. The groups were divided, however, between whether these were of medium and high uncertain certainty of occurrence, direction or pace.

The session on the 'what might happen to each factor or trend in each scenario' was not very successful as the participants found the task not very clear. However, two groups did provide some feedback and we reproduce it here.

Figure 5. what might happen to each factor or trend in each scenario?

Group 2

Key factors identified		Scenario			
		NALT	PD	PIP	GD
1	Distribution of burdens	High	High	Low	Uncertain
2	Cultural issues	High	High	Medium	High
3	Type of tourist product	High (as usual)	High (higher)	High	High
4	Type of consumer	Low (as it is)	High	Medium	High
5	Destination characteristics	As it is	High	Highest	Uncertain
6	Pre-occupation with tourism	High	Medium	Medium	Uncertain
7	Environmental issues	High	Medium	High	High
8	Markets to be targeted	Medium	High	High	High
9	Infrastructure development	Medium	High	Medium	Uncertain
10	Role of different stakeholders	Medium	Medium	High	Uncertain
11	Process of planning	Medium	High	High	Uncertain
12	Rule enforcement	Low	High	High	Uncertain
13	Safety & security issues	High	Medium	Highest	High

Another group interpretation is given below.

Group 3

Key factors identified		Scenario			
		NALT	PD	PIP	GD
1	Distribution of benefits	N	P	P	N
2	Cultural issues	N	P	P	N
3	Type of tourist product	N	P	P	N
4	Type of consumer/tourist	N	P	P	N
5	Destination characteristics	N	P	P	P
6	Pre-occupation with tourism	N	P	P	N
7	Environmental issues	N	P	P	N
8	Markets to be targeted	N	P	P	N
9	No approach to Infrastructure development	N	P	P	P
10	Role of different stakeholders	N	P	P	N
11	Process of planning	N	P	P	N
12	Rule enforcement	N	P	P	P
13	Safety & security issues	N	P	N	P

Note: N – negative; P - positive

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Based on the feedback obtained, the analysis of features identified, the concerns that focus more evenly on governance, social and environmental issues, TERI is modifying the earlier scenarios. TERI is working on this and it is hoped to convene a smaller group for an hour or so to discuss and refine these scenario narratives. These will be sent around for comment. For now, any comments or suggestions for improvements or even further elaboration of the points reported here are welcome.

Perceived positive features of tourism in Goa

	% of responses
Economic	41
Employment generation	33
Foreign exchange earnings	14
Generation of Income/revenue	22
Improves standard of living/ change in lifestyle	7
Multiplier effect	3
Brighter future for all	2
Development of entrepreneurial abilities of the population	2
Brings marginal groups such as homemakers, small farmers into the economy	2
World famous/global destination	10
Goa is able to get more funds from the Govt	2
Tourism has been awarded an industry status	3
Ecological	11
Natural beauty/climate/beach	63
Environmentally benign relative to other industry	6
Diversity of topographic characteristics	6
Opened out new areas like eco-tourism bringing new sites in focus	6
Interesting excursion	6
Critical voices raised by foreign tourist & media against environmental degradation	13
Social	32
Opportunity for cross cultural mixing	30
diverse cultures and harmony	2
Encourages /preserves/local handicraft/revenues	7
variety in food and cuisine	4
Preserves/projects & boosts awareness of Culture, history and heritage	17
Introduces possibility for thinking 'globally'	13
Growth of cosmopolitanism	2
Literate and friendly host	11
Relatively safe	2
Relaxed in comparison to some highly developed destinations	2
Generates goodwill amongst people of all nations and within India	2
Some NGO's act as 'watch dog'	2
Provides citizens possible avenues of recreation/rejuvenation	4
Governance	16
Better infrastructure /service facilities in terms of transport, water, electricity etc	70
Thrust on overall development of society	4
Projection of Goa as an IT savvy State	4
Positive approach of the government in promoting infrastructure development	4
Small state-easy networking/links	4
Excellent knowledge dissemination	4
Law and order has improved	4
Possibility of Goa govt. officials & ministers to tour the world (and see things for themselves)	4

Perceived negative features of tourism in Goa

	% of response
Economic	12
Inflation-higher cost of living -poor particularly get hit	55
Changes in economic activities-tertiary sector	5
Hostile communities who see short term gains	5
The primary beneficiaries are not investing in the direct development of the destination besides contribution by way of taxes	5
Widened regional disparities-coastal and hinterland due to haphazard growth/planning	5
Absence of better service but higher price-taxi, shacks	15
Enmity between local & hoteliers & govt. (curtailing of music scene)	5
Open door to exploitation by MNC's	5
Ecological	30
plastic disposal problems	4
Solid waste/ sewage generation & disposal	21
Congestion on beach/concrete jungles	13
Over use of water	12
Damage to natural resources (incl. Western ghats & marine islands)	44
Pollution (water, beach, surroundings)	6
Social	30
Creating expectations that are difficult to meet	2
Denial of public access to beaches	2
Non-focused NGO's working with suspect intention	2
Child labour	2
Neo-colonial relations	2
Increase in high school drop outs	2
Influx of migrants	2
Reinforces gender stereotypes	2
Decline in tourism can lead to lot of employment, thefts and crime	2
Health hazards, exposure to HIV/AIDs, drugs,	8
Negative effect on social & cultural values/identity (corruption, crimes, drugs, prostitution)	43
Commodification	4
Local exposed to drugs/ casino's	14
Promotion of Goa as a State with western culture	4
Poor image/negative approach to history/heritage	6
Labour unrest-general social unrest (amongst local population, hoteliers etc.)	2
Quality of life is affected	2
Governance	28
Frequent changes in government policy with regard to taxes	4
Lack of focus on 'quality' of tourism -happy with numbers	2
Returns from tourism affecting politics at local and state levels	2
General government apathy	8
Lack of direction/policy for tourism industry in Goa	8
Lack of involvement of local communities in policy formulation	4
State govt. not in touch with global developments, GATS	6
Lack of vision to alternatives to tourism/ dependency	6
Segregation of tourist product	2
General disregard for sustainability issues	2
Need for change in scene from coastal to eco-tourism	2
Interference from govt. under political compulsions	2
Lack of holistic approach to tourism development and tourism -governing, management and regulation	10
Poor infrastructure-airport	8
Lack of facilities which attract rich tourist & upgrade the destination	2
Strain on infrastructure & natural resource-water, power, sanitation and general cleanliness	24
Influence of lobbies and vested interest over process of governance & resource manipulation	6