B(R)EACHED GOVERNANCE
Subverting of Local Governance of Tourism in Goa

Panchayati Raj Institutions and Tourism
A Case Study on Goa
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Abbreviations

Block Development Officer – BDO
Coastal Regulation Zone – CRZ
Commonwealth Heads of Government Meetings – CHOGM
Directorate of Panchayat - DoP
Department of Tourism – DoT
Directorate of Town and Country Planning - DoTCP
Elected Women Representatives- EWRs
Federation of Association of Tourist Taxi owners and Driver - FATTOD
Gram Sabha - GS
Goa Panchayat Mahila Shakti Abhiyan - GPMSA
Goa Tourism Development Corporation – GTDC
High Tide Zone - HTZ
local-Self Governance Institutions - LSGIs
Ministry of Tourism – MoT
Members of Federation of Small and Medium Guest Houses – FOSAM
Member of Legislative Assembly - MLA
No Objection Certificate- NoC
Other Backward Caste - OBC
Public Private Partnership - PPP
Panchayti Raj Institutions – PRIs
Scheduled Caste – SC
State Election Commission - SEC
Scheduled Tribe - ST
State Finance Commission- SFC
Shack Owners Welfare Society- SOWS
Village Panchayat – VP
Zila Panchayat - ZP
B(r)eached Governance - Subverting of Local Governance of Tourism in Goa

Panchayati Raj Institutions and Tourism- A Case Study on Goa

1. Introduction

Goa was always a favourite destination for trade and commerce since ancient days. Various historical writings and monuments down the centuries give evidence of multi-cultural influences on Goa. Tourism triggered in Goa with the arrival of western hippies who were travelling during the 1960s and 1970s as part of the 'hippie-trail' in Asia. Later, it was propelled by big investment from national and multinational developers in mid 1980s. These developments were top-down which started taking shape from 1980 under neo-liberal economic pressure from New Delhi through Ministry of Tourism (MoT) and Department of Tourism, Goa (DoT) (Saldanha).

The state has undergone many changes with the expansion of tourism - erosion of the agrarian economy, decrease in traditional livelihoods and increased economic dependence on tourism and related activities, many of which are controlled by the big national and international players. Rapid growth of tourism has led to the destruction of local natural resources, and the displacement of the coastal people predominantly fishermen, farmers and toddy tappers. These communities have been forced in becoming solely dependent on tourism for their livelihood. The indiscriminate development of hotels and resorts and infrastructures has increased the load on natural resources of the village. Pollution of the ground water sources in many villages has forced the local population to be dependent on public water distribution systems. The security and quality of life of the citizens in the coastal belt has sharply deteriorated due to the air and noise pollution along with proliferation of social evils like drug trade and abuse, women and child trafficking and abuse, sexual exploitation in the guise of massage parlours and rising trend of alcoholism and gambling. Attempts were made by the hotel lobby to fence the public beaches thus restricting people's access to the coastal area which they have been using for fishing and community gathering for a very long time.

Development and governance has organic link, the nature of governance determines the path of development. When it comes to tourism development in Goa, we find that it is governed in a fashion that is top-down in nature which ignores local concerns and do not articulate their views in decision making. The Constitution of India mandates devolution of powers to the institutions of local self governance at village panchayats, intermediate and district levels. It conceptualizes bottom-up approach of governance and provides citizens to exercise their right to direct participation in the local development plan and implementation through these elected bodies, starting at the level of gram sabha.

Panchayati Raj Institutions (PRIs) were constituted to represent people's will at local level. In practice, however, local developments are determined by the larger agenda of development led by state. It seems that even with the enactment of the 73rd constitutional amendment which constitutionally empowers communities to design and implement their scheme of development, has not worked in favour of communities when it comes to tourism. Decentralisation is based on the 'Principal of Subsidiarity' i.e., whatever that can be done at the lowest possible level should be done there, and not at a higher level. Tourism and related activities which is heavily dependent on local resources and impacts social, economical and cultural aspects of people's lives, needs to be governed at the lowest possible unit of local self governance- the gram sabha.

Findings of our research show that in context to Goa, tourism governance has not been devolved to the institutions of local governance at any level. It is not different from the problem in general - that the power still rests with the departments and other parallel agencies. The sorry state of affair of panchayats with regard to their right to tourism governance can be attributed to the slackness on the part of the state government to devolve power to the PRIs in terms of decision making at the grassroots on tourism development and its
regulation. Tourism hardly gets captured in the debate on local governance due to two reasons: first, community not being sufficiently aware to exercise their power in this domain; and second, unwillingness of the state government to devolve to the PRIs the power of decision making with respect to tourism. With all these given constrains, one of the major questions is what are the rights that a panchayat has in the regulation of tourism which has huge implication on people's social, economical, and cultural affairs? This report is an attempt to understand the ground realities of local self governance and the say of the local communities in tourism in terms of their participation in policy making, tourism planning, project implementation, and regulating tourism and related activities.
2. Research Methods

2.1 Data collection:
The data for the study has been collected through primary and secondary sources. Primary data was collected through observations, interviews with local communities, panchayat members, government officials and local civil society organisations (CSOs) working on panchayat related issues. Secondary data was collected through literature from various sources including media articles/reports and studies. Question guides are listed in Annexure-1.

2.2 Respondent group:
Gram Sabha (GS) members; Panchayat Officials at the village, block and district level; Elected Women Representatives (EWRs); Members of Federation of Small and Medium Guest Houses (FOSAM); shack owners; members of Federation of Association of Tourist Taxi owners and Driver (FATTOD); Director, Department of Panchayat; Deputy Director, DoT; Chairperson and Public Relation Officer, Goa Tourism Development Corporation(GTDC); Assistant Conservator, Department of Forest and Chairperson of Goa Panchayat Mahila Shakti Abhiyan (GPMSA) were interviewed.

2.3 Time frame:
Primary data for the study was collected over two months starting from February 2013. This study has been substantiated with secondary data relevant to the research which was obtained from different sources such as research papers, government websites and news articles.

2.4 Research site:
Goa as a state has been chosen for the study keeping in mind the pervasive nature of tourism which is spread across the length and breadth of the state. The case studies have been collected from two village panchayats- Candolim and Agonda, representing North and South Goa respectively. They have been chosen on two common criteria:(1) history of these panchayats being engaged in addressing the issue of tourism and (2) adverse impact of tourism evident in these places.

2.5 Objectives of the Study:
1) To examine the role of GS and other tiers of PRIs in relation to tourism development.
2) To identify the gap in roles, functions, functionaries and funds of the PRIs.

2.6 Research Questions:
1) Status of Gram Sabhas and Panchayats: Kind of role played by them in tourism development vis-a-vis functions, funds and functionaries. Do they take decision or influence the decision in tourism development. What do they think about their role in tourism? Is there any change in their approach towards tourism over time?
2) Challenges faced by the Gram Sabhas and Panchayats in exercising their rights and, initiatives taken by Central and State government to address those challenges and their effectiveness.
3) Nature of coordination / relationship between gram sabhas and panchayats and other government departments / authorities/ agencies.
4) How effective the 73rd constitutional amendment has been in bringing women's voices in the development process – role of EWRs in tourism development, brining women issues to the meeting space and addressing the challenges arising out of it.
3. Tourism in Goa

3.1 Development in Goa

Goa is known for its natural seascape. It was the advent of the hippies in the late sixties that contributed to bringing Goa on the international tourist map. During this initial phase of tourism, it was the village people, particularly those in the villages of Calangute, Baga, Anjuna, Chapora and Arambol, who provided various services to the tourists including boarding and lodging, transportation and entertainment. Many foreign tourists participated in the village life and lingered around the village Tintos (rural market hub) and in the restaurants and Tavernas (liquor outlets). There were instances of tourists teaching artistic skills and trades to the local people or even financially supporting families after returning to their countries. The salient feature of this phase of tourism was that it was in harmony with the locally rooted cultural and social norms which was mutually beneficial for both the local community and tourists.

In the mid 1970s, Goa was placed on the map of global tourism industry with the arrival of the charter flights from Europe, though the business of charter flights really picked up almost a decade later. Prior that there were hardly any domestic tourist seen on Goa beaches. This however, did not directly benefit the economic condition of the local communities. It was the out-of-state large business houses who steadily bought land and constructed hotels, bungalows, shopping malls, restaurants, holiday apartments and seaside resorts as Goans were not quick enough in responding to the economic change. According to critiques under the influence of a much broader international hegemony of neo-liberal discourse (Saldhana referring to the work of Sinha, 1994, New Economic Policy in India: Restructuring and Liberalising the Economy for 21st Century), tourism in Goa has always been seen by official bodies as the road to prosperity and global competitiveness. The village economies, the environment and small vendors suffer from the short-term opportunism that permeates political leadership and the tourism sector. The ‘selling out of Goa’ is vehemently criticised. There is a widespread feeling, amongst civilians and intellectuals that, in commodifying Goa, the agency of the villages is fully denied in the spheres of tourism and land development (Saldanha 2002).

3.2 Tourism and Impacts: Narratives from Candolim and Agonda

Candolim is located in the Northern District of Goa in Bardez Taluka. Having a population of over 8000, the village panchayat is classified under ‘A category and has eleven elected members. [1]. The village borders Calangute in the north, Saligao, Pilerne and Nerul to the east, the mouth of the Mandovi river is in the south and the Arabian sea on the west. This is a part of the 30 km stretch of coastline along the northern part of the coastal stretch of Goa that comprises of Sinquerim, Candolim, Calangute, Baga, Anjuna, Vagator, Morjim and Arambol beaches. The church of Our Lady of Hope Church and Aguada fortress (Upper), are located in this village and receive many tourists.

The entire stretch is also synonymous for its shacks, beach beds, water sports and resorts which of late has become the location for the controversial trance music festival known as ‘Sun Burn’. This festival is marred with controversies linked to drug abuse, smoking, noise pollution and, allegations of kickbacks. Fort Aguada Beach Resort, a popular 5-star resort is located towards the extreme south-west corner of the village Candolim.

Agonda Beach is located in the South Goa district, between the Cola beach which is 7 km north and the Palolem beach 12 km south. The village panchayat of Agonda has a population of more than 2000 and is classified as ‘C’ category with seven elected members. [2].

[1]. Panchayat which has 11 members and population more than the 8000 is classified as category ‘A’ as per the Goa Panchayti Raj Act 1994.
[2]. Panchayat which has 7 members and population more than the 5000 is classified as category ‘C’ as per the Goa Panchayti Raj Act 1994.
The stretch of the Agonda beach is 2.7 kms which includes extensive mangrove estuaries, and forests areas along the slopes of the two mountains which are located at Agonda’s northern and southern panchayat limits. Agonda is also home to seasonal turtle nesting therefore, illumination and amplified sound is prohibited on this beach. The Agonda village is quieter on the tourism front as compared to Candolim. But, the increased commercial activity along the roads leading to the beach is a matter of concern for the villagers. According to a former elected panchayat representative there were very few shops till 2011 whereas in the last couple of years it has become saturated with commercial establishments. Absence of a parking lot and transport stand are some of the problems faced by the people.

Economic gain from tourism is one of the positive impacts as claimed by the people, though it is not equitable in many respects. People both in Candolim and Agonda spoke about the economic gains from tourism. They voiced that tourism has helped in improving the standard of living of the people in the area. However, larger share of the economic returns goes to big players like big hotel and tour operators. Tourism unequally benefits industry through several ways such as single window clearances, tax exemptions, whereas small and marginal enterprises in the industry have to constantly engage with the state agency to claim their rights. The large hotels are given many facilities which are not given to the local small business enterprises. The local people felt that the Government makes it difficult for them to operate shacks, taxis and other businesses just to protect interests of the big players in the tourism sector, like the starred hotels and resorts and the international travel agencies and tour operators.

Profit of small players like local taxi owners and shack owners has declined over the years and it is getting difficult to secure their stay in the business. A local tourist taxi owner from Candolim lamented that their livelihood has been severely affected due to the rent-a-bike, rent-a-car business that is gaining momentum. It is controlled by the local mafia groups and even foreign nationals staying in the state, even Russian nationals alongwith the mafia are involved in the trade. According to him, tourism is a lucrative business for every government official as they are involved in commercial activities like hotels, shopping malls, renting of bike, cars and so on.

The Chairperson of South Zilla Panchayat shared that, tourism is beneficial to the people of Goa. It provides employment opportunities for many people like taxi drivers, travel guides, employment in various hotels, lodges, shacks and restaurants. [3]. Even the women who are undergoing some vocational training under Goa Panchayat Mahila Shakti Abhiyan (GPMSA) are able to find a market for their products. There are also women who make Goan sweets and cuisine and are supplying to certain hotels. However, problems like absence of adequate market exposure continues to impact their earning. Tourism industry is not friendly to women, and is rigged by various kind of exploitations that takes place, namely less salary, long working hours, exposure to various kinds of people which increases the chance of sexual exploitation etc.

In Goa, there are two organizations namely Shack Owners Welfare Society (SOWS) and Federation of Small and Medium Guest Houses (FOSAM) who are active in organizing the local shack owners and also the small and medium scale guest houses to protect their rights and lobby for tourism policies that protect local interests. A member of SOWS shared that through tourism offers them opportunity to earn, lack of support from the government is one of the major concern for the shack-owners.

Views on the negative impact of tourism at microlevel was shared by people both in Candolim and Agonda. Social impact such as increased rate of crime, forced sex work, drug abuse, alcoholism, paedophilia, robberies, begging and lack of safety were reported by almost all respondents from Candolim and Agonda gram panchayats.

[3]. Panchayat Mahila Sakti Abhiyan a Central flagship programme for the capacity building of elected representatives, especially of women and young people. This program is meant to empower village women and Mahila Sabhas by several ways such as, training program on livelihood, sensitization of women issue, involvement of women in local self governance etc.
Increasing prices of land and food products was also shared. It was voiced that the commodification of the cultural spaces has created opportunities for locals to organise and conduct live performances on different occasions, including in hotels during the tourist season. Also, the local bands face huge competition from bands which come from outside the state. The bands from Mumbai play popular Bollywood numbers that have been popularised as symbols of Goan music. This has led to commodification of even Goan musical performances. The large hotels generally opt to invite the popular bands from Mumbai. An Ex-Sarpanch of Candolim opined that performance by outsiders do not contribute in generating awareness about local culture. Rather, westernised culture projected by these performers are showcased as that belonging to Goan culture and lifestyle.

The locals expressed their concern saying that tourism has adversely impacted youth, especially the education of children. Youth do not want to study, as they prefer to earn a few quick bucks from tourism. With respect to the well being of the children, most families are too busy running shacks rather than looking after their children’s welfare. An Ex-Sarpanch of Candolim, who was also a teacher shared that during tourist season, children are often found to be sleeping in class as they are sent by their families to sell things on the beach and other tourism places and also work in the shacks on the beach, most often till very late in the night. Many families who run tourist services, make the children work to provide services to the tourists either at home or on the beaches.
4. Tourism and Local Self Governance

4.1 Historical Development of Local Self Governance in Goa

Goa's history of local self governments dates back to ancient times when settlers organized themselves into “Comunidades” or “Gaunkaris” and “Dha Zonn” in some villages which functioned as the autonomous units of local administration. These informal institutions were responsible for regulating and governing the society based on unwritten norms. The unwritten norms of the Gaunkaris, later known as comunidades, were not recognized by the Portuguese during the initial period of the conquest of Goa. However, due to political reasons they were later compelled to acknowledge the jurisdiction of these local bodies over their respective territories. Respecting the rights of the local institutions was one of the ways for the Portuguese to win the goodwill and confidence of the people and secure their position in the region.

Later on, however, the Portuguese Government introduced ‘Camara Municipal’ which was an institution of local governance having its jurisdiction over both urban and rural areas of the entire taluka. In 1959, the Portuguese established ‘Juntas de Freguesias’ (rural self government bodies) assigning them the responsibilities of repairing of village roads, drains, bridges, gutters, street lights, within their jurisdiction. Comunidades as a self-governing unit existed prior to the liberation of Goa and later simultaneously co-existed with the panchayat.

Goa along with Daman & Diu was liberated on 19.12.1961 from Portuguese rule. After liberation, the President, of India promulgated the Goa Daman & Diu Village Panchayat Regulation, 1962 under Article-240 of the Constitution of India. The said regulation provided for setting up of a single tier panchayati raj system in the Union Territory of Goa Daman & Diu. Thus, for the first time, the Panchayati Raj Institutions (PRIs came into existence in the Union Territory of Goa, Daman & Diu in the year 1962. As per the said regulation, one seat was reserved for women in every panchayat. There were three types of panchayats having 5, 7 and 9 members depending upon the population. The term of the panchayat was four years. The Panchayati Raj (PR) system was functioning very well since its inception and elections were held regularly in Goa (“DIRECTORATE OF PANCHAYATS” 2016).

According to Article 243-N of the Constitution of India, every State was required to amend the laws relating to PRIs within one year of the 73rd Constitutional Amendment in 1993 to lay a strong foundation for 'Democratic Decentralization' and pave the way for activating the planning process from the grass roots. It marked a new era in the democratic governance structure of the country with the creation of PRIs as Local Self-Governance Institution (LSGIs) under the State Governments in the federal set-up. The salient features of the Amendment include:

- 3-tier panchayati raj structure at Village, Taluka and Zilla level.
- 33% reservation for women in all seats.
• Reservation of seats for Schedule Castes (SCs) and Schedule Tribes (STs) depending on their population.
• Constitution of a State Election Commission for purpose of elections to LSGIs Local bodies,
• Constitution of a State Finance Commission once every 5 years established in the state so that it can bring about the development of the state and also improve the condition of the panchayats in the state.

There was initial reluctance from State Legislatures to enact appropriate legislations that comply with Part IX of the statutes on the prescribed structure and functions of PRIs in the Constitution. Goa was one among those States. This resistance on the part of the state governments was the fear of losing power, a common trait among many state governments. It was only after the Union Government cracked the whip that Goa Government reluctantly enacted the Goa Panchayat Raj Act in 1994 by incorporating the bare minimum requisites of the 73rd Constitutional Amendment.

Initially, in keeping with the provisions of Article 243B, the Goa Panchayat Raj Act, 1994 provided for setting up of two tier panchayats, one at the village level and the other at the district level. Later, in 1999 the Act was amended and provision was made for the intermediate level panchayat also, namely, the Taluka Panchayat. However, the same has not been set up (Ministry of Panchayati Raj, PRI Study Project. n.d.). The functions and powers of the village and zilla panchayat have been listed in Schedule I and II of the Goa Panchayat Raj Act, 1994 respectively. 28 functions and responsibilities have been entrusted to the village panchayats and 25 functions have been entrusted to the zilla panchayats.

4.2 Present Status of PRIs in Goa
4.2.1 Non Devolution of 3Fs

Funds, Functions and Functionaries: Funds, Functions and Functionaries are three main elements which are required for the effective functioning of panchayats. This has resulted in bypassing the role of panchayats in development work. It is observed that MLAs directly approach the concerned government department for any development activities and the work is carried out without the involvement of the panchayat.

Adequate funds give financial autonomy to panchayats to undertake various development works, which often remain unfulfilled for want of money. Non-devolution of funds as well as unavailability of adequate funds for local development are major hurdles faced by the panchayats. Funds is really a problematic issue with respect to the PRIs. Crippling of financial autonomy has serious implication on the development projects executed through the panchayats. In addition to this, the panchayats have to depend on line departments to get funds to carry out certain development activities, and implement schemes as funds do not come directly to the panchayats but to the line departments. There is a growing demand to increase budgetary allocation for the panchayats highlighting unavailability of adequate funds.[4].

In terms of functions and functionaries, too the situation is not very encouraging according to the PRIs. There has not been any significant step taken by the state government to empower the PRIs to function as real self-governments as required under Article 243G of the Constitution of India which talks about powers, authority and responsibility of the panchayats. Devolution of functions is one of the major challenges faced by the panchayats. The state government has devolved total 18 functions (subjects) to village panchayat and only 6 to zila panchayat (ZP) (the list of the functions devolved is given in annexure-2). This leads to conflicts between panchayats and other line departments. In other states Rural Development Agency (RDA) at district level is created to primarily implement development projects that has been granted to the ZP but this is not the case in Goa. Though the chairman of ZP is also the chairman of the RDA. In other states the RDA indeed comes under the ZP, but in Goa, it is only on paper. The real power has not been vested with the ZP in true spirit (“Panchayati Raj Update” 2012). Due to non devolution of functions it becomes difficult for the representatives of ZP to fulfil the promises made during election.

[4]. Goa Finance Commission has been established in the state in 1999. The Finance Commission in Goa has been set up according to the guidelines that have been laid down in the Indian Constitution Article 243I.
Therefore, they hesitate to contest elections for the next term as they fail to keep up the promise made to the public. It was shared by one of the members that MLAs do not want to transfer the functions to ZP fearing that the latter would become popular among public which will diminish their importance. The Chairperson of South ZP shared that the rightful powers of the panchayat are taken away and that planning is a top-down process with the presence of parallel bodies and line departments. The parallel bodies are, in fact, indirectly killing the spirit of the panchayat system of governance. For instance, primary education is the subject of ZP, but no powers or funds are devolved for it.

The study “Strengthening the Panchayats of India: Comparing Devolution Across States”, Empirical Assessment 2012-13, commissioned by the Ministry of Panchayat, Government of India shows that in the 100 point performance scale in terms of devolution of Funds, Functions and Functionaries, the state of Goa stands at 16th position, with 18.69% devolution of finances, 17.78 % devolution of functions and 48.23% devolution of functionaries. This is quite low compared to other states (Alok 2013).

The Report of the 2nd State Finance Commission of Goa recommended devolving of all the 28 functions and 74 activities to village panchayats (VP) and all 25 functions and 47 activities to zilla panchayats for economic development and social justice as listed in the I & II Schedules respectively of the Goa Panchayat Raj Act 1994. Some of the important recommendations were as follows (2nd State Finance Commission, Goa 2001).

- Devolution of all the core functions to the PRIs.
- Activation of District Planning Committees.
- Adoption of revised accounting formats designed by the Controller and Auditor General(CAG) to be made operational from 1-4-2008.
- Write-off of loans of weaker panchayats.
- Assignment of 2% of State’s own revenues to PRIs.
- Provision of staff for capacity building of PRIs.
- Training to staff in information technology to enable computerized accounting and database of finances.

With respect to transfer of functions to the PRIs the Report said that “It was observed that none of the functions devolved to the ZPs were actually transferred to them. Out of the functions transferred to the VPs, construction of internal roads, drinking water, rural sanitation, maintenance of parks and playgrounds were being traditionally performed by them. Therefore the transfer of functions in these cases was only a formalization of existing arrangements. Out of the remaining functions, cultural activities, women and child development, social welfare, community development schemes including the centrally sponsored schemes are now being performed by the VPs for which funds are sanctioned by the Director of Panchayats /District Rural Development agency based on specific proposals from the VPs. These functions are not being performed directly by the Government now (2nd State Finance Commission, Goa 2001).

To study on how the recommendations of the report can be implemented, the state had twice formed groups comprising of ministers - once during the congress rule and then under the BJP rule. The group formed under the Congress rule did not come out with any report and therefore, another group was formed under BJP rule. This however is seen as a tactic to merely delay the transfer of power to PRIs (Fernandes 2013).

4.2.2 Non-Constitution of 3rd Finance Commission

Financial incapability of panchayats can be largely attributed to the political will of the state. This argument can be substantiated with the fact that the state government has not constituted 3rd Finance commission which is due for last 6 years since 2007, meant for recommending financial distribution between state and panchayat (“MLA Demands 3rd State Finance Commission for Goa” 2015). This is a clear indication of bypassing the provision of Constitution by the state.
government. According to the critiques this was an absolute mockery because government has failed since 2007 to appoint the III State Finance Commission (SFC). The question that people raised was:- Does the state government think that it is above the Constitution and is not accountable to the people? Article 243I of the Constitution, (Seventy-third Amendment) Act, 1992, prescribes for the appointment of a SFC by the Governor of a state at the expiration of every fifth year to review the financial position of the panchayats and to make recommendations to the Governor regarding the distribution between the state and the panchayats of the net proceeds of the taxes, duties, tolls and fees to be levied by the state (“Goa Waits For Third Finance Commission” 2015).

4.2.3 Non-Recognition of Gram Sabhas

Dis-empowerment of Gram Sabha (GS) in decision-making process continues. The Ministry of Panchayati Raj proposed amendments in Goa Panchayati Raj Act (Goa PRI Act) related to organising GS meetings, simplification of rules for construction of houses in panchayat areas and to regularise illegal structures in panchayat area. To consult panchayats on the matter, the Ministry reported holding taluka-wise meetings in 2013 (“Government in Talks with Panchyats over Changes to Goa Panchayati Raj Act” 2013). However, concern about “partisan and non-transparent approach” by involving only panchayat officials in the meeting and not GS members was raised by the people. A letter demanding the inclusion of GS in the decision to bring any changes in Goa PRI Act has been submitted to the Ministry of Panchayati Raj (“Involve Gram Sabhas in Changes to Panchayat Act” 2013). However, till date, there has been no response from the central government on the matter.

4.2.4 Non-Involvement of Elected Women Representative in PRIs

To ensure elected women representation in governance, the state has reserved 33% seats for women. However, lack of willingness is recorded by the media on various fronts. It is reported that elected women representatives (EWR) from the reserved seat find it difficult to get support from the Panchas- the ward members of the panchayats. Technically, to elect a Sarpanch, there has to be a ‘proposer’ nominating his or her name for the post and a ‘seconder’ who supports the nomination. In practice, it is seen that male Panchas refuse to support women candidates and at times oust them by passing no confidence motion. Interference by male relative of EWRs family in the functioning of the panchayats is also noted. Following this, the Directorate of Panchayat (DoP) had issued a circular to all the panchayats that every village panchayat Secretary will be held responsible for any interference made by EWRs’ male relatives. The Secretary is responsible to submit a report to Block Development Officer (BDO) on such proxy functioning. The BDO then should forward the report to the DoP after investigating the matter. The circular warned the panchayats of penal action to be taken against male relatives of EWRs family which may also include disqualification of EWRs from the post (“Govt Warns Male Kin of Women Panchas against Acting as Proxies” 2012)

4.2.5 Non-Representation of Reserved Caste Group in PRIs

With regard to reservation of seats for Scheduled Castes and Scheduled Tribes (SC/STs) in the PRIs, there are 92 reserved seats for ST (12% reservation). Section 7(4) of the Goa Panchayati Raj Act, 1994 provides for the reservation of seats for SCs and STs to the proportion of their population in the respective panchayat area. However there is not a single seat reserved for SCs in the state despite they constituting 2% of the total population of the state (Alok 2013). The said act also mentions that government may, by order can direct any panchayat to co-opt a person, belonging to Scheduled Caste, where there is reasonable population of the Scheduled Caste but the reservation may not be made.

According to media report the All Goa Democratic People’s Federation has brought up the matter that not a single panchayat seat was reserved for SCs. The SCs had only one reserved seat in the State Legislative Assembly. According to them, “No doubt, a few panchayats have co-opted members from the community but they do not have any right in the working of the panchayats.” The All Goa Democratic People’s Federation has demanded reservation of seats for the community in the panchayat elections. The demand said that
Government should also reserve seats in municipalities and zilla panchayats. A memorandum in that regard was submitted to the then Chief Minister Manohar Parrikar, Speaker of Goa Assembly Rajendra Arlekar, and Chief Secretary Sanjay Srivastava.

4.2.6 Irregularities on the Issue of Delimitation

People have also raised their concern over the irregularities in distribution of panchayat constituencies by the method of delimitation. State Election Commission (SEC) is responsible to hold elections to the rural and urban local self governing bodies in the state. The boundaries are redefined from time to time by the delimitation commission to reflect the new population pattern. The existing nexus between people with vested interest in political power and the authorities like the DoP, the Secretary and BDOs to violate geographical contiguity in delimitation of wards was raised. For instance, due to discrepancy in delimitation sometime ST and OBC candidates contest elections where there were neither ST nor Other Backward Classes (OBC) voters. To prevent this, the state has recommended that reservation for such candidates to be done on rotation basis, but only in wards with substantial population of ST or OBC voters. Reservations for ST and OBC may be restricted to 50% of the total reserved seats to prevent general categories from getting affected by "negative reservation", officials said("Panchayat Polls: Ward Delimitation, Reservation for Women Finalized" 2012)
5. PRIs and Tourism: Case of Candolim and Agonda.

5.1 Tourism Development and Historical Engagement of these Panchayats

Candolim

Goa has witnessed strong opposition of tourism projects from community and panchayat at large. Both the village panchayats, Candolim and Agonda, have excellent historical accounts of gram sabha engagement against imposed and encroaching nature of tourism industry. For instance, in the early 1980s when the Commonwealth Heads of Government Meeting (CHOGM) was declared to be held in Goa, 2000 people participated in the GS meeting at Candolim and decided to stop the arrival of Taj Holiday Village, which was identified as the place for the retreat.

It was shared by an advocate of the Goa High Court that people fought against land acquisition by the government for the private tourism establishment. He told that Taj hotels had purchased large chunks of land in Candolim for 2 properties- the Taj Holiday Village and Taj Exotica. Between these two properties, were two strips of land which belonged to local people. However, as Taj wanted to combine these units they lobbied with the Goa state government to acquire the land using the provision of “Public Purpose” under the Land Acquisition Act. Following the event, the government started land acquisition stating that it was for public purpose since they needed those strips to organise sports. In response to this, local people fought against it and exposed Taj at the international level, which then forced the hotel to withdraw the acquisition.

An Ex-Sarpanch shared that even before CHOGM, the Candolim panchayat had raised its concern with Taj Holiday Village who used to pay Rs 10,000/- as house tax which was minimal compared to the profit they earned. The panchayat calculated taxes based on their profit returns of previous year and asked Taj to pay rupees one lakh per annum. The hotel took the matter to the Collector who in turn asked the panchayat to apply tax as per the law. To deal with the matter, the panchayat passed a resolution in the GS to block ongoing constructions being done by Taj. At the end, Taj agreed to pay the tax as per the calculation of the local panchayat. Likewise, the panchayat also dealt with construction of 35 cottages by Taj Hotel Properties falling under 500 meters of High Tide Zone (CRZ was not in existence at that time). There was an order barring any construction in the High Tide Zone (HTZ) as per the Coastal Zone Regulation Notification under Environmental Protection Act 1986. But, the Department of Town and Country Planning (DoTCP) approved construction of these cottages. Ironically, the same Department asked to demolish 13 small houses constructed by local people based on the same order. The reason shared by the department was that the Taj Properties had filed application for construction of the cottages before the order with respect to banning of constructions within the HTL was passed. There was huge protest organised by GS asking the department to demolish those 35 cottages first and only then touch houses of the local people. At the end, both the parties got approval. Candolim panchayat issued license to all 13 local people including the Taj Properties quoting the same reason shared by the department and sent copies to all the concerned departments about the decision.

Active GS participation related to River Princess case was also shared by people in Candolim. The River Princess was a merchant vessel which ran aground the Candolim-Sinquerim coast in the year 2000. The GS members and later the panchayat voiced their concern over ecological hazards caused by the vessel. Consultations were made by the panchayat members of Candolim to draw the attention of the concerned authority to remove the vessel. Despite the case being heard by the Goa Bench of the Bombay High Court; a report presented by the Goa State Pollution Control Board on the environmental implications of the River Princess for the coastline; and a special law i.e. the Goa Tourist Places (Protection and Maintenance) Act 2001 passed in the state assembly, there has been no political will to remove the ship (Vaz 2008). However, the ship was removed in 2013 by the state government after 13 long years in 2013.

Very recently in November 2015, a proposal by the Union Ministry of Shipping to develop the lighthouse at Aguada as a tourist centre, has come under severe criticism from the Candolim village panchayat. Slamming the government for bypassing the local governing body while taking such decisions, the panchayat questioned...
how the project could be allowed on the Aguada plateau, which is not only an eco-sensitive area but has also been demarcated as a disaster management zone. Addressing media persons, Candolim Sarpanch, recalled that local activists had earlier stalled the plans of certain hotels to build a miniature golf course and amusement park in the vicinity. "But now, the central government is creating a back-door entry for outsiders through the public-private partnership (PPP) model. The people of Candolim will not allow it," she said ("Candolim VP against Tourist Centre at Aguada Lighthouse" 2015).

Agonda

Agonda, too, is a place which has a history of local people actively engaging and influencing tourism development. People along with the panchayat have raised their voices against issues such as land acquisition by a hotel, waste management, and a parking lot. Way back in 1981, the people of Agonda protested against a big hotel project of M/s Elbee Dugal Engineering Co, Pvt Ltd, and its subsidiary company, M/s Sima Hotels and Resorts Ltd., called Canacona Beach Resort which was proposed to be established in Val ward. The project had plans to build a unique leisure resort with a range of facilities for dining and recreational activities. It was to be completed in two phases at a cost of Rs. 660 lakhs and Rs. 840 lakhs respectively. It was reported in the media that the company had built a road through the village leading to the beach cutting through dense forest, as the ward is surrounded by hills on three sides and sea on the fourth. A range of issues were raised by the people like illegal purchase of land by the company from the absentee landlords with violations of the land to the tiller under the Goa Agricultural Tenancy Act 1964 and under The Goa, Daman and Diu Mundkars (Protection from Eviction) Act, 1975. According to the provisions of this Act, the tenants have the first right to purchase the land if it is to be sold. The villagers complained about the acquisition of comunidade land, blocking of free access to the public beach and to the fields, felling of trees and displacement of fifty two tenant families from the agricultural land. In response to this, people demolished the cottages made for the workers and threw stones and mud in the well made for construction work (Sreekumar et al. 1995)

5.2 Present Status and Challenges faced by Candolim and Agonda Gram Panchayat

5.2.1 Status of Gram Sabha

Panchayats can not be vibrant unless participation of people is ensured at GS. Candolim and Agonda both face more or less the same problems when it comes to people's participation in GS. In Candolim, it was shared that number of people attending GS meeting is not very encouraging as the attendance is only 1% of population. Agonda's GS also face the similar plight. The number of participants further declines during the tourism session. Participation of women in GS is negligible, raising serious question on the empowerment of women through Panchayati Raj.

Certain common factors marred people's participation in both Candolim and Agonda panchayats. Lack of dissemination of information about the convening of the GS meeting was cited as one of the common reasons of low attendance although, notices of the GS meeting are displayed at public places and announcements for the meeting is made in the churches. In both the places GS face the same challenge in terms of the kind of issues raised and discussed. In general, GS has turned out to be a space to discuss only issues related to construction of infrastructure like building roads, hotels, water supply and electricity. Most of the GS members shared that social and cultural issues are not raised in the GS meeting. When asked about the reason, it was shared that people are more interested in making money. They do not think raising
social and cultural issues and keeping watch on activities that affect the social and cultural fabric is critical for their well-being. Also, due to their primary interest revolving around economic activities, people do not want to take the risk by raising issues and holding the panchayat accountable for unacceptable socio-cultural practices in their areas.

Division of panchayats on party lines was also cited as one of the reasons for low attendance at GS. A GS member in Candolim shared that they do not have any say in the decision-making process. The scope for participation in the GS meetings gets constrained by the different factions of people affiliated to different political parties. People do not participate in GS meeting wholeheartedly knowing that it is divided on party lines. Those not affiliated to the political party which the key members of the panchayat belong to, remain unheard. While raising the point, a member of FOSAM told that there is no meaning of GS as there is no opposition. The control of the panchayat lies with the ruling majority party of the state. Anyone raising a dissenting voice is either harassed or threatened. The same was shared by a shack owner who said that it's all power game now. Panchayats allow people to violate rules so that they can be used as vote bank. Therefore, it is a circle of serving each other’s interest and a way to escape from holding one another accountable.

Enquiring about the participation of different stakeholders of GS such as youth and women, different reasons were cited explaining their lack of participation. A panchayat member in Candolim shared that women participation in GS is on the decline. She mentioned that earlier, women used to actively participate in the GS by raising issues but it is not the same now due to corruption and fear of threat. There is little support from the village people which hinders a person from speaking up. Even if an issue is raised, there is no action taken by the panchayat.

With respect to participation by the youth of the village, it was shared by a media person that dependency of youth on tourism for earning a livelihood has become very high which prevents them from raising issues in the GS meetings. However, according to local youth, they have lost faith in the system and hence do not participate. Also, youth look down on panchayat as a corrupt body populated with self-interested people. The popular perception of youth about the panchayat has been shaped by the local narratives of influence of the powerful in handling panchayat affairs. Many people shared that affairs of the village panchayat in Candolim are greatly controlled by a couple of politically powerful families. Interviews with various citizens from the village have revealed that the EWR's in the village panchayat are mere rubber stamps of a local politician.

5.2.2 Functioning of Committees

As per the Goa Panchayat Raj Act, 1994, a panchayat has the right to form certain committees such as Development Committee, Social Justice Committee and Amenities Committee. In Candolim, when asked about the committees formed by the panchayat, the members told that they have not formed any committee since it is convenient to make one person from every ward responsible to address the issues in their respective areas. Since people know each other it is easy to get the work done. It remains unclear if the panchayat members were not aware of the committees or they do not want to take the responsibilities. For example, Social Justice Committee is meant to address the social, cultural, educational, economic issues of marginalised sections like SC/ST. It was evident from the sharing of the local people that the approach of making a person responsible in their respective wards is not enough to address the issues arising with the ingress of tourism. Moreover, forming a committee is a matter of reposing responsibility as it will be accountable to the GS. To vest the functioning of a committee in a single person amounts to non utilisation of the structures of larger participation in decision making provided by the Goa PR Act.

In Agonda, lack of awareness about the various committees to be formed under the panchayat was shared by the Chairperson of South Zilla Parishad. She shared that in most of the villages the Committees like Sarva Shiksha Abhiyan Committee, Vigilance Committee, Village Development Committee have not been formed. Even the Social Justice Committee remains only on paper in most of the villages. This is mainly because there is a lack of knowledge among the GS members. Also in some panchayats, the elected representatives are not interested in working on community needs and interests with larger participation from people.
5.2.3 Role of EWRs in Panchayats

Journey of EWRs in panchayats has not been smooth despite being supported by constitutional safeguards such as reservation of seats for them. Findings of this study suggests that EWRs are not empowered even after the two decades of decentralization. The tale of these two different panchayats is the same when it comes to EWRs and their status in the PRIs. Proxy role being played by their male relatives was a common problem in both the panchayats. Findings of Candolim related to the status of EWRs and their involvement in panchayat validates the same in Agonda. With regard to elected women leaders, an ex-EWR who was in power for 7 months shared that a no confidence motion was passed against her as no one was ready to accept a woman as a leader. She said that no one takes EWRs seriously. Many illegal constructions came up during her 7 month tenure. She asked the concerned people to submit the required documents but no one responded. This would not have been the case had a man been in power. The Chairperson of South ZP, elected for the post the 3rd time, shared that expectations from an EWR are too high and there is so little time left for children and family. The other critical aspect is that the EWRs do not get support if they raise issues like corruption. At times, it affects relationship within the family too. They also face difficulties from MLAs who try to prevent EWRs from functioning by spreading rumours about women leaders. When asked if she would contest the election again, she replied in the negative, due to involvement of money and muscle power in contesting elections and also due to multiple responsibilities since she works as a lecturer in a college.

In Candolim, the challenges faced by EWRs were openly accepted. Lack of co-operation from the officials of line departments as well as local people were quite evident from their sharing. Despite developing wide understanding about the working of the PRIs, the issues and concerns of their respective areas, it was disappointing to note that most of them expressed their disinterest in continuing as EWR due to their responsibilities in other areas. They acknowledged that their decision to discontinue is also largely due to the lack of support from the larger community. An EWR shared that she feels that being in power makes a difference since one has the power to influence. For example, she is the Vice-President of Goa Panchayat Mahila Shakti Abhiyan and being in this position, she is able to ensure women participation in the meetings related to women issues such as domestic violence, awareness on AIDS, women empowerment. Speaking about her experience, she shared that politics is not good for women as there is a lack of support from the people as well as from the line departments. There is a lack of respect for women leaders ,in general. People think that winning from the general seat means the person elected has support of the people at large. But it is not the same when a person is elected from a reserved seat. Government officials do not take women leaders seriously and they have to put in extra efforts to get the work done. However, it was not the same for her husband as only a phone call worked for him to approach the concerned officials. She also felt that they always try to put women leaders down if they assert their rights. Apart from practical difficulties, dual responsibility also has its impact on the aspirations of the EWRs. She shared that she would like to see more women in politics as it helps to raise women issues and women would also feel comfortable approaching women leaders. However, she herself would not contest the next election since she has some other family obligations.

5.2.4 Non-Devolution of 3Fs: Fund, Function and Functionaries

Funds: With regard to funds, the VP in Candolim shared that delay in getting funds causes delay to complete the works in the panchyat. Therefore, they opined that funds should come directly to the panchayat which would be helpful in speedy completion of the works. A women representative in Candolim shared that funds which are supposed to be released in October are released in the month of February. Insufficiency of the funds is another problem which causes phase-wise completion of the work. During the interaction, it was observed that the ZP member was not well-versed with the funds as she took help of her husband to respond.

In Agonda, in terms of funds, the present Sarpanch told that the panchayat does not have many sources of income. Increase in the business due to tourism has been profitable for the panchayat as they receive more applications for tourism related licences. One of the political promise made during assembly election by the current ruling government was the abolition of house tax, and the present Sarpanch expressed concern that it
will further reduce revenue for the panchayat. Insufficiency of funds and delay in receiving funds was also shared by the panchayat officials, BDO, Ex-Sarpanch and present Sarpanch. The present Sarpanch told that receiving funds from the Directorate of Panchayat needs continuous follow-up otherwise the file does not move. BDO opined it as a big hurdle in providing good infrastructure and other facilities for tourism. If a certain amount is to be used for the functions delegated to the GP/ZP, it still requires approval from the concerned line department or local MLA/MP as the case may be. In case of any conflict of interest between these authorities and the panchayat members, then there is reluctance / delay in sanctioning of the projects.

Another example given was the use of MLA/MP funds for developmental work, like construction of minor roads, toilet blocks, drinking water facilities. If any gram panchayat is unable to undertake these projects due to constraints of funds, then the people directly approach the local MLA. At the Zilla level, the Chairperson of South ZP highlighted lack of political will to devolve the funds. She shared that the overall budgetary requirements of the panchayats are not fulfilled and the government instead has been directing more and more funds to other line departments, NGOs, Mahila Mandal, SHGs, with the ultimate aim of using them as vote-banks during elections. With regard to shortage of funds, there is a scheme for waste disposal called Rural Garbage Disposal Scheme at the village level. This scheme provides for Rs. 50,000 per year to each GP. There is also another scheme for plastic disposal where Rs. 25,000 per year is allocated for the collection and safe disposal of plastic.

The amounts under both schemes are insufficient to manage the scale of operation. Talking about the financial constraints, the Sarpanch in Agonda panchayat shared that he cannot decide to spend an amount of Rs.10,000/-, even in case of a disaster due to two reasons. Firstly, there is a lack of funds; and secondly, even at the time of emergency they require the approval from the BDO to get the amount. It also becomes the matter of financial dependency of panchayats on the DoP. Apart from the funds that panchayats get from taxes and other sources, they have to send proposal for funds for any kind of development work to the DoP, and it depends upon its discretion to grant funds, which is generally denied on the ground of insufficiency of funds. Chairperson of South ZP also spoke about the insufficiency of funds. Citing the example of Pradhan Mantri Mahila Yuva Sakti Abhiyan (PMEYSA), she shared that as per the Scheme, the state government will shell out 5 lakh rupees and the Central Government will give 8 Lakhs per annum for the entire state. This is totally insufficient to reach out to 169 GP.

Functions and Functionaries:

In terms of both functions and functionaries, a mixed response was shared in both the places, pointing out a lack will on the part of the government to implement the constitutional mandate. In Candolim, a member of village panchayat shared that there is just one technical person for 33 panchayats so it becomes impossible for the person to get the work done. This is not the same at Zilla level as the ZP member told that they have sufficient human resources. The present as well as the Ex-Sarpanch in Agonda shared that there is sufficient number of staff in the Panchayat. However, the present Sarpanch told that they need to put extra effort during the tourist season due to increase in work load. The Ex-Sarpanch expressed her concern that during the tourist season workload increases manifold and it becomes difficult for panchayat officials to manage. There is sufficient staff but problem is with willingness to complete work. This is a common feature associated with many government jobs where people are not concerned about doing their work as shared by the BDO. Observations given on the above paragraph has been listed in a table below.
<table>
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<th>Issues</th>
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<td>Historical precedence of panchayat's engagement against imposing nature of Tourism</td>
<td>Historical precedence of panchayat's engagement against imposing nature of Tourism</td>
</tr>
<tr>
<td>Participation in GS</td>
<td>Lack of people participation, indifference of women and youth towards functioning of the LSGIs</td>
<td>Lack of people participation, including women and youth in the functioning of the LSGIs.</td>
</tr>
<tr>
<td>Status of EWRs</td>
<td>No real power</td>
<td>No real power</td>
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<tr>
<td>Status of 3Fs</td>
<td>Non-devolution of sufficient 3Fs</td>
<td>Non-devolution of sufficient funds and functions. No of functionaries with panchayat is adequate.</td>
</tr>
<tr>
<td>Function of committees</td>
<td>Non-existence of standing committees. These committees are vested in single person</td>
<td>Lack of awareness about the various committees that the Goa PR Act provides for.</td>
</tr>
<tr>
<td>Interference of MLAs &amp; MPs in the functioning of the PRIs</td>
<td>Constant interference in decision making on local developmental issues.</td>
<td>Constant interference in decision making on local developmental issues.</td>
</tr>
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[5]. A central government scheme to make women and youth aware of panchayat and development related issue they should engage with.
6. Challenges of Tourism Governance: Narratives from Candolim and Agonda

Decision making is closely linked to governance mechanism. In context to local governance, the decision making ability of the panchayat gets constrained due to various challenges. Some of the institutional challenges that panchayats face at large are devolution of adequate power, non-formation and functioning of committees, lack of participation in GS. The challenges faced by these two panchayats- Candolim and Agonda are no different. They face them in their daily execution of work, the impacts being immense, due to the presence of expanding tourism activities in these areas and the state as a whole. Unlike panchayat of other areas, the challenges in these panchayats are posed by tourism and its related activities like illegal expansion of businesses, acquisition of village commons, limiting the access of the community to the community resources, disposal of garbage, infrastructure, keeping a check on ill effects of tourism.
6.1 Garbage Disposal

Garbage is a pressing problem in both the places. The observations and discussions held with various entities showed that each one of them looked at the issue of garbage collection and disposal differently. Even DoT and GTDC had different plans and conflicting ideas with respect to garbage collection and disposal. In Candolim, the members of the GS talked about growing tourism coupled with migration has resulted into burgeoning of garbage issue. They shared that collecting garbage is divided as per the jurisdiction of the area. DoT is responsible for cleaning the beach area. According to Notification 6/4/(59)2001-DT, dated 12.09.2001 issued under Goa Tourist Places (Protection and Maintenance) Act, 2001 (all the beaches within the State of Goa were declared to be tourist places and comes within the jurisdiction of the DoT. The rest of the area, which are not marked under the above mentioned legislation, such as the market places, comes under the panchayats). This was also corroborated by the Deputy Director of Tourism that since the beach area comes under the DoT the panchayat is not responsible to clean the beach. People had lot of complaints against DoT regarding cleaning of the beach and improper garbage disposal in such areas. Ironically, the DoT, who is hesitant to devolve power to panchayat on the premises that the panchayats lack certain skill-set required to undertake the task properly, is often found grappling with the same problem. This is evident from the complaints of people about the cleanliness of beach area. [1].

Panchayats have been vested with the responsibility of collecting garbage (biodegradable and non-biodegradable) and its disposal by notification 26/126/DP/Scheme Garbage/04/298, dated on 20th January 2005. Following the guidelines of the notification, panchayt of Candolim has appointed a contractor who is responsible for garbage collection in the panchayat area. He collects garbage from the households and the restaurants and hotels within the panchayat limits. All the garbage collected is dumped on a small piece of land allocated for garbage disposal. People also dump their garbage in the same place. The non-biodegradable garbage is collected by panchayat which is then disposed by pollution control board. Though, panchayat is not legally mandated with the responsibility of cleaning beach area, yet it takes responsibility on their own owing to their relationship with the village setting, a panchayat member shared in Agonda.

6.2 Congestion of Public Space

Unavailability of enough parking space is another pressing problem faced by the panchayats in Candolim and Agonda. Ex-Sarpanch in Agonda told about the lack of parking space, traffic congestions and the lack of proper drainage system which needs attention in view of the pace of tourism development in the place. Rampant construction activity has left very little land resources to provide for public utility services by the village panchayat. There is no space for widening or making new roads to ease the traffic flow. According to them the situation worsens and becomes unmanageable, during mega event such as carnival or sun burn festival.

6.3 Issue of Subletting

Issue of subletting of shacks running tourism related activities, is also one of the problems which is a matter of concern for both the panchayats. Though, the legal mandate of monitoring of shacks is of DoT, yet panchyats in Candolim and Agonda feel that it is also their responsibility to monitor the same as illegal activities running in these shacks impact local communities. It so happens that local people get licenses from the concerned authorities to run business under their name and they sublet it to the outsiders. And when any complain of wrong doing is made against the person to whom it is sublet the situation is overcome by stating that the person is an employee. Panchayats, in this regard can only make complains against the shacks to DoT which in turn hardly takes action in absence of documentary evidence.

[6]. One year back DoT has given contract to two companies for cleaning of beach area for whole stat for an amount of Rs.14.50 crores. For North Goa it is Bhumika Clean Tech Service Private Limited and Ram Cleaners and Developer Private Limited for South Goa. These two companies are abysmally inefficient in their work. In Candolim, the shack owners complained that the company rarely comes to collect garbage. Shack owners have to manage the disposal of wet waste by themselves whereas dry stuff is collected and handed over to the panchayat.
Panchayats feel that the matter of subletting is related to the question of accountability. Since panchayats do not have knowledge about these outsiders, it becomes difficult for them to file a complaint against them and monitor to hold them accountable. According to the panchayat members, it as a sign of deterioration since outsiders who come to Agonda to do business are only concerned about profit. Since they do not belong to the place, they have little concern for the place. To get the return from their investments, they go to any extent to lure tourists which has the potential of bringing in ill effects of tourism like night life and sex work. The same was shared by other shop-owners, the Ex-Sarpanch and the present Sarpanch of the Agonda panchayat.

6.4 Encroaching of Communidade Land

Tourism propelled by unregulated growth of infrastructure development has severally usurped land resources which originally belonged to the traditional governing institutions namely the comunidades. As per the Code of Comunidades, which was declared a Public Law vide Legislative Diploma No.2070 dated 15.4.1961 recognized that absolute ownership of land lies with the respective comunidade. The comunidades collectively hold land which is under community ownership. The lands of the Comunidades cannot be alienated in favour of any person or authority, in any manner whatsoever. The land of the comunidade cannot be mortgaged or attached by any means to settle debts, loss or deficit of the comunidade, if any.(Goa 1961).

Large scale misuse of the “public purpose” clause under the Land Acquisition Act was voiced by the President of comunidade in Candolim. He said that the government acquired their land for public purpose but used the same land for different purposes like giving it away to private parties for construction of large hotels and resorts. The returns from such transactions were never shared, revealed or used by the state government towards the benefit of the local communities. According to the President of the comunidade, when land is acquired under Public Purpose for a certain purpose/use, it should be used for the same purpose that it was acquired for. Any use otherwise is complete breach of trust and also the breach of law as the law prohibits the diversion of land use. The members of the comunidade also pointed out that the compensation given to comunidade against the community land acquired is always very less as compared to what the government earns out of it. A member of the managing committee of Candolim comunidade was bitter about the institution not getting due protection from the government as its lands are being grabbed using the agricultural tenancy laws and then sold to real estate for crores of rupees. As per the Agricultural Tenancy Act, while the tenant gets ownership of land there is a condition that they cannot change the land use, which was mainly meant for agriculture. However in practice, they are selling lands to real estate players which is in violation of the Act. According to the comunidade, the members were not averse to granting comunidade land for public utility but was opposed to the government acquiring the land in public interest and then changing the purpose to serve private interests.

6.5 Issue of Licensing

Panchayat is mandated to issue license for running business enterprise on private lands. Enterprises such as huts and shacks (adjacent to beach but comes under the private land) used to get license from the panchayat. A person who has been running shacks for the last 11 years shared that he used to get license from the panchayat till 2007, but all of a sudden officials of DoT asked them to deposit a certain amount to DoT as license fee. DoT instructed the panchayats not to issue license without their permission. Moreover, shack owners have to obtain 'No Objection Certificate' (NOC) from the office of Coastal Zone Management Authority (GCZMA) by depositing Rs.10,000/- In reality, no one has got NOC from CRZ office till now but they run business once the amount is deposited. Earlier, panchayat used to issue license which they no longer do now. It does not even assert its right to issue license on private land that it was authorised to.
7. Prevalent Mechanism of Tourism Governance: Non-Inclusive Planning Process, Dominance of Departments and Overlapping Functions

Development of tourism in Goa has been shaped mainly by the line departments with little role of panchayat. Panchayats are not included in the planning process, and even their suggestions are not taken seriously by departments. Interaction with officials of various departments who play significant roles in tourism development, suggested their casual approach towards the empowerment of panchayats. When it comes to the question of devolution of functions to panchayats, they all find panchayats not being capable enough to undertake the responsibilities. In the larger context, weakening of panchayats can be linked to the existing governance mechanism and process of planning which is non-inclusive and determined by the departments. Following are the broad underpinnings of existing mechanism of tourism governance which constrains their empowerment.

7.1 Non-Inclusive Process of Planning

A matter related to bypassing the panchayat to issue No Objection Certificates (NoCs) for construction by the Department of Town and Country Planning (DoTCP) was also raised by the panchayats. Technically, a person should file for the NoC first to the panchayats who in turn should send it to other concerned departments after documenting their observations and suggestions about the concerned plan. In practice, it is the other way around. The DoTCP issues the NoC first with a clause that the ownership of the land and other documents should be checked by the local panchayat. People come to the panchayats at the end saying that they have already received the technical sanction and the panchayats do not have the authority to stop it as they do not have technical expertise to comment on the plans thus approved by the DoTCP. The whole process of sanctioning of plans is against the principle of bottom-up process of governance as laid down by the 73rd Constitutional Amendment.

Another important issue shared by the PRI members was about downplaying the role and participation of the PRIs during the formulation of regional plans by the DoTCP. An Ex-Sarpanch in Candolim shared that each ward-level committee was assigned the task to share their suggestions for their respective areas in writing to the local panchayats. This was undertaken to ensure participation of people in the planning process. The final plan thus evolved was submitted to the DoTCP. DoTCP introduced many changes to the draft plan which were unacceptable to the panchayat. The panchayats wrote back to DoTCP rejecting to change to the draft plan. DoTCP in its document had proposed the site of the solid waste management 3 km away from the site that was identified by the panchayat. Therefore, relevance and location of the site was an issue. Secondly, DoTCP added many residential settlements in the area and proposed construction of some new roads.

Suggestions of the local panchayat is not felt desirable or necessary by GTDC. The chairperson of GTDC spoke that they
are focusing on promoting tourism in hinterland as coastal areas are now saturated. As new sites are being identified, GTDC wants the panchayat to come forward to identify sites with potential for tourism development. However, GTDC is not dependent on panchayat’s suggestions only. He shared that GTDC is coming with a master plan for whole of Goa. The committee for the same has been empanelled with 14 experts from all over the world. It does not have any representation from the PRIs. GTDC is sending letters to the panchayats for their suggestions. The committee, thus formed, will mostly suggest the tourism infrastructure that needs to be developed. What was completely sidelined is that the need for infrastructure and implementation of the same requires inputs such as local knowledge about the region and local insights. GTDC has not taken into consideration the fact that panchayats are important stakeholders and can play a significant role in this regard.

Directorate of Panchayat (DoP), who is responsible for overseeing the functioning of the PRIs in Goa, holds similar views which the other departments have on participation of panchayat in planning process. The Director of the DoP shared that the panchayats do not have the expertise to make plans as there are many technical details and laws of the land that needs to be taken into account. Therefore, they can only share their suggestions or preferences, but they cannot take the final decisions. ‘Lack of expertise’ on technical matters is cited to be the reason of panchayat’s inability to undertake any development planning whereas mistakes done by the department are often ignored. In case of allowing construction of shacks by DoT on disputed land, DoP said that the matter should have been brought to the notice of DoT by panchayat. It was disappointing to note that the Director cited lack of expertise on technical matters as a justification not to devolve powers in case of panchayat but did not see the same in case of DoT.

7.2 Non-prioritisation of Local Needs

Prioritisation of local needs is often argued in favour of decentralisation but in reality planning of people is often neglected by the departments. One such example was shared by the Ex-Sarpanch of Agonda. The panchayat had proposed the construction of a jetty and a connecting bridge to address the issue of the fishermen. Jetty is a fishing harbour where fishermen off load their catch, net and service their boats. In absence of a jetty, the fishermen have no option but to take canoes to off load the catch on the shore and to load other requirements for servicing the trawler since mechanised trawlers cannot come to the shore due to low level of water. However, in monsoon season, it becomes dangerous for canoes due to wind and rise in water levels. It is more in view of the deep level of water in the place where both the jetty was proposed that a connecting bridge was also suggested. To address this, the jetty and connecting bridge were proposed. However, in the final plan that was approved by the DoTCP, while the jetty was retained the connecting bridge was removed. It shows that the Department did not understand the reason for the proposed connecting road and the bridge due to lack of information about the situation on the ground. This is a clear indication of power that the Department believes it holds over the panchayat who are not considered significant enough to consult with before making any changes in the proposed plan. When the panchayat raised the issue with the DoTCP and sought the reasons for removal, the Department responded saying “they must have forgotten”. This highlights the casual attitude of the DoTCP towards local planning. According to the PRI members even if the panchayats try to ensure participation of people in the planning process, the line departments scuttle the process. This case is a clear example of it. It should serve as a learning for the BDO who thinks it is impossible to take all people into confidence in the planning process and therefore, should be prepared by experts in the concerned departments.

7.3 Dominance of Departments

Vesting of supreme authority to the Directorate of Panchayat, by the government, was also shared by the Ex-Sarpanch. He shared that a plan for a hotel was approved by him as soon as he joined. Since he was new in the role, he sent the file to the DoTCP. After 2 months, the file came back to him after receiving approval from other departments. Based on his working experience of 2 months, he found many mistakes in the file and asked the concerned hotel to submit other required documents. In retaliation, the concerned hotel filed an appeal with the Deputy Director of Panchayats who then ordered the panchayat to issue the license since the deemed period (30 days) was over. In spite of panchayat raising objections stating lack of required documents to issue the
concerned license, the Deputy Director of Panchayat passed the order instructing the Secretary to issue the license within 10 days. The Secretary issued the license, while the appeal that was filed by the Sarpanch with the Director was still pending. This can be seen in line with the Goa Panchayti Raj Act, 1994 which was constantly amended to dilute the power of the PRIs by vesting authority to the DoP. The continued dilution of the Act has posed serious challenges to its implication on the role of the panchayats in decision making. For example, in 2010 there was an attempt to relegate the powers of the PRIs by inserting Section 47-B after section 47A through the amendment of the Goa PRI Act, 1994. The inserted section reads thus, "47-B. Execution of order by the secretary " Notwithstanding anything contained in section 47, the Secretary shall execute the order passed by any authority in any appeal or petition made before such authority under the provisions of this Act or rules framed thereunder, if the panchayat fails to execute the same within the time limit as specified in such order and in case no limit has been specified, within one month of passing of such order."

The new section 47-B was criticised widely. The critiques, which included local communities and representatives of the PRIs, claimed the government would misuse the powers granted through Section 47-B. For example, the Goa Bachaco Abhiyan had claimed that if the government wants to push through a project in a village and the people oppose it, then the government will issue an order in favour of the project and get the village panchayat secretary to implement it bypassing the voices of the village panchayat and the GS that is opposing it (‘New Clause Addresses People's Concerns’ 2010)

This is not the only section. Section 66 (7) of the same Act which deals with the regulation of erection of building states that an higher appellate authority will rest with the Director of Panchayat and the decision of the Director on such appeal shall be final. All these sections provide absolute authority to the DoP. Absence of any provision to appeal against the orders of the DoP in the court of law was a violation of people's legal right. Moreover, the binding nature of decision of an executive head on elected representatives of the panchayat was questioned on the ground that it was a reversal of constitutional promise of bottom-up governance.

Taking into account the rising discontent amongst the representatives of the PRIs and people at large in the state, the government as a welcome move inserted Section 201B, after section 201A of the principal Act. Section 201B reads as follows: "Revision - (1) Save as otherwise provided in this Act, a revision shall lie against any order passed by any authority under this Act to the district court within whose jurisdiction the subject matter of the dispute lies. (2) Every revision application shall be filed within 30 days from the date of the order. (3) The decision of the district court shall be final and binding on the parties to the revision. (4) Every such revision shall be decided as expeditiously as possible and endeavour shall be made to decide the same within a period of 3 months from the date on which it is filed."

7.4 Overlapping of Functions

Several functions and responsibilities of the village panchayat, zilla parishad, Department of Rural Development and Public Work Department (PWD) are seen overlapping. For instance, as per the Goa PR Act, village panchayats have the function to preserve and conserve water sources in the village, the Water Resources Department issues permissions for sinking of bore wells without even consulting the village panchayat. Another example of parallel governance is the function of construction and maintenance of roads and drains in the village where these functions entrusted with the village panchayat are actually undertaken by the PWD as decided by the local MLA. To address the same, the state government planned to separate the responsibilities of zilla panchayat, village panchayat and PWD.

Interaction with the DoT revealed that according to them, devolution of power to panchayat is not in the interest of tourism in Goa. Response from the DoT officials shows reluctance in devolving power to the PRIs. Deputy Director of DoT expressed his reluctance in consulting the village panchayats for planning tourism related projects. According to him, the village panchayats lacks technical expertise required to work on plans such as Master Plan for tourism. Deputy Director, DoT raised questions on the capacity of village panchayats as the panchayat have failed to execute their responsibilities. According to him, while on the one hand they ask for funds, on the other hand they are reluctant to submit relevant activity plans and details of expenses. This makes it difficult for the department to fix accountability if work which is then not executed. The PRIs do not have any effective monitoring mechanism in place to ensure that the work being given to them is executed effectively.
8. Locating Tourism within Local Governance

Tourism which is claimed to be the mainstay of Goan economy has impacted the local community, their environment, socio-economic balance in many ways. Governance of tourism with incorporating local views and people centric approach can check unregulated growth of tourism and its impact. The findings of this study suggest that most of the power with respect to tourism has been vested with various departments of the government of Goa. DoT and GTDC are the main actors. The other departments involved are Department of Forest (DoF), DoTCP. Authorities like Goa Coastal Zone Management Authority (GCZMA) does not take PRIs in confidence while approving/formulating plans for tourism development.

The emerging conflicts of role and responsibilities as narrated above raises important questions of public accountability. People suffer when they do not have a clear picture of the functions of each and every department and the institutions/authorities that are formed. With respect to tourism in Goa, local communities do not have a clear vision as to the roles of the DoT, GTDC and the local panchayats. There arises a confusion over who does what. And this has not been determined just by laws and rules but also by unwritten norms and precedents. The plans, programmes and schemes framed by the state government mainly favours departmental regulation of tourism as it is aligned with the implementation of state agenda of mega tourism projects and events. Apart from such favouritism what has weakened constitutionally mandated role and function of the PRIs are the grey areas of laws and rules. For instance, The Goa Panchayat Raj Act, 1994 and Rules does not mention the word ‘Tourism’ even once despite the fact that tourism is localised and directly impacts local communities in every sphere. Further, constant dilution of PRI Act of Goa has made local self institutions powerless. The powers and functions of the PRIs emanates from the Constitution. The devolution of power mandated through the 73rd and 74th Amendments has been hijacked by the departments and other authorities constituted by the government in the state. The realm of laws regulating the PRIs come in conflict with the larger mandate vested with local authority by Constitution.

The idea behind the decentralization was to usher in participatory decision making in governance of the local areas. According to many scholars who have worked on the concerned issue, decentralisation is considered as the major tool in the process of bringing government closer to the people and make them participate in decision making about plans, programmes and activities that concern them (Rewadikar 2010). Scholars have talked of advantages of democracy only when local problems are locally solved. Governance which is locally placed can capture local nuances and people voices in policy formulation. Quality of government can also be understood from the relation between those who govern and those who are governed. The less the difference and hierarchy between them, the better is the governance. Decentralised local governance conceptualises the kind of governance where people form government by electing one among them, participating in policy designing, holding the representative accountable, and even vested with the power to recall their representatives.
9. The Way Forward

Decentralization is celebratory only in theory which has not got translated in practice as seen in the case of Goa in relation to tourism. Panchayats are not playing the role of local government that was the vision behind the democratic decentralisation under 73rd Constitutional amendments. Local voices and aspirations are not articulated in designing, planning and implementing of development plan. Panchayat seems to wear the dress of local planning which has neither been designed nor stitched by them. Policies having local implications are formulated at the state level without any consultation or communication with the local panchayats. The same is communicated to the panchayats only for implementation. The whole agenda of people led development is missing when power for planning and regulating the same is not de-centralised.

The status of panchayat in Goa is no different from the popular narratives of local governance in general. The problems they face are many, the most intense being lack of political and administrative will of the state government, non-devolution of fund, functions and functionaries, non functional panchayat committees, lack of participation in GS and its irregular meetings. Our study finds that in case of tourism governance in Goa, the major power rests with the departments. Non-consultative approach by different departments in planning process often excludes the views of panchayats. Whereas, the lack of proper coordination between the two tires of panchayat also undermines the spirit of democratic decentralization.

On part of the state government it has not strengthened the capacity of panchayats by providing technical staff and assistance. And most importantly, there has been no effort by the state government to bring amendments to the existing Act on panchayati raj 'The Goa Panchayat Raj Act, 1994' to provide legal framework to bring tourism within the purview of local government.

For making tourism governance more people centric and people led it is imperative to strengthen panchayats. Empowerment of PRIs by devolving power to them and active engagement of people in decision making through regular gram sabha is a solution of keeping check on unregulated growth of tourism. Following are the recommendations while taking ground realities into consideration.

- Empowerment of gram sabha is empowerment of people. GS can demand for devolution of power to the PRIs for local regulation of tourism.
- The PRIs in the state should demand for necessary amendment of the Goa PRI Act, 1994 to endow panchayats with more powers, authority, fund, functions, and functionaries necessary to enable them to function as institutions of local governance.
- People to take part in gram sabha, irrespective of their affiliation to different political parties. This ensures democratic decision making.
- In line with other Standing Committees in the panchayats, the PRIs should demand for necessary amendment of the Goa PRI Act to constitute Tourism Standing Committee in village panchayats, which will decide on tourism development within the panchayat limits, keeping in mind the ground realities.
- Proper coordination and cooperation between different tiers of PRIs- village and zilla in planning and execution of development plans and local regulations.
- The State government should appoint the 3rd Finance Commission, pending since 2007, to recommend the measures needed to improve the financial position of the PRIs regarding the distribution between the state and the PRIs of the net proceeds of the taxes, duties, tolls and fees levied by the state.
- PRIs needs to question vesting of supreme authority to the Directorate of Panchayat with respect to decision making on local matters.
- Overlapping of several functions and responsibilities of the village panchayat, zilla panchayat, Department of Rural Development and Public Work Department needs to be sorted out and specific allocations made.
- Government needs to stop the practice of non-devolution of power to the PRIs under the pretext of non-availability of expertise and efficiency. Government needs to take the required steps to build-up the expertise and efficiency of the members of the PRIs.
- The PRIS should place the demand with the Department of Town and Country Planning, for the role and participation of the PRIs during the formulation of the regional plans. Scrapping of the present TCP Act and promulgating a new act as per the provisions of 73rd & 74th amendment of the constitution.
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Annexure-1
List of Questions

1. Elected Representatives:
   Background - caste, political, social status, family - joint & nuclear, number of members in family.
   Are you a member of any political party? Who is your ward member? Do you know your MLA/MP?
   Since how many years, are you holding the current positions? Is this your first term or have you earlier also
   served the position?

Tourism Specific:
   • How is the Panchayat involved / associated with tourism-related activity?
   • At what level, does the Panchayat play a significant role in tourism development and what are the
     challenges faced by them at every level? (planning, implementation, monitoring)
   • How does the panchayat deal with those difficulties?
   • What supporting factors should a Panchayat have in meeting their challenges?
   • Is there any project which is disapproved by the Panchayat or protested after seeing its negative impact, if
     so details.
   • What measures have the panchayat taken in order to regulate tourism?
   • How did you ensure community consent for the decisions?
   • What are the sources of revenue or types of taxes collected from activities specifically related to tourism?
     (for ex. Granting license to shops, hotels).
   • What procedure does the Panchayat follow to grant the licenses for hotels. Restaurants/ eating joints etc?
     After granting permission, what monitoring mechanism does the Panchayat follow?
   • How does the panchayat spend collected revenue - the items to spend, items decided by whom, shared by
     state departments (details),
   • What do you think about tourism impact - environmental, socio-cultural, economic impacts on community,
     resources, women, youth? Are these issues discussed by the community members? Have you brought the
     same in GS meetings?
   • What changes do you see in the role of Panchayat in tourism over the years?
   • Are you satisfied with the role of your Panchayat?
   • If not, the reasons and what would you suggest to make it more effective?
   • Do you want to contest next election? If no, the reasons?

Coordination with other Related Departments:
   • How has been the Panchayats' relationship with these departments?
   • Have there been instances of Panchayats approaching the department/s with issues on
     tourism? Please Share.
   • Do you think that role of panchayat is curtailed due to presence of tourism related
     authorities? If so, how and what are the areas you think so?
   • Do you think that the Panchayat has sufficient power to deal with that? If no, what
     power should be given to strengthen the role of Panchayat?

Gram Sabha:
   • How do you ensure participation of women in GS meeting?
   • What are the difficulties you face for that matter?
   • What are the issues raised generally? What women-specific issues are raised in the space? What are the
     responses of the community?
   • What effort do you make to encourage women members to speak about the issues?
Meetings:
- How do you ensure participation of women in the meeting?
- What kind of issues are discussed in the meeting?
- For what kind of issues do you get more support from the members?
- What are the issues you find difficult to bring into the space?
- Do you get support from women members? Do women from the community share the issues with you informally?
- Do you get minutes of the meeting?

Schemes:
- What do you think about PMEYSA and RGSY scheme in terms of its effectiveness? Apart from these, are there any specific schemes at state level for elected representatives? How is it different from the central schemes?
- What are the other issues which you think, should be dealt by the government?
- How do you make community/women aware about the committee/schemes?
- How can the committee/schemes be made more effective? (Specific questions for EWRs:)
- Do you consult someone to prepare for the meeting? If so, whom—organizations/family members (specify)/local party leaders?
- Are the issues raised by you considered while taking decisions? If not, then do you put pressure or argue to include your point or accept it silently? Do you get the minutes of the meeting? If not, the issue raised and what is the response from the officials?
- How is the behavior of Panchayat officials towards you? Are you comfortable with them? Is there any change in their attitude/behaviour towards you over the years? Has there been any dispute with the officials? Have you ever faced accusation from the officials? If so what was the issue, who filed the complaint, what was the outcome? Have you got support from the community in fighting the case against you?
- Do you consult women from the community to understand their needs? Do they come to talk about their problems? If so, what are the issues they bring to you? What steps do you take to make women of your area aware? What information do you try to disseminate among women members?
- What did you hope to achieve as members and leaders of Panchayat? Do you think you have been able to achieve those targets? If yes, what are these? If no, then the reason?
- Have you as elected representative been able to represent the interest of women? If no, the reasons? If yes, what are those issues? What are the difficulties that you face to bring these points to fore— at individual level (lack of confidence, inhibition etc. and at group level (unwillingness to listen or take steps for that matter)? What steps have been taken to address the issue? What is the status of those initiatives?
- What changes do you see in the role of Panchayat in tourism over the years? Are you satisfied with the role of your Panchayat? If not, the reasons and what would you suggest to make it more effective? Do you want to contest next election? If no, the reasons?

2. Community:

About Tourism and Role of Panchayat:
- What do you think about the role panchayat play in tourism?
- Where do you see the role of community in tourism development?
- How does community get information about tourism related decisions?
- Has community raised objection for the issues related to tourism? If so the issues?
  If not, the reason?
Participation in Tourism:
• As a community member, has consent of community members taken for planning any tourism projects? If yes, how is it taken? If not, what do you think are the reasons?
• Are you happy with the tourism development in your area? If not, have you raised these issues in the meetings - What difficulties have you faced for that matter? -What was the response (members of Panchayat and community) and outcomes?
• Do you talk to EWRs/Sarpanch outside the meeting space? Do they come to the community to know/understand their need?

Impact of Tourism:
• What are the changes you see in community, especially on women, youth, child due to tourism? (positive & negative)
• What kind of opportunities (employment) and how are they engaged with tourism?
• Do you feel, as a woman secured to roam around the place alone? If no, was it the same before tourism come to the place?
• Measures taken to address negative impact of tourism

Participation in Meeting / Gram Sabha (GS):
• How do you get information for the meetings?
• Do you participate in the meetings? If yes, then what are the issues raised generally and specific to tourism?
• Have you ever raised the issue in the meeting? If yes, what was the issue/s, response from the members and the outcome? If not, then the reason?
• Are the issues raised by community considered while taking decisions?

Awareness about the Committee/Schemes: (general as well as specific to women):
• Are you aware about the schemes meant for women? Details of the scheme- its purpose, beneficiaries and its effectiveness. If so, how do you came to know?
• Are there any issues which you think, should be dealt by the committees/ covered under the schemes? How the committee/ schemes can be made more effective?

Member of organizations:
• Any women groups like SHGs /CSOs / mahila group / religious organizations / political organizations / club. (Please provide the details about the organization- purpose of the group, activities, reason to join and the benefit/achievements)
• If the group provide any support/input for raising the issue in the meeting? If so, then for what kind of issues?
• Do you participate in its meeting? If not, the difficulty to attend the meetings? If you have faced any difficulty while working with the groups?

Changes in the role of Panchayat:
• What changes do you see in the role of panchayat in tourism over the years?
• Are you satisfied with the role of your panchayat?
• If not, the reasons and what would you suggest to make it more effective?
• Do you want to contest panchayat election? If not, the reason?
• What are the agenda you would like to bring if win the election?
• What change do you see during tenure of the current EWR? (if applicable).
• Do you think that you have become more aware during tenure of the EWR?
CSOs:
- What do you think about role, power and function of panchayat in developing the area?
- What do you think about tourism - kind of tourism, level of development over the years, participation of community in decision-making?
- What are the major problems the community is facing due to tourism?
- What changes do you see in socio-economic and political spaces due to tourism?
- What do you think about Department of Tourism and Directorate of Panchayat in tourism development? (collaboration, concern for community participation, role of panchayat)
- What is the level of participation of the panchayat in tourism development? How is the relationship between panchayat and other government departments involved in tourism? How does the panchayat encourage community participation in the planning process at different level (planning, implementation, monitoring)?
- Where do you see Gram Sabha in this scenario? What changes do you see in the role of panchayat in tourism over the years? What changes do you see in approach of the panchayat towards community?
- What are the challenges faced by the panchayat in context of tourism (funds, power, function, community participation)? What initiatives are taken by panchayat to deal with the challenges?
- Coordination between panchayat and NGO’s to address tourism issues - purpose (awareness building, community participation, strengthening decision-making space, dealing with other government departments), challenges faced by NGO. If the panchayat and community take initiative to engage with NGO?

3. Government Departments:

3A. Tourism Department:
- What are the kinds of tourism activities permitted by the tourism Department in the these areas.
- What are the tourism activities the tourism Department is currently engaged in and also what are the activities it plans to be involved in the future?
- Which are the new destinations opened for tourism in the last 7-10 years? What are the proposed plans & which areas have been identified for opening up/ expansion of tourism, specially in rural areas?
- What collaboration / coordination does the department have with Panchayat in promoting tourism?
- Challenges
  - How does the department involve panchayat in tourism development? (For what purpose and at which stage of tourism development)
  - Has the Panchayat approach DoT with their plans for tourism, if so the details.
  - What challenges and issues are faced by the officials in conducting tourism activities in these areas?
  - How are the local communities being engaged in tourism activities? What is their ownership and role in tourism activities being conducted?
  - Have any studies been conducted to assess the impacts (positive and negative) to local communities by engaging in tourism activities conducted by the tourism department. If not, why? Has such information come to your knowledge- issues raised by panchayats before.
  - What have been the regulatory measures adopted and implemented to ensure social, cultural and environmental sustainability of the tourism activities. Does panchayats get involved in development these regulatory measures. Has such information come to your knowledge- issues raised by panchayats before.
  - What are the types of land on which constructions and tourism activities are being undertaken?

3B. Directorate of Panchayat (DoP):
- Where do you see the role of panchayats in tourism development.
- What do you think about the powers and functions of Panchayats in context of tourism development.
- Where do you see the gap in panchayats performance to exercise their rights, role in tourism development.
- What coordination the Directorate has with the tourism department for tourism development in rural areas.
• Impacts of tourism in rural areas- in connection with the impacts have you rejected any, if so why and what
• Does the projects requirements come from the panchayats or is it top down approach
• What challenges and issues are faced by the elected representatives in tourism ?
• Have you organised any capacity building workshop for elected representatives to enable them to perform effectively especially in context of their role in tourism development.
• How are funds transferred, does it go to block development office and then goes to each panchayat within that block or it gets transferred directly.
• What type of grants are given to panchayts- what challenges do the panchayts face in utilising the funds. Does it get used for the purpose allocated.
• How do you monitor the utilisations of funds
• What are the challenges faced by Panchayats in granting licenses/ NOC?
• Citizens charter- How effective is CC to address various aspects of tourism motoring. Are G.S meetings held regularly. How the DoP get information about the decsions taken in GS meeting. Apart from the planned activities in the current financial year what issues have been brought up by panchayts.
• What role the Directorate play to sustain social, cultural and environmental resources of the area? What schemes are there in place for the same. How effective those schemes are in dealing the issues arising out of tourism. How do you identify the issues for schemes? Do the panchayts bring the issues which is addressed through schemes or is it planned at state level.
• What committees are formed by Panchayats to monitor tourism related work.
• Have the panchayats have come our with any resolution on tourism issues
• Has panchayats sold any immovable or movable property for tourism related development. if so the details.
• Have any actions taken for illegal encroachments and obstruction upon public streets and open sites. If so the details- The issues, by whom, which department were involved and what actions taken
• What is the status of Mahila Mandalas
• How effective are Mahila Mandalas in addressing the issues related to women in tourism.

3C. Goa specific questions:
• How does the Panchayat issue construction licences / occupancy certificate? (As per the Goa Tax on Infrastructure Act, 2009, both can not be issued if the applicant has not paid infrastructure tax)
• Does the Panchayat has identified constructions for demolition existing within CRZ? What are the challenges faced by the Panchayat in following CRZ notifications with regard to their powers?
• As a Gram Sabha member, what are the challenges faced by them due to CRZ notifications?
• In Goa regional plan 2021, what are the powers given to the Panchayat? What are the areas for the Panchayat to take decisions? Are there any areas for which power is taken back from the Panchayat? If so the details and its implications.
• What are the implications of the regional plan on the role of Gram Sabha?

3.D.Goa Coastal Zone Management Authority (GCZMA):
• How are the projects sanctioned in coastal areas? If the Panchayat has any role in this matter? If so, the details?
• Does GCZMA work in coordination with the Panchayat with regard to CRZ notification? If so, how?
• What are the challenges faced by the authority in implementing the CRZ Notification given the relaxation for Goa in the Notification with regard to carry out few activities during Sept-May on temporary basis, how those few activities are being regulated in terms of role of authorities involved in granting licences and monitoring?
• Does GCZMA get financial support for this relaxation from MoEF to regulate these activities or from state departments (which department)?
• Who does levy and collect taxes from the activities during those specific months? If the collected taxes are shared between GCZMA and the Panchayat? If tourism department is also involved in any way as the beach comes under tourism department?
Annexure -2

I. General Functions:

II. Agriculture, including agricultural extension:
(1) Development of waste lands. (2) Development and maintenance of grazing lands and preventing their unauthorised alienation and use.

III. Animal Husbandry, Dairying and Poultry:
(1) Promotion of dairy farming, poultry and piggery. (2) Grass land development.

IV. Fisheries:
(1) Development of fisheries in the villages.

V. Social and Farm Forestry, minor Forest Produce Fuel and Fodder:
(1) Planting and preservation of trees on the sides of roads and other public lands under its control. (2) Fuel plantation and fodder development. (3) Promotion of farm forestry. (4) Development of Social forestry.

VI. Khadi, Village and Cottage Industries:
(1) Promotion of rural and cottage industries. (2) Organisation of conferences, seminars and training programmes, agricultural and industrial exhibitions for the benefit of the rural areas.

VII. Rural Housing:
(1) Distribution of house sites within Village Panchayat limits. (2) Maintenance of records relating to the house, sites and other private and public properties.

VIII. Drinking water:
(1) Construction, repairs and maintenance of drinking water well, tanks and ponds. (2) Prevention and control of water pollution. (3) Maintenance of rural water supply schemes.

IX. Roads, buildings, culverts, bridges, ferries, waterways and other means of communication:
(1) Construction, and maintenance of village roads, drains and culverts. (2) Maintenance of buildings under its control or transferred to it by the Government or any public authority.

X. Rural electrification:
Providing for and maintenance of lighting of public streets and other places.

XI. Non-conventional energy source:
(1) Promotion and Development of non-conventional energy schemes. (2) Maintenance of community non-conventional energy devices, including bio-gas plants. (3) Promotion of approved chulhas and other efficient energy devices.

XII. Poverty alleviation programmes:
(1) Promotion of public awareness and participation in poverty alleviation programmes for fuller employment
and creation of productive assets, etc. (2) Selection of beneficiaries under various programmes. (3) Participation in effective implementation and monitoring.

XIII. Education including Primary Schools:
(1) Promotion of Public awareness and participation in primary education. (2) Ensuring full enrolment and attendance in primary schools.

XIV. Adult and non formal education:
Promotion of adult literacy.

XV. Libraries:
Village libraries and reading rooms.

XVI. Cultural activities:
Promotion of social and cultural activities

XVII. Markets and fairs:
Regulation and fairs (including cattle fairs) and festivals.

XVIII. Rural sanitation:

XIX. Public Health and Family Welfare:

XX. Women and Child Development:
(1) Participation in the implementation of women and child welfare programme. (2) Promotion of schools, health and nutrition programmes.

XXI. Social welfare, including welfare of the handicapped and mentally retarded:
(1) Participation in the implementation of the school welfare programmes, including welfare of the handicapped, mentally retarded and destitutes. (2) Monitoring of old age and widows pension schemes.

XXII. Welfare of the Weaker Sections and in particular the Scheduled Castes and Scheduled Tribes:
(1) Promotion of public awareness with regard to welfare of Scheduled Castes, Scheduled Tribes and other weaker sections. (2) Participation in the implementation of the specific programmes for the welfare of the weaker sections.

XXIII. Maintenance of community assets:
(1) Maintenance of community assets. (2) Preservation and Maintenance of other community assets.
XXIV. Construction and maintenance of cattle sheds, ponds, cart stands.

XXV. Construction and maintenance of slaughter houses.

XXVI. Maintenance of Public Parks, playgrounds, etc.

XXVII. Regulation of manure pits in public places.

XXVIII. Establishment and control of Shandies.