



**AN EVALUATION OF RESPONSIBLE TOURISM PRACTICES IN THE TANZANIAN
TOURISM INDUSTRY**

by

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ABSTRACT

This thesis concerns sustainable tourism development in Tanzania. It determines the extent to which Tanzanian tourism policies have incorporated sustainable frameworks and principles and also ascertains the extent to which tour operators in Tanzania have adopted sustainable tourism practices. Furthermore, it attempts to understand the constraints to tourism development for future successful planning of Tanzania as a favourable tourist destination in Africa.

One of the key principles of sustainable tourism is that the local population is placed at the centre of tourism development interventions in terms of participation in decision-making and benefit sharing. Sustainable tourism principles also support that environmental regulations should be at the forefront of tourism's industry advocates in order to mitigate environmental degradation and deterioration in the form of vegetation degradation, disruption of wildlife behaviour, pollution increase and general over utilisation of resources. However, Tanzanian tourism policies do not incorporate environmental and social concerns adequately, nor do policy makers develop these policies with a unifying strategic vision in mind. A key example is failure of the tourism policy to include consideration of social and cultural factors such as community conservation of natural resources. Tanzania's tourism sector is growing fast, and its contribution to the economy's growth is significant. As a result, it has attracted investment and policy initiatives to support its development.

Key problem areas that have been identified throughout the thesis are:

- Low priority of sustainable policies - the emphasis is still on income generation for government. Sustainable policies are absent in the Integrated Tourism Master Plan (ITMP), Wildlife Policy and Hunting concessions;
- Lack of adequate feedback mechanisms;
- Apparent clash between sustainable policies and communities that are involved in subsistence farming on communal lands. Changing the system has huge socio-cultural impacts, while government shies away from this;
- Low level of community involvement in tourist activities and planning matters;
- Inadequate implementation and monitoring of strategies.

The researcher, therefore, recommends that tourism planning should not only be a top down approach, but should involve all stakeholders in the tourism industry. Locals should be involved in tourism conservation decision making and the management of tourism policies,

and should share in the financial proceeds of tourism. This will increase the level of conservation in tourism, as more people will be informed and be involved. The process of involvement of communities is crucial, as it decreases levels of illegal tourism activities on communal lands. The researcher believes that once locals are engaged in the planning of tourism related ventures, they will make an effort to conserve and preserve resources.

Even though tourism policies in Tanzania make a note of sustainable practices (in terms of conservation and community involvement), it has only achieved these objectives on paper, and not enough has been done to ensure that these actions are carried out. It is also evident that development of tourism in Tanzania is a priority, while much focus has been placed on this owing to the economic value that it signifies. The main objective of Tanzania's tourism policy is to promote low-density, high quality and high-priced tourism. One of the major problems with the government is that their concern for making money outweighs the need to implement sustainable tourism behaviours, therefore, leaving the environment and communities at a disadvantage, which eventually causes problems for destinations and the economy, at large.

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GLOSSARY

CBC	Community- Based Conservation
CBT	Community -Based Tourism
CSR	Corporate Social Responsibility
GDP	Gross Domestic Product
HQ	Headquarters
ITMP	Integrated Tourism Master Plan
LCA	Life Cycle Assessment
MNRT	Ministry of Natural Resources and Tourism
NCAA	Ngorongoro Conservation Area Authority
NGO	Non Governmental Organisation
NTP	National Tourism Policy
RT	Responsible Tourism
SCT	Sustainable Community Tourism
SPSS	Statistical Package for Social Sciences
STD	Sustainable Tourism Development
TANAPA	Tanzania National Park
TANAPA	Tanzania National Park Association
TATO	Tour Operator Association of Tanzania
TMNRT	Ministry of Natural Resources and Tourism
TNRF	Tanzania Natural Resources Forum
TTB	Tanzania Tourism Board

Ujamaa	Family-hood
UNDP	United Nations Development Programme
WCED	World Commission on Environment and Development
WMA	Wildlife Management Area
WSSD	World Summit on Sustainable Development
WTO	World Tourism Organisation
WTTC	World Travel and Tourism

CHAPTER ONE: INTRODUCTION

1.1 Background to the study

This thesis concerns sustainable tourism development in Tanzania. It attempts to verify the extent to which Tanzanian tourism policies have integrated sustainable frameworks and principles. It attempts to ascertain the extent to which tour operators in Tanzania have adopted sustainable tourism practices, and also tries to understand the constraints to tourism development for future efficient planning of Tanzania as a favourable tourist destination in Africa.

According to Mitchell, Keane and Laidlaw (2009:2), the tourism division directly and indirectly contributed US\$1.6billion – or almost 11% of the entire Tanzanian economy, which equated to US\$43 for every man, woman and child in the country, in 2007, which, therefore, indicates its importance to the Tanzanian wealth. According to Akunnay, Nelson and Singleton (2003:3), the Tanzanian tourism industry has an essential competitive advantage due to its outstanding wildlife and natural resources, and has become one of the major growth industries in the country.

However, one would like to be familiar with its economic implications before concluding that this is a positive development that should be promoted (Luvanga & Shitundu, 2003:1). For example, Kulindwa (2002:389) adds that the mining and tourism sectors have contributed greatly to employment generation in Tanzania, however, these economic gains have come at a cost of environmental degradation, social hardship and the breakdown of social norms and values. This clearly signifies that Tanzania should make an effort when it comes to developing sustainable tourism within their policies. Lyyer (2009:51) states that environmental integrity, social justice and economic development which are the three pillars of responsible tourism are similar to those of sustainable tourism, adding that more and more destinations and tourism operations are endorsing and following "responsible tourism" as a passageway to sustainable tourism.

Sustainable tourism has been highlighted in many strategic tourism planning documents and the development of a conservation nature has been stressed as one of the critical elements in the development of the term sustainable tourism (Hardy, Beeton & Pearson, 2002:475-476). Van der Merwe & Wöcke (2007:1), however, argue that, in spite of global focus on the tourism industry as part of the sustainability agenda at the World Summit on Sustainable Development (WSSD), there seem to be few companies that participate in globally responsible tourism or Corporate Social Responsibility (CSR) such as the Global Compact

(tourism companies only represent 2% of all companies participating in the voluntary initiative). According to Tosun (2001:289), any process which involves sustainable tourism development principles, is based on difficult socio-economic and environmental trade-offs, coupled with firm economic and political choices.

Edgell (2006: xi) maintains that the environment has been placed under siege from the many different industrial, technological and unplanned tourism developments that are under way. Edgell (2006:xi) further states that to preserve these resources; to impact on the social values of the community; and to add to the quality of life of local citizens worldwide and at the same time obtain favourable economic benefits for tourism, is a challenge.

1.2 Motivation for the investigation

Scheyvens (2011:149), states that it is the government's responsibility to set rules and regulations on how tourism will be developed, and they also have the authority to develop policies that can either establish whether a country follows a path of tourism development largely dictated by overseas interests and capital or one that strives to ensure that economic gains are equally distributed to the locals and state while also conserving the integrity of the social, cultural and environmental characteristics of their country. According to Slocum and Backman (2011:281), in spite of the fact that Tanzanian officials' high praise of community tourism initiatives; their unfamiliarity with the tourism value chain continues to exclude rural populations. The same authors add that foreign-owned monopolies in tourism destinations are created from constant focus on foreign direct investment as a financing mechanism.

According to Harris, Griffin and Williams (2002:27-28), the challenge, with respect to controlling the impacts of tourism, which is at the heart of sustainable tourism development, and affects the less developed world, is that there is no considerable growing knowledge base, particularly with respect to ecological impacts. Furthermore, environmental or land-use planning systems, which incorporate forward planning and environmental impact assessments, procedures and requirements, are not in place, and there is no technical know-how to deal efficiently with such impacts. Tanzania is not an exception in this regard.

Slocum and Backman (2011:281) further add that the absence of tourism specific knowledge, which often creates redundancy and gaps in development objectives even though policy-makers in Tanzania have a comprehensive understanding of macro-economic development and rural community needs, is another major challenge, together with a lack of communication between departments.

Given the above situation, it is clear that there is a lot of work that should be done. The researcher is Tanzanian, and hence the need to contribute to the country's development of tourism has been a driving force. This research is, therefore, important, as knowledge that is acquired will be beneficial to the tourism sector in Tanzania at large.

1.3 Statement of the problem

Tanzania is well placed to offer tourists a unique experience, which is centred on wildlife, unique landforms and a rich culture that is centred on the island of Zanzibar (Barron & Prideaux, 1998:224). It is, therefore, crucial that resources are sustained and conserved. To achieve this goal, the Government of Tanzania has developed the National Tourism Policy, Wildlife Policy and Integrated Tourism Master Plan to guide both public and private sectors alike in order to further develop the tourism industry. However, the extent to which these policies have incorporated sustainable tourism frameworks remains unexplored, as well as the extent to which these sustainable tourism practises and the way that they have also been applied and monitored, is not yet known.

1.4 Research objectives and questions

1.4.1 Research objectives

The specific objectives of the study include the following:

- To explore the concept of sustainable and responsible tourism;
- To determine the extent to which Tanzanian policies have incorporated sustainable tourism frameworks, which focus on communities;
- To verify the extent to which policies and strategies on sustainable tourism are applied and to which their progress is monitored;
- Identify key problem areas (threats) that should be addressed in order to ensure sustainable tourism; and
- To determine the extent to which tour operators apply sustainable tourism policies.

1.4.2 Research questions

Specific research questions which pertain to the research study, include the following:

- Do Tanzanian policies incorporate sustainable tourism practices?
- What is the extent to which policies and strategies on sustainable tourism are applied and how is progress monitored?

- Is the concept of sustainable and responsible tourism understood, and are decision makers aware of the problems that confront sustainable tourism?
- What are the key problem areas (threats) that should be addressed to ensure sustainable tourism?
- What is the extent to which tour operators apply sustainable tourism policies?

1.5 Research methodology and design

1.5.1 Methodology

This research is an investigative study and comprises both qualitative and quantitative data that was used to arrive at conclusions. The questionnaires targeted tour operators, as well as government officials. The research instruments were both survey questionnaires, which were given to managing directors of tour operating companies and structured interviews, which were conducted with key informants from government (Planning and Policy Division). These interviews sought to obtain more insight into the key problems that were identified in the study. Key informants from government officials were selected because they could provide helpful information that may not be obtainable from secondary data.

1.5.2 Sampling technique

No sampling strategy was necessary, since the entire population was included.

1.5.3 Delineation of the study

The tour operating sector forms an important part of the tourism industry in Tanzania and can be regarded as an essential component to any tourism initiative. Of the 210 licensed travel agencies that operate in Tanzania, 148 are based in the northern part of Arusha, while most of them are operated by foreign entrepreneurs with only 48 of them operated by actual Tanzanians, mostly local Indians, and even fewer are owned by indigenous Africans (Salazar, 2009:8). The same author adds that most of them do not specialize in any particular domain, and are small operators with limited personnel and standard tour packages, which offer a similar range of safaris. This is particularly visible in the case of small enterprises or isolated communities, with limited or inadequate distribution networks of their own, which can easily become dependent on tour operators to reach tourist markets. Therefore, some small islands and developing countries are highly or almost totally dependent on tour operators to attract tourists (Budeanu, 2005:94).

This study was conducted in the northern part of Tanzania, and used Arusha as the study area. Questionnaires and interviews were restricted to tourism operating managers and government officials from the Ministry of Natural Resources and Tourism office (Planning and Policy Division) who are responsible for regulating, promoting and facilitating objectives and strategies to ensure sustainable tourism development in the country.

1.6 Significance and contribution of the study

This study aims to shed light on the extent to which government and Tanzanian tourism establishments adopt or ignore sustainable tourism practices, regardless of an increasing global awareness of the concept. This study seeks to explore the level to which sustainable tourism elements have been incorporated in the development and implementation of tourism policies. Deeper perceptions of the nature of sustainable tourism practises by the Tanzanian tour operator industry and an understanding of the role of government and tourism bodies regarding sustainable tourism policies will enable the researcher to identify underlying problems of the issues mentioned above. Knowledge that is acquired will be beneficial to the tourism sector in Tanzania, at large, hence this research is important. Tour operators also play a key role in the development of sustainable tourism, as they are the first point of contact that consumers utilise when they organise their holidays. In Tanzania tour operators have the power to implement innovative mechanisms to generate community-level economic gain from other sources. For example, they can provide information on how tourists can contribute to the livelihoods of communities that they visit during their tours through travel packages that they organize. Tour operators can also assist by educating tourists on various conservation approaches and methods, which generate economic benefits from wildlife that communities can benefit from educational tours that they package.

Like many Third World countries, Tanzania has the potential for the development of sustainable tourism practices, but there have always been underlying issues that have hindered such development. This study will, therefore, help them to identify issues that affect the industry as a whole.

1.7 Thesis overview

This research report consists of seven main chapters, which are structured as follows:

- The first chapter begins with an introduction and background to the study. It provides the statement of the problem, motivation, research objectives, as well as research

questions. The chapter briefly describes the methodology and proceeds with the significance of the study.

- The second chapter gives a description of sustainable tourism, as well as relevant definitions of tourism in brief. Responsible development processes and strategies, sustainable tourism indicators and the role of a tour operator will also be discussed in this chapter. The chapter will also address the constraints to and benefits of a responsible tourism policy.
- The third chapter begins with background information on Tanzania, and explains the growth of tourism in Tanzania. The National Tourism Policy, Integrated Tourism Master Plan and Wildlife policies of Tanzania will also be discussed and deficiencies of the Tanzanian tourism product will be described. This chapter will also highlight some of the constraints that Tanzania faces when it comes to implementing responsible tourism practices.
- The fourth chapter describes community- based tourism in Tanzania and investigates the extent to which communities are a government priority when it comes to Tanzania's policies.
- The fifth chapter describes the research settings in which the study was conducted, and examines methods that were used in the study. The study population, sampling method and data collection are all described in this chapter. Lastly, it indicates how data analysis was conducted and provided.
- The sixth chapter depicts survey results, which were obtained during fieldwork as a description of the research data. Furthermore, discussion of data is outlined in this chapter and final research findings are also observed and described.
- The seventh and final chapter of this thesis draws more attention to the findings that were discussed in the fifth chapter. Research conclusions and recommendations, which are based on the research findings, are presented.

1.8 Summary

The chapter introduced the reader to the problem under investigation. It provided a clear background to the research problem and the need for research. This chapter also clearly indicated that the objective of the study was to comprehend and elaborate the extent to which tour operators and key government officials have adopted sustainable tourism practises in Northern Tanzania. Different terms that are deemed to be important for the reader were defined in order to provide some direction and meaning of the topic. Lastly, the chapter provided a summary of each chapter in the thesis. The next chapter gives a

description of sustainable tourism, as well as relevant definitions of tourism in brief. Responsible development processes and strategies, sustainable tourism indicators and the role of a tour operator will be discussed in this chapter. This chapter will also address the constraints and benefits of a responsible tourism policy.

CHAPTER TWO: SUSTAINABLE TOURISM AND RELATED ISSUES

2.1 Introduction

Performed annually by more than 10 percent of the world's population, tourism is the biggest migration in the history of humankind (Budeanu, 2007:499). According to Scheyvens (2011:148) while simultaneously espousing support for sustainable development of the sector, the rapid growth of tourism has been actively pursued by many governments. Nevertheless, historically, much of tourism has been unsustainable, while barriers that negatively impact on tourism should be addressed to ensure a successful, sustainable environment.

This chapter describes sustainable tourism, as well as relevant definitions of tourism in brief. Responsible development processes and strategies, sustainable tourism indicators and the role of a tour operator is also discussed in this chapter. Furthermore, this chapter addresses the constraints and benefits of a sustainable tourism policy.

In order to have a better understanding of the concept of sustainable tourism and to understand its origin, there is a need to evaluate other forms of tourism that hold an umbrella to and have led to the pathway of responsible tourism. Having stated this, nature based tourism, ecotourism, corporate social responsibility (CSR), sustainable tourism and Fair Trade are key terms that are addressed in this chapter. The chapter starts with nature -based tourism.

2.2 Relevant definitions of tourism

2.2.1 Nature- based tourism

According to Eagles, Bowman and Tao (2005:7), special interest tourism comprises people who have a common special interest that persuade their travel choices and these visitors are, therefore, divided by particular interests or motivations, rather than by other distinctiveness such as age or social class. Nature tourism, in all its particular forms, is an example of special interest tourism. According to Hall and Boyd (2005:3-4), nature- based tourism includes tourism in a natural setting (for example, adventure tourism), tourism that focuses on exact essentials of the natural environment (for example, safari and wildlife tourism, nature tourism, marine tourism), and tourism that is developed in order to preserve natural areas (for example, ecotourism). Nature- based tourism focuses on the utilisation of the primary or natural resource base of tourism. Since nature based tourism is a non-consumptive activity that should rely on intact natural resources to generate revenue, it is

frequently viewed as a 'win-win' situation for conservation and sustainable development (Naidoo & Adamowicz, 2005:160). According to Priskin (2001:639), some infrastructure is necessary to complement or enhance the natural attraction for nature-based tourism such as transport, accommodation and specific visitor facilities, regardless of the nature-based tourist activity that is practiced or the type of tourist.

As indicated by Eagles *et al.*, (2005:7), direct enjoyment of some relatively uninterrupted phenomenon of nature is first and foremost what nature-based tourism is all about, while the level to which a visitor's experience depends on nature, can vary according to activities:

- which are reliant on nature (people seeking to examine animals in the wild require a natural environment to enjoy their experience);
- which are enhanced by nature (people prefer to camp in a forest but the activity might be possible with equal satisfaction for some users without a purely natural setting); and
- for which the natural setting is minor (if a person's interest is a cooling swim, then the setting may be somewhat unimportant, assuming it is unpolluted water).

2.2.2 Ecotourism

Cox, Saucier, Cusick, Richins and Mc Clure (2008:2) state that "ecotourism" is a phrase that was coined in the late 1970s when "mass tourism" reached its peak and people began to comprehend that the mass tourism experience isolated them from the host culture and damaged the environment.

According to Tsaur, Lin and Lin (2006:640), ecotourism has been recognised as a form of sustainable tourism, which is expected to contribute to both conservation and development. Ecotourism is defined as nature-based tourism with three added goals: (1) to reduce negative environmental, economic and social impacts that are often associated with mass tourism; (2) to deliver a net positive contribution to environmental conservation; and (3) to develop the livelihoods of the local people (Jamal & Robinson, 2009:336). According to Narasaiah (2005:81), ecotourism must be responsible, paying regard to local needs and improving local welfare; however, to be completely sustainable, ecotourism should complete the ambitions and expectations of all interests and not only those of tourism enterprises and organisations, but also visitors namely in terms of the needs of tourists. Cox *et al.*, (2008:2) further add that some people view ecotourism as a niche market that incorporates an environmentally friendly and culturally protective approach, while others consider it a luxury, which is available only to wealthy travellers who are trying to have a unique experience

without feeling guilty about doing so, or a term that is used by companies that are trying to take advantage of a niche market.

Pina (2004:7-8) states that most stakeholders who advocate and promote ecolables are at pains to differentiate ecotourism from other forms of tourism, and position it relative to sustainable tourism, in particular, even as ecotourism may have evolved, broadened or been diluted into the concept of sustainable tourism, depending on one's perspective.

According to Honey (2002, in Cox *et al.*, 2008:2) eight elements of authentic ecotourism have been identified as follows:

- travel to natural areas;
- minimised impacts;
- building environmental and cultural awareness for hosts and guests;
- providing direct financial benefits and empowerment for local communities;
- respect of local culture;
- sensitivity to the host country's political environment and social climate; and
- support of human rights and international labour agreements.

2.2.3 Corporate Social Responsibility

According to Collier and Esteban (2007:30) businesses, especially those operating at a transnational level, should not only operate in an ethical manner but are also responsible for their impact on all their stakeholders now and in generations to come. This is what corporate social responsibility (CSR) stands for. Bohdanowicz, Zientara and Novotna (2011:799) state that not only do many nuanced definitions of CSR exist, as CSR is a multidimensional theory, but also a range of terms such as corporate responsibility or responsible business are also used to describe it.

Miller (2001:592) states that UK companies such as Explore have long traded from a position derived from their sense of moral duty to places that they visit, while larger companies such as British Airways Holidays have also begun to apply policies based on a moral imperative. The same author, however, states that, while in the case of several companies the morality shown is owing to the personal sense of obligation that is felt by the owner/manager, more commonly the extent of the morality that is shown is a function of the responsibility that consumers expect companies to have. According to Spenceley (2008:108), international companies, to varying degrees, are being mandated by their customers or legislation to

operate in a transparent manner, and to not only serve shareholders, but stakeholders' requirements as well, whilst playing a far more lively role in addressing the social ills around them. According to Ciliberti, Pontrandolfo and Scozzi (2008:1579), economic, social and environmental benefits that are achieved go beyond the boundaries of a single firm and involve wider communities when adopting socially responsible behaviours.

It is also important to note that companies have also faced a lot of challenges when it comes to incorporating CSR in their businesses. For example, according to Van Marrewijk (2003:99), a lot of companies have mastered their business operations and at the same time formed 'separate kingdoms', which manifests, for instance, in employees being more loyal to the business unit than the company; business metrics supporting unit management even at the expense of the performance of the mother company; and transfer pricing and information asymmetry between headquarters (HQ) and its divisions.

2.2.4 Sustainable tourism

According to Liu (2003:460), sustainability has been widely viewed as holding considerable promise as a medium to address the problems of negative tourism impacts and maintain its long-term viability. The same author adds that sustainable tourism is easily defined as all types of tourism (conventional or alternative forms) that are well-matched with or contribute to sustainable development. Sustainable tourism refers to a level of tourism activity that can be maintained over a long term because it benefits the social, economic, natural and cultural environment of the area in which it takes place (Stoddard, Evans & Dave, 2008:248). Understanding that power relationships interplay in a specific context and the organizational setting in which the tourism experience is encountered help to clarify tensions that exist and throw light on the 'balance' that sustainable tourism aspires towards achieving (Teo, 2002:459). According to Farrell and Twining-Ward (2004:274) tourism researchers need to be cognisant of transformations occurring in the fields of ecosystem ecology, ecological economics, global change science and complexity theory in order to pave the way for a more effective transition to sustainability.

According to Weaver (2001:413), guidelines for a well- designed planning approach to sustainable tourism have been identified as follows:

- Developing tourism goals and objectives that are parallel to the comprehensive plan for a region and /or community;
- Creating indicators that stem from the objectives of tourism development;
- Creating management strategies that are in line with the set tourism objectives;

- Monitoring the performance of tourism with respect to these indicators;
- Evaluating the effectiveness of selected management strategies in influencing the performance of tourism with respect to these indicators;
- Ensuring that the strategic policies for tourism management that are created are based upon the monitored effectiveness of these techniques.

In the third millennium tourism can become a major medium for the realisation of humankind's highest aspirations in a quest to achieve economic prosperity, while maintaining social, cultural and environmental integrity when properly managed (Edgell, 2006:1). According to Hall and Lew (2009:81), the three mechanisms of sustainability are: economic, socio cultural and an environmental and nature resource dimension.

According to Harris *et al.* (2002:58), sustainable tourism associates planning functions with the social goals of tourism into a concrete set of guidelines to give us direction as we move ahead. A serious look at the quality of information about tourist environmental behavior seems appropriate, and further studies should develop such knowledge and complement it with a study of dynamics between tourist motivations and environmental values, even if current research that focuses on identifying sustainable preferences has opened the way by predicting possible tourist acts (Budeanu, 2007:505).

2.2.5 Fair Trade

According to Cleverdon (2001:348), transparency of trading operations, commitment to long term relationships and the payment of prices that reflect an equitable return for input that is provided are three of the key requirements for fair trade. Fair Trade in Tourism is a market intervention that draws upon the global Fair Trade movement to form a useful model to maximize the benefits of tourism and trade for local communities and population groups (Seif, 2002:1). Fair trade, according to Mc Laren (2006:10), means that tourism has a principled framework and focuses on fair wages and long term benefits for locals. Renard (2003:95) states that a market niche which is based on the image of solidarity with small producers in Third World countries and equity in trade relationships is what Fair Trade products represent. The same author adds that the act of buying fair products creates social ties amongst consumers.

2.2.6 Responsible tourism

Mc Laren (2006:10), states that worldwide tourism and travel has changed in the past decade to offer diverse new options that help both host-country nationals and visitors alike.

Spenceley (2008:111) proposes that wider consumer market trends towards lifestyle marketing and ethical consumption are now spreading to tourism, and the global demand for traditional 3Ss holidays (sun, sea and sand) is waning in favour of 'real' authentic and 'experiential' vacations. She continues by stating that, for the tourism sector to remain competitive and reactive to changing consumer needs, a shift towards responsible tourism (RT) management and effective marketing and communication is essential, as consumers are looking for a 'different type of experience and a much deeper connection to nature and/or the local community'. Liu (2003:463) further adds that the type and quality of products that tourists search for are changing continually and that tourists are becoming more experienced, more critical, more quality conscious and request new experiences, as well as 'good value for money', even though the total scale of world tourism demand is predicted to increase in the foreseeable future.

Lyyer (2009:51), adds that responsible tourism (RT) can be regarded as a movement, which is more than a structure of tourism, as it represents an approach to engaging with tourism, be it as a tourist, business, and locals at a destination or any other tourism stakeholder. Wheeler (1991:92) states that RT can broadly be interpreted as an umbrella term that embraces this supposedly more caring, aware form of tourism, while adding that prefixes include alternative, appropriate, sustainable, soft, green and so on. An approach that involves many stakeholders in any place or space, which attracts tourists is required and must, therefore, be incorporated.

RT encompasses positive economic, social and environmental contributions that have been made by a tourism enterprise in the host (local) community. Based on this definition, the Cape Town Declaration (2002) on RT emphasizes the need for better economic benefits for the local people from tourism, linking local people with decisions that influence their lives, and create positive contributions to the management of natural and cultural heritage (Round Table Africa, 2010:2:3).

According to Stanford (2008:260), key points with regard to responsible tourism can be drawn as follows: firstly, responsible tourism covers all forms of tourism, alternative and mass alike; secondly, it embraces a quadruple bottom line philosophy to contribute to and enhance local communities, cultures, environments, and economies and minimises negative impacts; and thirdly, it benefits all those involved. Hu and Wall (2005:300) point out that a set of principles and guidelines should be available to indicate a responsible way to develop tourism and to guide promotion, since responsible tourism is a way of doing tourism.

Objectives for responsible tourism, according to McLaren (2006:10), are that responsible tourism:

- generates greater economic profit for local people and enhances the well-being of host communities, and improves working conditions and access to the industry;
- involves local people in decisions that affect their lives and life chances;
- makes helpful contributions to the conservation of natural and cultural heritage;
- provides more pleasurable experiences for tourists through more momentous connections with local people, and a greater understanding of local cultural, social and environmental issues;
- minimizes negative economic, environmental, and social impacts; and
- Is culturally sensitive, engenders respect between tourists and hosts, and builds local pride and confidence.

As one of the largest industries in the world, tourism also has many negative outsourced effects, which has led some tourism stakeholders to propose another form of tourism (responsible tourism), which can aid to minimize the negative aspects of tourism. Singh (2008:54-55), lists the benefits of responsible tourism for the visitor and the professional below.

For the visitor:

- To enjoy one's leisure time, while respecting standards of social interest and environmental preservation.
- To favour implementation of a responsible approach in tourism activities.
- To participate in the sustainable development of the host community.

For the professional:

- Responsible tourism helps to improve the satisfaction of customers.
- Responsible tourism helps to improve the image of your company for customers - the responsible approach makes you raise the level of consideration and recognition of your company amongst customers.
- Responsible tourism helps to mobilise and involve your staff in a new and common project. It feels dignified to work in a more conscientious and public-spirited company. It is also a corporate project that motivates and involves the work force.

- Responsible tourism renders an advantage amongst competitors and competing destinations. To benefit from a natural and socio-cultural background, which is exceptional, is a major advantage, but being openly active in its protection, is a new approach that few companies or tourist territories have adopted so far.
- Responsible tourism helps to reduce the company's consumption of natural resources (water and energy) and the production of waste.

Hu and Wall (2005:309) further add that profit-seeking need not be at odds with environmental sensitivity and economic viability, and that environmental sustainability need not be incompatible, but that the one can be used to support the other in a symbiotic relationship. The above definitions all share a common theme; that of managing and conserving tourism in a manner that does not cause damage to the natural environment and disruption of the socio-cultural structures. In order for tourism to be managed and controlled sustainably, strategies should be established to create an appropriate framework that will encourage and ensure successful management techniques.

The text below describes some of the strategies that have been undertaken by the tourism industry to allow for the industry to function in a sustainable manner, as well as an attempt to minimize the negative effects of tourism. Hence, the Green Globe accreditation scheme is one such example of a measurement framework for sustainable tourism and is discussed below, together with frameworks for effective tourism certification programs.

2.3 Responsible tourism development processes and strategies

Tourism is an industry that depends on the environment and, therefore, it is crucial that necessary steps are taken to ensure its protection and development. Mc Kersher (2003:4), however, notes that in the past much about tourism has been unsound owing to the following;

- Tourism is a fierce competitor for resources - the provision of cultural and ecotourism opportunities for tourists may lead to evacuation of local residents;
- Tourists' needs are dissimilar to those of local residents, and thus serving tourists may again not suit the needs of local residents;
- Few people value tourism and what is required to develop successful tourism products, which means that a lot of countries have made risky investments in tourism; and

- Tourism is often imposed on local communities, particularly rural and minority communities, and at a level and speed that causes great social disruption.

At least three issues have a bearing on whether tourism enterprises will adopt self-regulatory sustainable practices: (1) knowledge of appropriate practices and techniques to adopt in a certain context; (2) the perception that some benefits will occur as a result of adopting such practices; and (3) the existence of efficient sanctions to ensure that an appropriate level of environmental performance is maintained (Harris *et al.*, 2002:58).

Edgell (2006:6), states that choosing a management approach or a combination of approaches can be an intricate process that requires evaluation of economic, environmental, cultural, heritage and social policies. The same author adds that the objective is to design the least intrusive form of intervention that results in efficient, effective and equitable decisions on tourism development and use of natural and built resources.

Honey (2002:74) adds that certification schemes are used in industry and commerce to allow customers to categorize operations that comply with applicable standards, support implementation of standards and to reward those who achieve specified objectives. According to Cox *et al.*, (2008:3), long term survival of tourism requires that the state and the tourism sector should embrace sustainability initiatives and a strategic effort that includes identification of benchmarks, which indicate that progress will be necessary to bring about a permanent change in the sector's management practices.

One example of a measurement framework, which monitors progress towards the attainment of responsible tourism, is the Green Globe Accreditation system, which was mentioned above. It is described in depth below.

2.3.1 Green Globe Accreditation

Garrod and Fyall (1998:205) state that some form of measurement framework must be first established within which progress towards the attainment of sustainability, in whatever form is chosen, in order for the concept of sustainable tourism to be meaningfully assessed and implementable. Green Globe is one of the more widespread environmental accreditation schemes, which has been developed, and is designed to cover all sectors of the tourism industry, as well as encompass authorization of not only operators, but also tourist destinations (Harris *et al.*, 2002:60). Honey (2002:321) adds that improving relations between tourism operations and their local communities is the potential that Green Globe can offer. However, according to Buckley (2002:185), this is not the sole function of such

schemes, as accreditation may also be used as a criterion by regulatory agencies to grant permits; promotion agencies for inclusion in marketing campaigns; and insurance underwriters to issue policies and set premiums. Harris *et al.*, (2002:69-71) further state that required performance criteria, which are organised into the following five sections briefly discussed below, is what the Green Globe Standard is based on.

2.3.1.1 Environment and Social Sustainability Policy

This section is prescriptive and requires that applicant operations have a written environment and social sustainability policy that:

- is adopted at the highest level in the operation;
- commits to annual improvement of sustainability performance indicators;
- complies with relevant environmental legislation and regulations;
- establishes a framework for regularly recording and measuring performance indicators, analysing performance and setting targets;
- commits to local employment hire, and use of local products and services;
- is actively communicated to employees, customers, suppliers, and made available to all stakeholders; and
- demonstrates an understanding of the WTO Global Code of Ethics for Tourism and regional/national variants.

2.3.1.2 Regulatory framework

This section reinforces the importance of a regulatory framework for the attainment of sustainability objectives by requiring operations to:

- Maintain an up to date register of relevant legislation, regulations and other requirements and to comply with all;
- Maintain records of compliance, and where compliance was not maintained, records of remedial action taken and;
- Comply with any special guide that was developed by Green Globe for a particular geographical location.

2.3.1.3 Environmental and Social Sustainability Performance

This section establishes the framework for benchmarking an operation's environmental and social performance by specifying that an operation shall;

- Asses the importance of positive and negative impacts of its activities, products and services in each of the key performance areas;
- Establish targets to reduce negative and improve positive impacts in key performance areas; and
- Develop an improvement program to implement performance objectives and targets;
- Monitor progress to ensure annual improvement.

2.3.1.4 Environmental Management System

An environment management system (EMS) is an integral part of the Green Globe Standard, and this section requires an operation to:

- Develop, implement and maintain a documented EMS, or in the case of communities or protected areas, an environmental management framework (EMF);
- Nominate a senior officer of the operation to be responsible for the implementation, ongoing performance and outcomes of EMS;
- Provide training for all staff with key responsibilities for actions within the EMS, where necessary; and
- Take steps to correct situations that do not conform to the sustainability policy and prevent their re-occurrence.

2.3.1.5 Stakeholder consultation and communication

This section states that operations shall:

- Regularly communicate their environmental and social performance resulting from participation in the programme to customers and stakeholders;
- Determine the significance of its impacts through consultations with stakeholders;
- Encourage customers and suppliers to engage in their environmental and socio-economic performance programmes; and
- Inform customers about sensitive local customs, ways of life, natural areas, environmental issues and how best to contribute to the local economy.

2.3.2 Framework for effective tourism certification programs

According to Sasidharan, Sirakaya and Kerstetter (2002:161), in an effort to protect natural capital through improvements in existing environmental standards within the industry, the provision of ecolabels to environmentally sensitive tourism enterprises is currently being

practiced in developed nations. Labelling programs seek first to encourage a move towards more environmentally friendly consumption patterns, and second to stimulate productive structures, governments and other agents to increase the environmental standards of products and services in the economy (Gallastegui, 2002:316).

According to Font and Harris (2004:986), tourism certification has gained a competitive advantage as a tool that has emerged to reduce environmental impacts and has been promoted on the basis of efficiency-based ecosavings. Supporting the responsible tourism associations to become representative of the industry and to allow the industry to regulate itself would be the most efficient way to increase adoption of responsible tourism practises (Van der Merwe & Wocke, 2007:10). According to Medina (2005:281), certification programmes represent an increasingly significant strategy to encourage the sustainable production of goods and services.

Buckley (2002:185) states that there is a significant level of environmental concern in developed and developing countries alike; in tourist destinations; and in countries of origin. However, general increase in public awareness may not translate to a higher response to tourism ecolables for various reasons. The same author further adds that some of these reasons may be that, firstly, specific environmental concerns and priorities may differ among countries and socio-economic groups, and secondly, relevant environmental information on competing tourism products is difficult to obtain and less clear-cut than for retailed manufactured products, among others. These are a few examples.

Font (2002:197) adds that attempts to promote sustainable tourism and ecotourism as quality products suffer from a lack of methods to ensure that these are not merely a green wash, stressing that the current increase of awards, labels and endorsements has confused consumers to the extent of preferring to disregard these green messages. Gan, Yen Wee, Ozanne and Kao (2008:93) further support that at present, however, the role of ecolabelled products has been viewed as modest, and is seen simply as part of a broader environmental agenda in most government regimes, even though it has grown and spread over a number of countries (for example Germany, Singapore, India, United States, and Japan), and could be a useful tool in mitigating environmental problems.

Budeanu (2007:499) states that compared with corporate and governmental efforts, tourists are much less interested to adopt sustainable lifestyles or to support responsible tourism products in spite of the fact that ecolables, certification schemes and environmental campaigns are intended to steer tourists' behavior towards responsible tourism. The same

author adds that a gap between environmental attitudes and tourist choices is indicated by the low responses of tourists and that gaps will only be minimized with a better understanding of consumers' attitudes and behaviors.

According to Cox *et al.*, (2008:4), assessment and certification systems vary depending on who is responsible for completing the assessment, and who is responsible for ensuring that a product, service provider, or management system conforms to a standard, adding that the key to a sustainability evaluation system is determining who conforms, who does not, and the validity of the determination.

Kernel (2005:151) adds that the quest for sustainable tourism presents a challenge to integrate economic, social and environmental issues in tourism planning, and in order to implement this, to change attitudes and traditions among different stakeholders within the tourism industry, involvement of different stakeholders in change processes towards sustainable tourism and the creation of new patterns of interaction and collaboration between stakeholders, should take place accordingly.

The ecolabing process is one such initiative that requires involvement of all relevant tourism stakeholders and, if done correctly, it can be a useful tool that can aid in steering sustainable tourist behavior. The text below briefly describes the six steps that are followed by ecolabing programmes.

2.3.3 The tourism ecolabeling process

Protection of the environment and sustainability of consumer behaviour are the more important reasons that justify the introduction of eco-labelling schemes (Gallastegui, 2002:318). Budeanu (2007:504) states that the most common tools that are used by tourism businesses and destinations to promote environmental products and enhance customer awareness, are ecolables. According to Sasidharan *et al.*, (2002:164-165), the procedures followed by ecolabeling programs may be classified into six central steps, which are listed and discussed briefly below.

Step 1: *Tourism sector section*- This step necessitates strong participation from a panel representing a selection of tourism stakeholders, which includes tourism planners and government officials, private tourism enterprises and associations, environmentally oriented non-governmental organizations, local citizens' groups, tourists, and staff members of the ecolabeling organization. Stakeholders would select a particular category from a non

exhaustive list of tourism sectors - tour-operators, travel agencies, resorts/hotels, and/or other tourism service providers.

Step 2: *Environmental Impact Assessment*- all possible environmental impacts of the tourism sector selected in Step 1, for example tour operators would be documented by using the Life Cycle Assessment (LCA). This would consist of environmental impacts such as air, water and noise pollution, solid waste, changes in the composition of flora and fauna, soil erosion, geographical changes, utilization of raw materials and energy consumption. Next the most critical environmental impacts produced by the tourism sector are identified.

Step 3: *Criteria for Development* - a preliminary index of criteria to reduce environmental impacts that are associated with the tourism sector, and identified in step 2, which are peer-reviewed by a panel of tourism stakeholders who are involved in Step 1.

Step 4: *Final criteria selection* - based on a consensus of stakeholder peer reviewers, a final index of limited multiple-attribute criteria for environmental impacts associated with the tourism sector is determined by the ecolabeling agency.

Step 5: *Ecolabel award* - a tourism enterprise applying for an ecolabel would be awarded the same by the ecolabeling agency only if the business meets the final criteria of environmental impacts that are associated with its sector (for example tour operators) of the tourism industry. The tourism enterprise then pays a licensing fee to the ecolabeling agency for the use of its eco-certification, symbol, and logo in its marketing and promotional efforts, as well as day to day operations, provided that it meets the final criteria set forth by the ecolabeling agency.

Step 6: *Periodic recertification* - the index of environmental impact criteria is re-evaluated after three years to determine whether the existing criteria match technological and innovative advancements in the tourism industry pertaining to the amelioration of environmental impacts. These steps are also illustrated in a diagram in Figure 2.1 below.

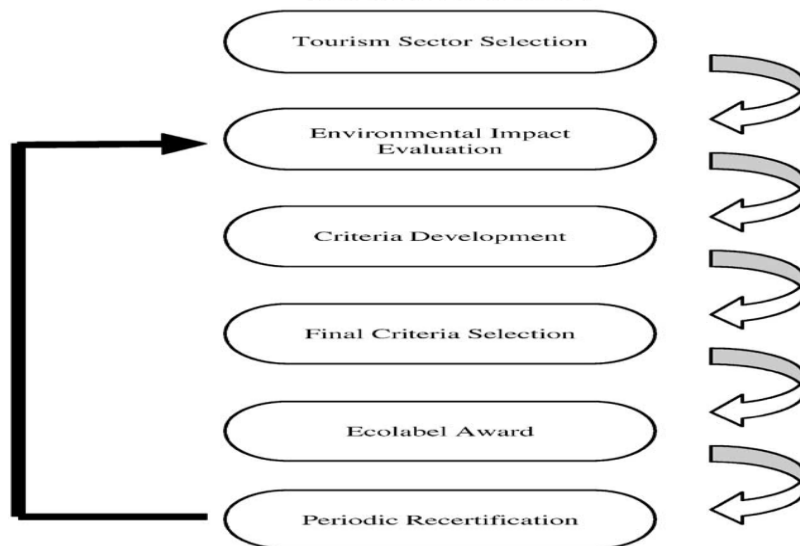


Figure 2. 1: Tourism ecolabeling process
(Adapted from: Sasidharan *et al.*, 2002:165).

2.4 Sustainable tourism indicators

Since sustainability of tourism operations is the main focus of responsible tourism, it is important to identify sustainable tourism indicators, which are used for policy making and public education.

With the impetus of Agenda 21 and its recommendation of indicators for sustainable development in 1992, followed by the Commission on Sustainable Development work programme on indicators, many countries have adopted indicators as a tool to provide information for decision making (Dahl, 2011:2). Hak, Kovanda and Weinzettel (2011:1) add that Agenda 21, which was adopted at the conference, expressed the need to formulate indicators in order to better monitor and foster sustainable development.

Dahl (2011:2), however, states that these multiple initiatives have all helped to advance the science of sustainability measurement, but are still far from what most would consider as adequate indicators of sustainability; nor have these indicators had sufficient impact to reverse the tide of environmental destruction and unsustainability that threatens the well-being of all humanity. The use of economic indicators, particularly annual tourist arrivals, employment generated, both direct and indirect, foreign exchange earnings, number of guest nights and contributions to Growth Domestic Product, are what impacts of tourism have generally been measured with (Council of Europe, 2002:133).

According to Godfrey (214:1998) sustainable tourism is a co-dependent function of a larger and permanent socio- economic development process and not an isolated process. It is therefore crucial for relevant stakeholders to work together in order to achieve the goals for sustainable tourism.

Building awareness of values is a vital part of the process of change towards sustainability and indicators can be a supporting tool for this. According to Tsaur *et al.*, (2006:641), in less than two decades, since the idea of sustainable development became established in policy and academic circles, the number of indicators that has been produced has become daunting, adding that international, national, local, public and private organizations have all embarked on efforts to provide measures of nature's and society's long-term ability to survive and prosper together, as well as to guide planning and policy making. For indicators to be significant, they should be evaluated in a holistic manner.

There is an increasing recognition that the 'three pillars' of sustainable development need to be complemented by a dimension that is variously described as institutional, cultural or ethical, and that would include governance, efficiency, motivation, values and other less tangible factors that may be key determinants of sustainable human prosperity (Dahl, 2011:3). This is, however, a challenge, since these diverse key players may have dissimilar objectives and, therefore, the importance of agreeing and reaching a consensus on principles that should guide sustainable development of this sector, is crucial (Council of Europe, 2002: 134).

The World Tourism Organization (WTO), The World Travel and Tourism Council (WTTC) and the Earth Council, in their 1996, report 'Agenda 21 for the Travel and Tourism Industry- Towards Environmentally Sustainable Development', defined nine priorities necessitating action by tourism authorities, which are:

- Assessing capacity of the existing regulator, economic and voluntary framework to bring about sustainable tourism;
- Assessing economic, social, cultural and environment implications of the organization's operations;
- Training, education and public awareness;
- Sustainable tourism development planning;
- Facilitating exchange of information, skills and technology relating to sustainable tourism between developed and developing countries;
- Providing for the participation of all sectors of society;
- Design of new tourism products with sustainability at their core;

- Measuring progress to achieve sustainable tourism; and
- Partnerships for sustainable development (Council of Europe, 2002: 134).

According to Hak *et al.*, (2011:1), sustainability indicators are not necessarily scientifically sound and/or used appropriately in spite of the fact that they are used ever more extensively and intensively by a broad range of users and in many different contexts.

Dahl (2011:2) further stresses that scientific information such as that conveyed by indicators is usually not enough to produce change in either national decision making or individual behaviour; adding that political convenience, the weight of vested interests, short term perspectives and immediate satisfactions often weigh more than scientific facts when priorities are set or choices are made. The same author adds that indicators are more effective when they are aligned with their target audience; the prominence today of economic indicators reflects the dominance of materialistic and self centred values. Sustainable development is a lengthy process and results are not immediate, although monitoring of plans, policies and projects themselves would indicate whether these are actually leading towards achieving this form of development; in this regard the development of sustainable indicators is one of the measures that is implemented to evaluate environmental and socio-economic performance in the context of sustainable development (Council of Europe, 2002:132).

2.4.1 Sustainable Tourism Development Objectives

According to Garrod and Fyall (1998:199), the emerging view is that the tourism sector, irrespective of how one chooses to define it, can no longer be viewed as a commercial activity that has no significant impact on the natural, human-made and socio-cultural environments in which it is situated. It is therefore crucial for objectives surrounding sustainable development to incorporate the input of all relevant stakeholders that are interrelated within the tourism industry. Tsaur *et al.*, (2006:640-641) define sustainable development as a means of pursuing social justice and a process of seeking balance between resource preservation and development. According to Hopwood, Mellor and O'Brien (2005:38), sustainable development, although a widely used phrase and idea, has a lot of different meanings and, therefore, provokes many different responses. But in broad terms, the concept of sustainable development is an attempt to combine growing concerns about a range of environmental issues with socio-economic issues. The ideals of sustainability aimare to harmonize development and preservation values; the present generation and future generations; and different stakeholders (Ahn, 2009:3).

Similarly, Sethi (1999:30) agrees and adds that sustainable development is what meets the needs of the present without compromising the capability of future generations to meet their own needs, and embraces components of:

- Conservation and enhancements of ecological processes;
- Protection of biological diversity;
- Equity between and within generations; and
- Integration of environmental, social and economic elements.

Kulindwa (2002:390) thus adds that economic activities should target the needs of people, while maintaining the ability of the environment to meet these needs in order to attain sustainable development. Edgell (2006:xiii), stresses that the the concept of sustainability is permeating all levels of policy and practise relating to tourism, from local to global as a resource development and management philosophy. The same author states that sustainable tourism management of the natural and physical environment must, more than ever before, co-exist with the economic, socio-cultural, health, safety and security of localities and nations. Sustainable tourism development requires simultaneously meeting the needs of tourists, tourist businesses, host communities and the needs for environmental protection (Liu, 2003:467). According to Tosun (2001:290-291), principles of sustainable tourism development (STD) are:

- STD should ensure that those who were previously excluded at local tourist destinations are allowed their basic needs;
- STD should aim to decrease poverty and inequality at local tourist destinations;
- STD should ensure a platform within which locals feel a sense of pride and freedom at their tourist destinations;
- STD should accelerate not only national economic growth, but also regional and local economic growth, and this should be shared fairly across the social spectrum; and
- STD should ensure that future generations' needs are met without compromise.

According to World Tourism Organization (WTO), sustainable tourism is based on sustainability principles, which refer to environmental, economic and social-cultural aspects of development (Cox *et al.*, 2008:1). Söderbaum (2007:613) suggests that ideas about sustainability should in some way influence approaches for the assessment of policies, programmes and projects. Similarly, Dodds (2010:252) implies that sustainable tourism assumes that environmental, social and economic interests will all be weighed equally. Ahn

(2009:2) adds that sustainable tourism should be carried out by a thorough development strategy that not only satisfies demand of the current generation but further furnishes the capability to cope with the need and demand of the future generations, such as cultural tourism, environmental tourism and ethnic tourism. Scheyvens (2011:162) implies that research about sustainable tourism must be based on broad participation in decision making and more equitable sharing of the benefits of tourism, and not merely as an obligation to reduce carbon emissions or to protect one's people from negative tourist behaviours by building resorts on uninhabited islands.

Some tools which are aimed at steering sustainable tourist behaviour, according to Budeanu (2007:504), include the following:

- increasing the costs of environmentally destructive behaviour (fines, fees);
- decreasing the costs of environmentally proactive actions;
- providing education to make people aware and also how they can contribute;
- giving feedback to people about the consequences of their behaviour; and
- rationalising available resources for a better distribution.

Sustainable tourism has the potential to deliver social and economic benefits to host communities, and some of these benefits are highlighted below (Secretariat of the Convention on Biological Diversity, World Tourism Organization & the United Nations Environment Programme, 2009:10).

Revenue raising for local communities: Tourism is an opportunity for business growth and job creation, as well as for stimulation of investment and support for local services, even in isolated communities.

Teaching through awareness programmes: Tourism can assist to promote conservation by raising awareness amongst visitors through well-designed interpretation programmes.

Sustainable land administration: By providing additional or alternative forms of livelihood for farmers and rural communities that are reliant on well maintained natural resources, tourism can become a force for more sustainable land management in all parts of the world.

Strengthening cultural appreciation: Sustainable tourism can provide self-esteem and incentives to maintain traditional arts and crafts, traditional knowledge, and practices that add to the sustainable use of biological diversity.

Economic incentives for habitat protection: Tourism can bring tangible economic value to natural and cultural resources, and make a huge direct contribution to income for protected areas and other attractions through entry fees, permits, concessions, and so on, which can

be invested in capacity building programmes for local communities to manage protected areas.

2.5 Responsible tourism policy

According to Hu and Wall (2005:300), a set of principles and guidelines should be available to indicate a responsible way to develop tourism in a sustainable manner and guide promotion. As the field of responsible tourism grows, more opportunities for future research can be identified (Frey & George, 2010:627).

Spenceley (2008:112) emphasizes that changing management practices are limited and that there is a need to move from policy development to implementation and control in spite of the fact that a lot of valuable work has been conducted to devise practical documents to promote responsible tourism. There are few studies which address sustainable tourism at a practical level or the effectiveness of policy implementation even though to date there is a lot of literature that identify the need for sustainable tourism and for policy to address this need (Dodds, 2007:296). Lai, Li and Feng (2006:1171) indicate that the merits of planning can only be possible if a plan is implemented in the first place.

It is evident that many developing countries now regard tourism as an important and integral part of their economic development strategies. Therefore, responsible tourism policies should be established in order to address challenges and opportunities that are associated with the process of developing tourism.

Sustainable tourism and responsible tourism share a lot of elements. The text below describes the examples of what sustainable tourism policies should include, according to Fennell and Dowling (2003:41):

- Actions of the government as they conduct policy (hiring consultants or using staff to develop reports, bringing together organizations and enterprises in their country to try and organize tourism, doing studies of ecotourism markets, drafting regulations, developing promotional materials, proposing legislation);
- Policy outputs that governments or their partnerships have developed (strategic plans, marketing plans, guidelines, and regulations):
- Specialized organizational mechanisms that address sustainable tourism (commissions, new divisions within organizations, new positions, partnerships);
- Involvement in and/or endorsement of international initiatives such as Agenda 21, Convention for Biological Diversity and free trade agreements.

2.6 Stakeholders' responsibilities

A large variety of tourism stakeholders focus on tour operators because of their importance in Tanzanian tourism. Consumers consult with tour operators regarding tourism packages and they, therefore, serve as the first point of contact, which gives them a channel to provide responsible tourism information to consumers. The role of the tour operator is, therefore, discussed below.

2.6.1 Role of the tour operator

According to Castellani and Sala (2009:49), in order to catalyze actions towards more sustainable tourism strategies, a lot of useful tools have been developed, even for the private sector.

For tour operators, the promotion of sustainable tourism makes good business sense in the long run because sustainable tourism can be carried on indefinitely without the degradation of tourist attractions, and, in addition, tourists are often satisfied with their experience and more likely to bring repeat business to tourism operators (National Marine Sanctuaries, 2006:4). In particular, the tour operating sector holds a tactical role as far as the influence that it can have on destinations, the supply chain and tourists themselves and, which is aimed at fostering a greater awareness on sustainability issues (Castellani & Sala, 2009:49).

The existence of tour operators is essential for the good performance of the industry overall, even though the functions of tour operators may appear to be replaceable, since increasingly customers can contact producers directly through Internet booking systems (Budeanu, 2005:93). According to National Marine Sanctuaries (2006:4), tour operators are in a key position to have enormous impacts on tourists' choice of destination and on the type of tours and activities that are promoted for a certain area, while many tour operators are already part of voluntary initiatives to promote sustainable tourism (for example, the Tourism Operators' Initiative, www.toinitiative.org).

A basic shift in corporate thinking and organisational culture, as well as adoption of a more holistic approach towards success, as companies aim for the 'triple bottom line'; running a profitable business, while also conserving the environment, looking after the work force and giving something back to communities, is required in order to implement sustainable practises (Font & Cochrane, 2005:8).

As a sector of the tourism industry, tour operators are key when it comes to attempting to implement any sustainable tourism initiative. According to Tapper (2001:353), tour operators are in a position to encourage and give incentives to particular outcomes in tourism and, as a result, channel the bulk of funds that flow in the tourism sector.

Budeanu (2005:93) adds that from the customers' perspective, with increased stress and less free time becoming two intrinsic characteristics of modern society, ready-made travel packages provided by tour operators save precious time. The same author continues stating that furthermore, by buying in bulk, the operators get better deals from producers, which allows them to offer low prices for the entire package, difficult to obtain by the individual customer.

Tour operators have a significant interest in the survival of the industry, which should precipitate more responsible actions owing to their level of involvement in tourism (Miller, 2001:589). The same author states that tour operators who are constrained by their position as middlemen, have long been a source of irascibility amongst critics who argue that the negative impacts of tourism are at least, in part, caused by the actions of operators who, therefore, have a responsibility to act.

Font, Tapper, Schwartz and Kornilaki (2008:260) state that sustainable supply chain management (SSCM) encapsulates the trend to use purchasing policies and practices to facilitate sustainable development at the tourist destination; and it is mostly important for tour operators, as the product depends on the activities of suppliers such as accommodation, transport and activities. Figure 2.6.1 below demonstrates the activity of a tour operator, which consists of buying tourism services in bulk from a direct provider, namely hotel, airline and assembling them in attractive holiday packages, which are then sold directly to the consumer or via a travel agent.

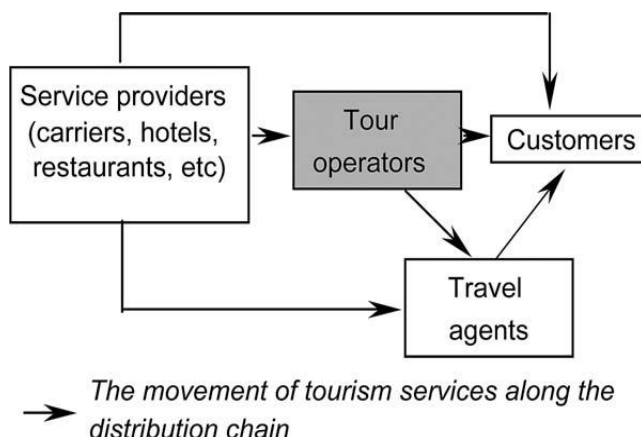


Figure 2.6.1: The place of the tour operator in the tourism system (Adapted from: Budeanu, 2005:93).

It is clear that the tour operator holds a noteworthy role in the tourism industry, as it acts as an intermediary between customers and suppliers and can have a significant role in promoting sustainable tourism via their management practises. According to National Marine Sanctuaries (2006:5), some management guidelines for tour operators include:

- **Selecting appropriate destinations:** Tour operators can make careful choices about, which destinations to take tourists to, and throughout the assessment process, local communities and tour operators can all help to inform each other about, which destinations to focus on.
- **Limit group size:** Though this reduces client numbers per tour, tourists often appreciate more intimate experiences, and the personalised attention of smaller groups and less crowded environments, and are typically willing to pay more.
- **Employment of local guides and suppliers:** Employment of local guides and suppliers should be encouraged, while guides must be trained and treated adequately, since guide quality is a key feature amongst tourists.
- **Build awareness and educate tourists:** tour operators can bring awareness to tourists through educational information in the form of brochures, which address cultural and conservation issues of the destination that they are visiting.

2.7 Summary

It is evident that tourism is a fast growing industry with potential economic benefits for developing countries, including Tanzania. However, studies indicate that, historically, much of tourism has been unsustainable although there has been literature that positively promotes ecotourism, sustainable tourism, nature- based tourism, and so on, as a pathway to responsible tourism. Experience shows that none of these forms can be relied on as a way forward for a sustainable and growing tourism industry worldwide. It is clear that achieving sustainable tourism is a difficult exercise that requires more work in order to advance further in this field of research. Even though a lot of work has been done to promote mechanisms to assist in the control of tourism impacts, it does not necessarily imply that these methods are scientifically sound and/or used correctly. From a global viewpoint, many tourism destinations are confronted with these challenges of balancing the benefits and adverse effects from tourism development and its impact on residents. In response to these challenges, there is a need for effective planning for sustainable tourism. It is also clear that the Tanzanian government has a responsibility to develop responsible tourism policies and strategies, which are aimed at achieving sustainable outcomes.

The next chapter begins with background information on Tanzania, and explains the growth of tourism in Tanzania. The National Tourism policy, Integrated Tourism Master Plan and Wildlife policies of Tanzania are also discussed, while deficiencies of the Tanzanian tourism product are listed. The chapter also highlights some of the constraints that Tanzania faces when it comes to implementing responsible tourism practices.

CHAPTER THREE: TOURISM POLICIES OF TANZANIA

3.1 Introduction

Tanzania's tourism sector has great economic growth potential (Melamari, 2002:1). According to Budeanu (2005:92), the debate of a possibility to integrate sustainability principles into tourism strategies and practises, is still ongoing. Slocum and Backman (281:2011) add that the practical application of poverty alleviation strategies through increased tourism expansion is hindered by administrators who are tasked with finding solutions in spite of the fact that intentions to solicit involvement of the poor is high in Tanzania.

This chapter begins with background information on Tanzania, and explains the growth of tourism in Tanzania. The National Tourism policy, Integrated Tourism Master Plan and Wildlife policies of Tanzania are also discussed and deficiencies of Tanzanian tourism products are listed. The role of tour operators in Tanzania tourism is also discussed, as well as some of the constraints that Tanzania faces when it comes to implementing responsible tourism practices.

3.2 Background information on Tanzania

Tanzania is a country that has protected areas, which cover some 142,000 square kilometers, and is densely stocked with varied fauna. The Northern Wildlife Area (NWA) is of particular interest, and aside from a diverse range of fauna and flora, includes Africa's highest peak, Mount Kilimanjaro, Ngorongoro Crater, Serengeti National Park and Olduvai Gorge, the site of early humanoid fossil remains, which were discovered by the Leakey family. The south of the country, possesses equal potential, but remains somewhat undeveloped. In the west, the vast inland lakes of Victoria, Tanganyika and Nyasa offer much potential but remain relatively undeveloped (Barron & Prideaux, 1998:225). Tanzania has a wealth of natural, cultural and man-made attractions in all parts of the country which are largely untapped from the standpoint of tourism development; however, not all areas can be developed in the foreseeable future, because of problems of inadequate access, poor infrastructure and a lack of utilities (Integrated Tourism Master Plan, 2002:3). The people are gifted with a wealth of culture, history and artistic talent, which has gained Tanzania international recognition. Kweka, Morrissey and Blake (2003:347) state that the value of tourism in the development process has become a matter of substantial debate, given the benefits and costs involved in its development. The same authors support the fact that in

Tanzania the tourism sector is growing fast, its contribution to growth is significant and, as a result, it has attracted investment and policy initiatives to support its development.

3.2.1 Geography

Tanzania is one of the largest countries in Africa, and constitutes about 380,000 square miles, including the islands. Tanzania stands out among all the other African countries because of its distinctive features, which include Mount Kilimanjaro, which is also the highest in Africa; the three biggest lakes on the continent is Victoria, also known by its African name, Nyanza, Tanganyika and Nyasa- shared with neighbouring countries; and the Great Rift Valley (Ndembwike, 2006:20). The diagram below (Figure 3.1) illustrates the Tanzanian Map with the National Parks Serengeti, Tarangire, Selous and Ruaha National Parks.



Figure 3.1: Map of Tanzania with National Parks (Adapted from: African Proverbs, Sayings and Stories).

3.2.2 Climate

Due to the country's varied topography, the climate of Tanzania is not as predictable as tropical climates often are. Temperatures are also changeable, and range from an average day- time figure of 30 degrees celsius at the coast, where the humidity is often high, to Arctic

temperatures at the summit of Kilimanjaro. They vary seasonally as well, and visitors can generally expect cooler weather from mid- May to mid- November, particularly between early evening and mid morning, though the sun can still be searingly hot at the height of day (Mercer, 2007:10-11).

3.3 Growth of tourism in Tanzania

According to the United Nations Conference on Trade and Development (UNCTD) report (2010:1), the tourism sector has deep roots in national economies, which produce economic and employment benefits in related services, manufacturing and agriculture sectors, thereby promoting economic diversification and strengthening developing country economies. Ensuring the functioning of the rule of law, streamlining and clarifying investment procedures and policies for taxation and licensing, and improving government accountability and transparency, are some components that are required to provide a positive environment for tourism investment (Akunnay *et al.*, 2003:5).

Tourism has emerged as an option to contribute to economic growth for sub-Saharan African countries with few evident opportunities to diversify export earnings away from primary commodities (Kweka *et al.*, 2003:335). Tourism and mining have created many employment opportunities in Tanzania, either directly or through supplementary activities while there has been an increase in tourism training institutions, high standard restaurants, tourist hotels and tour companies, as indicators of a buoyant tourism sector (Kulindwa, 2002:396-397). Slocum and Backman (2011:281) add that Tanzania considers tourism to be a leading engine in economic growth and a catalyst in its fight to alleviate poverty.

It is, therefore, crucial to ensure that tourism policies are created in such a way that the three pillars of sustainable tourism are emphasised in these policies. The development of tourism has had its share of success and many negative outcomes over the years in Tanzania. Freisen (1995¹, in Wade, Mwasaga & Eagels, 2001:94), points that the development of tourism, it was argued, would not contribute to the ujamaa (family hood) policy of self-reliance, and would in fact promote a dependency upon the developed world. Hence, the government invested few funds into tourism infrastructural works and discouraged private

¹ Freisen, B. 1995. Safari tourism to the Ngorongoro conservation area, Tanzania: Planning for future developments- a survey into perceptions of tourists and the tourism industry. MA Thesis, Catholic University of Nijmegen, The Netherlands.

and foreign investment. However, tourist numbers increased within the country during the 1960s and 1970s in spite of this lack of initiative, which was mainly owing to a growing tourist industry within the bordering country of Kenya (Wade *et al.*, 2001:94).

Economic benefits were, therefore, felt more in Kenya than in Tanzania, as many tourists would cross the border into Tanzania and visit the northern national parks as an `add-on to their Kenyan destination safari (Wade *et al.*, 2001:94). With an increasing economic crisis and subsequent political reforms, the Tanzanian government began to invest in the tourism industry, while tourist visitation began to rise again and the Tanzania Hotels and Investments Corporation (TAHI) and the Tanzania Tourist Board (TTB) were formed. In addition, a number of private and foreign companies began to invest in Tanzania and provide some hotels of international standard (Wade *et al.*, 2001:95). The Tourism Division, found within the Ministry of Natural Resources and Tourism (TMNRT), is the main governmental body, which is responsible for tourism within Tanzania, as illustrated in **Figure 3.2.** below.

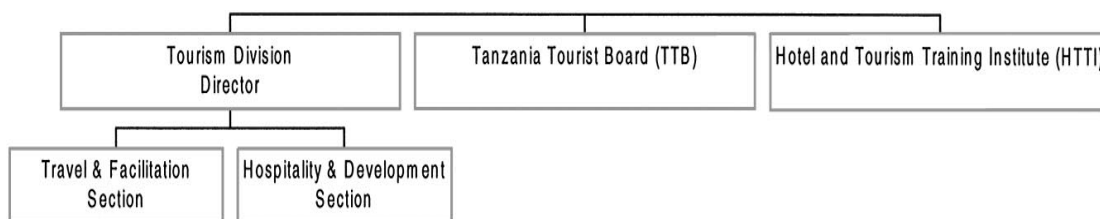


Figure 3.2: Organizational Chart for Tourism Division in Tanzania (Adapted from: Wade *et al.*, 2001:95).

Tourism in Tanzania is one of the key sources of foreign exchange, offering employment opportunities both directly (supporting around 198,557 direct jobs) and indirectly, therefore, playing a noteworthy role in Tanzania’s economy (Tanzania Invest, 2012). Tanzania should ensure that efficient mechanisms are established in order to sustain tourism development. Huybers (2007:5) adds that appropriateness of tourism strategies should to be measured according to the changing conditions and interests of each host community; and tourism-led development should always conform to the long term interests of the popular majority instead of the short term goals of an elite minority.

Three relevant documents, which could significantly influence the future direction of tourism in Tanzania include: National Tourism Policy (NTP), which was updated in 1999, as a start to the framework for the industry; and the Integrated Tourism Master Plan for Tanzania (ITMP), which presents a marketing analysis and strategy to meet desired objectives was furnished

in 2002, and combines the renewed policy goals and specific development objectives within a market analysis. All have been funded by international NGO's, and all are meant to be complementary to one another (Wade *et al.*, 2001:99; Slocum, 2010:54). The Wildlife Policy was developed in 1998 and a new wildlife act was proposed in 2008 (though not yet in force). The research, therefore, concentrates on the Wildlife Act of 1998.

In reviewing these policy documents, there is a lack of direction regarding sustainable tourism objectives (Slocum, 2010:54). It is important to also stress that responsible and sustainable use of resources have not been a key priority in the documents mentioned above and focus has mainly been on investing in tourism marketing activities owing to the economic advantage that tourism signifies. The Tanzanian tourism product, being the backbone of tourism in Tanzania, also faces a lot of deficiencies and is, therefore, seen as a crucial element that needs careful consideration before sustainable issues are taken into account. Poor implementation of existing strategies is also a key factor, and in most cases, the approach used in economic development decision making has been a top down command and control type, where technocrats tell people what to do without necessarily providing reasons for their decisions or the means to implement their directives (Kulindwa, 2002:389). The same author adds that in decision making of this nature it appears that people's knowledge, experiences and wishes do not matter. Tanzania is an example of a developing country that faces these challenges.

As mentioned above, the Tanzanian tourism product faces a number of deficiencies, which should to be addressed as a means to better facilitate sustainability objectives in country-wide development. These deficiencies are highlighted below.

3.4 Tanzania's tourism product

As mentioned above, the Tanzanian tourism product faces several challenges to begin with, which makes implementation of successful tourism development all the more difficult. Existing trends in the management of some key natural resources, which provide the basis for tourism in Tanzania in the first place, are equally worrying (Akunnay *et al.*, 2003:5). The same authors add that deforestation is alarmingly high, while wildlife populations show signs of depletion in many key dispersal areas and savanna range lands outside of core protected areas. It is, therefore, important that tourism resources are taken care of in order for tourism development to be effectively managed. Wade *et al.*, (2001:96-97) identifies significant deficiencies in the Tanzanian tourism product, as summarized below in the following categories:

- **Lack of infrastructure:** Only a handful of international standard hotels exist within the country and most accommodation facilities within Tanzania are in a state of decay. In addition, many areas are simply inaccessible and unconnected and almost virtually no signs or information exist along tourist routes. International and inter-country communication is particularly difficult and impossible at times, and both power and water sources are frequently not operational.
- **Lack of trained staff:** Wade *et al.*, (2001:96) points that present output from the Hotel and Tourism Institute has been too low to meet the increasing demands of the industry, therefore, a number of unregulated and sub-par private schools have arisen and standards of training are uneven. CHL Consulting Group (1996², in Wade *et al.*, 2001:96) stresses that in addition, low wage rates sometimes lead staff to engage in corruption, possess poor attitudes and motivation towards their work, and thus exhibit poor levels of service and low levels of professionalism.
- **Governmental and bureaucratic factors:** Wade *et al.*, (2001:96-97) states that a legal and regulatory framework towards tourism does not exist and little coordination can be found amongst relevant ministries, private sector actor groups, and non-governmental organizations (NGOs). MNRT (1997³, in Wade *et al.*, 2001:96-97) adds that community awareness and participation are virtually non-existent and regional and international tourism linkages are weak. Both the Tourism Division within the MNRT and the TTB are under-funded and under-staffed. Many visitors think that Mt. Kilimanjaro and Serengeti National Park are found in Kenya as marketing has also been neglected by the Tanzanian government.

It is clear from the above that the resources that are required for the development of tourism need special attention. For example, the tourism sector would benefit from investments that are made in transportation, telecommunications, electricity, health and training institutions. The vision for sustainability goals will be clear once the frameworks for the development of tourism products are met. In order to ensure sustainability of tourism, policies that enhance

² CHL Consulting Group. 1996. *United Republic of Tanzania- Integrated tourism master plan-Final Report, Vol. 1- Executive summary*. Irish Tourist Board, Dublin, Ireland & Intertourism Ltd, Dar es Salaam, Tanzania.

³ Ministry of Natural Resources and Tourism (MNRT). 1997. *National Tourism Policy- First draft*.

the importance of conserving and preserving tourism resources should be formulated. The National Tourism Policy, Integrated Tourism Master Plan and Wild Policy of Tanzania, are discussed below.

3.5 Tanzanian tourism policies

Tanzania shares a similar policy climate of economic and political transformation with other developing countries, as they each move towards greater involvement in the global economy (Kulindwa, 2002:389). Goeldner and Ritchie (2009:414) describe a tourism policy as a set of regulations, rules, guidelines, directives and development/promotion objectives and strategies that offer a structure within which collective and individual decisions directly affect long term tourism development and daily activities within a destination are taken. The philosophical goal for tourism policy is to increase the well-being for the people all over the world, and this means national interest, as well as well-being of its people (Ahn, 2009:2). In more specific terms, tourism policy fulfils the following functions:

- It defines the rules of the game - the conditions under which tourism operators must function;
- It sets out activities and behaviours that are suitable for visitors;
- It provides a common path and guidance for all tourism stakeholders within a destination;
- It provides a structure for public/private discussions on the role and contributions of the tourism sector to the economy and society, in general; and
- It allows tourism to interface more effectively with other sectors of the economy (Goeldner & Ritchie, 2009:415:416).

Slocum and Backman (2011:282) advise that seeking solutions to poverty issues requires good governance, and that good governance not only involves policy instruments, but also requires efficient systems of management to ensure that objectives are met during the execution stages and that the benefits are shared throughout the collective. Sautter and Leisen (1999:312) imply that a fundamental ingredient in sustainable development efforts is the collaboration among key players. Involvement of stakeholders holds out the possibility for successful implementation of policies and programmes. According to Slocum and Backman (2011:283), Tanzania is undergoing institutional reforms as means to better facilitate sustainability objectives in country-wide development. According to Kallonga, Rodgers,

Nelson, Ndoinyo and Nshala (2003:1), while these policy reforms are promising for environmental governance and natural resource management improvements, the reality on the ground frequently does not reflect these rhetorical changes. In practice, land and natural resource management remains centralised and local economic opportunities are foreclosed or restricted (Kallonga *et al.*, 2003:1).

Kulindwa (2002:399) further stresses that policy reforms have resulted in conflicts between private sector agents and local communities, adding that these conflicts stem from land tenure disputes in the tourism sector. The same author adds that in Zanzibar, for example, some fishermen have lost access to fishing areas and beaches as a result of poor implementation of new policy directives for tourism expansion.

Slocum (2010:22) states that currently, policy making is increasingly characterised by dynamic multi-actor interactions, complex power gaps and uneven resource and information exchange between actors and institutions. According to Yuksel, Bramwell and Yuskel (2005:859), policymaking in developing countries tends to be highly centralised, with national government deciding on many policies and providing much infrastructure and services. Tanzania is no exception. There is a lack of communication and consultation between departments and ministries which, further creates an environment of competition and mistrust which in turn reduces action potential of policy makers.

Problems in Tanzania are primarily interpreted as poor implementation of existing planning frameworks, rather than being linked with power struggles that are embedded in the changing political and economic landscapes of development (Slocum & Backman, 2011:283). The same author states that the sheer number of different institutions that govern resource use in the country, each with their own set of policies, implementation strategies, and levels of community involvement, has proven to be one of the key challenges that Tanzania faces. For example, there is no harmonisation of policies and laws that are relevant to land and natural resource utilisation and management (Tanzanian Office of the Vice President, 2005:51). According to Sautter and Leisen (1999:326) tourism providers must find ways to operate smarter, and do so in a way that is far more sensitive to the needs and interests of all participants in the process.

In the particular case of Tanzania, the government should actively participate with all other relevant stakeholders and come up with strategies that will ensure that the three pillars of sustainable tourism are measured equally. Government officials in Tanzania hold the image of agriculture, mining and tourism as major contributors to the economy, and believe that continued focus on these sectors is the most effective way to tackle poverty in the country

(Slocum & Backman, 2011:288). These sectors are reliant on natural resources, mining directly, and tourism more indirectly in terms of wildlife, forests and pristine coastlines (Kallonga *et al.*, 2003:3). The same authors add that the importance of Tanzania's economy of natural resources has increased in recent years, and this trend is likely to continue, given the competitive advantage that the nation's biological wealth confers. It is, therefore, crucial to ensure that these resources are sustainably conserved and preserved.

3.5.1 National Tourism Policy of Tanzania

The first National Tourism Policy (NTP) of Tanzania was adopted in 1991 to provide overall objectives and strategies, which are necessary to ensure sustainable tourism development in the country (National Tourism Policy, TMNRT 1999: iii). It was revised in 1999 to encourage greater private sector involvement and better environmental and consumer protection (Kulindwa, 2002:393). The NTP objectives are stated below in Table 3.5.1.

It is clear from the stated objectives below that the focus of the NTP is clearly infrastructure and product development, with an underlying attempt to minimise local costs (Slocum, 2010:54). The same author adds that, in particular, new tourism opportunities are highly regarded as a means to make tourism a sustainable industry, further stressing that the community focus is a means of support to the industry rather than active members directly participating. The document goes on to emphasize the need for enhanced marketing, environmental sustainability, improved multilateral relations, and increased tourism land holdings. The policy further identified Tanzania's lack of basic social and economic infrastructure as a priority because it limited the potential contribution of the sector to GDP (Kulindwa, 2002:393).

Table 3.5.1: National Tourism Policy Objectives
(Adapted from: National Tourism Policy, TMNRT1999:6-7)

National Tourism Policy Objectives

Economic objectives:

- Increase revenues and the contribution of tourism to foreign currency earnings and the GDP.
- Create employment, promote human resource development and investment opportunities through the development of private entrepreneurship in the tourism sector.

- To stimulate the development of the infrastructure, support institutions, and linkages, among the institutions related to tourism.
- To stimulate the transfer of technology and the development of local industries that produce goods and services for the tourism industry.
- To enhance regional and international tourist linkages in order to boost the Tanzania economy.

Social objectives:

- To encourage cross- cultural exchange and enhance local and international understanding.
- To create public awareness with regards to the significance of tourism.
- Provide recreational opportunities for the local and international tourist.
- Establish and maintain competitive, transparent and effective legal and regulatory framework for the tourism sector.

Environmental objectives:

- To promote and develop tourism that is ecologically friendly and environmentally sustainable.
- To promote and develop land for tourism in a co-ordinated manner so as to attract private investment and ensure sustainable tourism development.

Cultural objectives:

- Develop cultural values, create cultural awareness and promote community participation as a form of product diversification in the tourism industry.
- To develop and strengthen industries engaged in the manufacture of products that portray the country's rich and diverse cultural and artistic heritage in order to increase the benefits accruing from the tourist sector.
- To preserve and better manage the country's rich cultural and natural heritage as tourist attractions for the benefit of present and future generations
- To develop and maintain exhibition centres, museums and theatres.
- To provide an opportunity for sustainable cross cultural exchange between local communities such as those in rural areas, and tourists, through the promotion of rural tourism and rural development in general and by specifically promoting the provision of other services in the country's remote areas.

The tourism policy has placed large emphasis in an effort to promote the livelihood of people, essentially poverty alleviation. It is important to however note that this process has been slow when it comes to implementation. Confronting rural poverty and challenges in Tanzania require bringing about structural changes in economic relationships and resource management rights, and are not so much the problems of policy as they are of implementation (Kallonga *et al.*, 2003:11). Local communities have not become major participants in or beneficiaries of tourism activities, even though they are the same people living alongside the natural resources on which tourism activities depend (Akunnay *et al.*, 2003:6). In addition, there is no mention of methods that are needed to conserve and preserve natural resources for effective tourism development in the NTP.

3.5.2 Integrated Tourism Master Plan (ITMP)

The Integrated Master Plan offers an extensive look at the strengths and weaknesses of the tourism industry, market growth potential, service standards and training needs, and specific action plans. The Integrated Tourism Master Plan Action Programs are listed below in Table 3.5.2.

Table 3.5.2: Integrated Tourism Master Plan Action Programs
(Adapted from: Integrated Tourism Master Plan, TMNRT 2002:72).

The Integrated Tourism Master Plan Action Programs

- Improving knowledge and 'know-how';
- Attracting capital investment;
- Enhancing and expanding the tourism product;
- Improving service standards;
- Improving access transport;
- Encouraging better safety and security measures;
- Bringing about greater market awareness; and
- Supporting economic linkages and institutions.

Of the eight action objectives above, only two cater to the local population (Slocum, 2010:56). These are: improving service standards, which involves, among others, formulating manpower training policy and plans, and strengthening institutions and economic linkages

where one of its aims is to identify and promote economic linkages between tourism and other sectors of the economy (Integrated Tourism Master Plan, 2002:5). By specifically addressing community development within the constraints of the Wildlife Act and the Village Act, The ITMP provides the first attempt to connect tourism policy with other policies (Slocum, 2010:56). However, the ITMP does not contain any reference to sustainable tourism practices, which may well reflect the relative unimportance of sustainable policies from a government perspective.

3.5.3 Wildlife Policy

With regards to Tanzania's ecosystem, the wildlife Policy of Tanzania will be briefly discussed, as it directly relates to, or affects the development of tourism. The Ministry of Natural Resources and Tourism (TMNRT) is responsible for formulating a wildlife policy, overseeing its administration and coordinating development of the wildlife sector in Tanzania. The Wildlife Policy aims of Tanzania are listed in Table 3.5.3 below.

Table 3.5.3: Wildlife policy aims
(Adapted from: National Wildlife Tourism Policy 1998: v).

Wildlife sector vision aims to:

- Promote conservation of biological diversity;
- Administer, regulate and develop wildlife resources;
- Involve all stakeholders in wildlife conservation and sustainable utilization, as well as in fair and equitable sharing of benefits;
- Promote sustainable utilization of wildlife resources;
- Raise the contribution of the wildlife sector in the country's Gross Domestic Product (GDP) from about 2 to 5 percent;
- Contribute to poverty alleviation and improve quality of life for the people of Tanzania; and
- Promote exchange of relevant information and expertise nationally, regionally and internationally.

Providing local communities with economic incentives to utilise wildlife as a form of land use in order to achieve the twin goals of ecological preservation, as well as sustainable human

economic development, is what many current wildlife conservation efforts in Africa focus on (Nelson, 2000:107). Goldman (2003:835-836) adds that by proposing real engagement through community-based conservation, the wildlife policy supposedly moves beyond outreach efforts of community conservation which is employed by the Tanzanian National Parks Authority (TANAPA).

Currently, wildlife is declining, while strategies on how economic benefits will reach all Tanzanians, are not addressed in wildlife policies and laws; and the extent is hard to determine as data collection of resources are inaccurate and, therefore, management is not based on actual data or scientific findings (Jambia, 2008:4). The fundamental cause of declining wildlife populations and biodiversity loss is that the pastoralists have little economic or social interest in wildlife owing to centralised management and financial benefits, which are directed primarily to the Tanzanian state (Nelson, 2000:107). The likely consequence is that rural communities will increasingly turn to other economic opportunities and see less of a reason to value and conserve wildlife, given the failure of the wildlife policy to enable greater benefits to rural communities (Jambia, 2008:4). Nelson (2000:108) further adds that this negative relationship between people and wildlife has resulted in most Africans being agents of wildlife decline, rather than sustainable conservation, and as a result of these past failings, as well as a general shift in attitudes for both ideological and practical purposes, there has been an extensive re-thinking of African conservation strategies over the past decade. Tanzania's wildlife policy has also been critiqued for failing to provide concrete guidelines regarding what type of participation will be utilised to incorporate communities into the conservation process (Goldman, 2003:856). Such developments also suggest a clash between community interests and sustainable tourism policies.

In addition, continued reliance on donor funds limits autonomy for the locals and unless close inspection is applied, donor funds are often squandered when recipients have low education levels and an incomplete understanding of the goals behind donor funds (Slocum, 2010:65). There should be a definite shift in existing power structure regarding conservation in Tanzania. Nilsen (2009:19) states that in Tanzania, central government continues to ensure that resource ownership, rights and management of resources to local communities is restricted to its citizens, and adds that the pattern where revenues from natural resources do not filter through to communities, continues to exist. Wildlife has been of questionable benefit to local communities who have either been in competition with them over finite resources, or receive limited to no direct economic benefit in spite of the fact that the significance of wildlife as a major source of national revenue to Tanzania has been great (Jambia & Porokwa, 2008:3). Tourism in Tanzania currently concentrates benefits among urban elites and

entrepreneurs, foreign investors, primarily urban employees, and the central government in the form of taxation and revenue collection (Akunnay *et al.*, 2003:6). The question that should be asked is whether sustainable wildlife policies are compatible with the interests of people who live on communal land.

3.6 Constraints to responsible tourism practises in Tanzania

Kulindwa (2002:389) states that while good policies exist, and are being improved, there has been a failure of policy implementation over the years in Tanzania, adding that with good policies, appropriate integrative strategies, commitment and political will, the country may attain a sustainable tourism path. Emphasis on promoting, strengthening and sensitising communities and individual participation as a strategy to stimulate environmental conservation and management, has been highlighted as important by the government of Tanzania in partnership with various stakeholders (Tanzania National,nd). However, according to Slocum and Backman (2011:281), tourism specific knowledge is absent, and while community tourism initiatives are praised by Tanzanian officials, their unfamiliarity with the tourism value chain continues to exclude rural populations. According to Tosun (2001:300), socio-economic, political and legislative conditions to cope with unplanned and uncontrolled tourism development have been identified as a hindrance to sustainable tourism development, and, therefore, developing countries should come up with their own current tourism development techniques, which will cater to their own socio-economic, political and legislative environment.

Sustainable use of tourist resources should be a key element in any responsible tourism policy. As natural resources, though deemed to be finite, are still perceived as abundant and often come free in many destinations, it is often other categories of resources that decide the effectiveness of tourism development; for instance, it is the lack of capital, technology and marketing and management expertise that restrains the growth of tourism in many less developed regions in the world (Liu, 2003:464). Tosun (2001:289-290) adds that developing countries are dependent on collaboration of international tour operators and donor agencies such as the World Bank and International Monetary Fund for effective sustainable tourism development at their destinations. According to Cox *et al.*, (2008:6), movement toward sustainable tourism is a long term goal that will require changes in the tourism sector that should be outlined in a strategic sustainable tourism plan and implemented over a long term.

Tosun (2001:299) further suggests that owing to macro economic problems (such as high rates of unemployment, inflation and interest) that many developing world governments face, they have no option but to welcome whatever forms of tourism development are presented to

them, including those that are unsustainable in order to mitigate the problems that they face. To achieve the goal of sustainable development, it is essential that capacity to implement decisions and declarations is in place; furthermore, effective implementation of the concept requires awareness of, and sensitisation to, issues on the part of concerned stakeholders (Kulindwa, 2002:390). Research on sustainable tourism should recognise the state's pivotal role in directing tourism development and consider how states balance competing interests of other powerful tourism stakeholders (Scheyvens, 2011:148). The role of tour operators in Tanzania is discussed next, as they play a crucial role in bringing awareness to consumers on ways to travel and act responsible in destinations.

3.7 Importance of tour operators in Tanzania

It is important to note that tour operators in Tanzania play a significant role in enhancing and supporting responsible and sustainable tourism practices. Baloglu and Managaloglu (2001:1) state that tour operators and travel agents have multiple and critical functions in destination marketing efforts: (1) they provide information to potential travellers; and (2) develop and promote destination packages.

According to Sizya (2009:1), tour operators play an important role in promoting safari packages, beach packages, and other Tanzanian tour packages. Cavlek (2002:478) notes that tour operators presently play an important role in creating the images of destinations and in this global capacity, they can significantly influence international tourism flows. Tapper (2001:351) adds that tour operators direct and influence the volume of tourism, tourist destinations and facilities that are used, and through this, tour operators also influence activities in other parts of the tourism industry. The tour operating industry is changing faster than any other sector in tourism; the growth of low-cost airlines, Internet-based travel companies and independent travel, has led to an increasingly competitive marketplace (Schwartz, Tapper & Font, 2008:298).

According to Budeanu (2005:94), by acting as an intermediary, the tour operator links the supply and demand for tourism, and thus holds the essential role of facilitating the circulation of products and information between these two. The same author adds that having producers and customers dependent on them for reaching each other, gives operators tremendous influence over the distribution and sale of leisure products. The presence of the private sector has increased over the past few years within Tanzanian tourism and, with the development of the private sector has come the subsequent mobilisation of a few relevant trade organisations, which include the Tanzania Tour Operators Association, the African

Association of Tour Operators, the Tanzania Travel Agents Association and the Hotel Keepers Association of Tanzania (Wade *et al.*, 2001:95).

Although effort has been made to promote Tanzania as a tourist destination, it is important to note that tour operators operating in developing countries have faced a number of challenges, in general. Sizya (2009:2) notes that tour operators should apply supply chain knowledge so that they can compete in terms of time, cost and quality in order to remain competitive when selling packages for Tanzania.

This process, however, serves as one of the challenges that Tanzania faces, as the infrastructure, which is required to apply for this sort of knowledge is not of international standards as yet. For example, a lack of proper website and information regarding overseas tour operators that sell Tanzania packages, and lack of statistical information which is related to tour operators selling Tanzania packages in Tanzania, Kenya, Europe and North America, can be described as one of the few challenges (Sizya, 2009:5). Tour operators' supply chains are also diverse and fragmented, including accommodation, transport, excursions/activities, food and craft, as well as other ancillary services (Schwartz *et al.*, 2008:299).

Tapper (2001: 354) also notes that there is often inadequate government legislation to regulate tourism in developing countries, and commercial pressures from competing destinations make government decision makers reluctant to be firm with investors. For example, Meyer (2003:45) states that governments in developing countries often invite transnational corporations to set-up the industry, in particular, resort companies, and further adds that transnational corporations, especially given size and scale of their operations, can place intense pressure on local governments or international agencies to fund initial infrastructure investments, frequently with limited success. According to Meyer (2003:46), the decision making role of governments in developing countries is highly political and complex, while industry interest organisations are a necessary requirement.

According to Akunnay *et al.*, (2003:2), in spite of tourism's potential as a rural poverty alleviation tool, its success is highly dependent on the protection of natural and cultural resources that drive tourism, as well as the need to maximise income retained locally. In Tanzania little of the gross earnings remain in the country, since most of it is siphoned out of the economy in the form of inputs and expatriate salaries and allowances; rarely are mechanisms for the redistribution of profits to local communities formulated (Salazar, 2009:13). Mass tour operators have more influence and power based on their superior knowledge of the market, than destination suppliers, and are able to drive prices down to

compete and, thus, reduce the revenues of destination suppliers considerably (Tapper, 2001:354).

Tanzania also lacks proper infrastructure, which is required to both host the desired number of tourists, and provide a high rate of satisfaction and service quality (Wade *et al.*, 2001:98). These challenges have not been addressed fully, which further contributes to the challenges that tour operators in Tanzania face. These are some of the challenges that prevent tour operators in Tanzania from marketing tourism as a world class destination, and they should be addressed before attempting to meet sustainable tourism goals and objectives. This is, however, an on-going process and requires commitment from all stakeholders that are involved to pave the way for development of sustainable tourism in Tanzania. Wade *et al.* (2001:93) notes that with careful planning and management, Tanzania has tremendous potential to develop a diverse and sustainable tourism industry.

3.8 Summary

Evidence suggests that Tanzania's tenuous situation is owing to shortcomings in policy design and implementation. Although Tanzania values tourism as a major industry, which will contribute to job formation, poverty mitigation and foreign exchange, implementation of practical application of poverty alleviation strategies, as well as mechanisms that are required to protect and conserve the environment, has been difficult to implement. Institutional mechanisms that promote active state and community participation in tourism development should be created and emphasized, while natural and cultural resource tools needed to drive tourism, should be in place. Lack of education among policy administrators also hinders development of community involvement, as they fail to comprehend the tourism value chain.

The Tanzanian tourism product also faces major challenges such as inadequate access to and from destinations, poor infrastructure and lack of utilities, to name a few. It is important that the tourism sector in Tanzania invest in its product before formulating sustainable tourism policies.

Even though tourist arrivals have risen over the years, Tanzania should market its product in such a way that has a competitive marketing advantage to neighboring Kenya. One of the ways that Tanzania can succeed in marketing its products is by strengthening its academic

institutions where learners have basic tourism knowledge. This has potential to ensure that the skills gap is minimized.

Local community knowledge and experience of destinations should be considered when it comes to policy creation. In this way locals will be inclined to conserve tourism resources as they will feel included in the development and management phase. Poor implementation of new policy directions has also caused a rift between communities and government. Communication should therefore be strengthened among all stakeholders. Present wildlife policy does not address local community needs, causing wildlife to decline further. One of the major problem areas here is that the pastoralists are forced to engage in other economic opportunities and see less reason to value wildlife. Donor funds that support wildlife are often misspent when recipients have low education levels and an incomplete understanding of the goals behind donor funds.

The most important problems regarding successful implementation of sustainable tourism policies appear to be as follows:

- Responsible and sustainable tourism is not a key priority, as reflected in the Integrated Tourism Master Plan (ITMP);
- Policy making is highly centralised and there is a lack of communication between departments, as well as with communities;
- Poor implementation of planning frameworks;
- Lack of feedback and monitoring systems; and
- Sustainable efforts are threatened by pastoralists who do not benefit from government wildlife policies.

The next chapter describes community- based tourism in Tanzania, and investigates the extent to which communities are a government priority when it comes to Tanzania's policies.

CHAPTER FOUR: COMMUNITY BASED TOURISM IN TANZANIA

4.1 Introduction

According to Wishitemi, Spenceley and Wels (2007:108), the significance of community-based tourism (CBT) to the general development of the national tourism industry, is reflected in its importance within various planning and policy documents. Community-based tourism is significant in Tanzania and is a clearly defined product of sustainable tourism. According to Neto (2003:212), approaches to sustainable tourism development in developing countries should give greater priority to community participation and poverty alleviation and not only seek to minimise local environmental impact. Salazar (2009:14) adds that one of the key issues for tourism to reach its sustainable potential in terms of local livelihoods and biological conservation is how to support efforts to empower local communities to control these economic activities. Community attitudes are crucial for successful and sustainable tourism development because an understanding of communities' attitudes and perceptions and how these perceptions are formed regarding tourism development, would be valuable knowledge for decision makers (Eshliki & Kaboudi, 2012:335).

As mentioned in Chapter Three, the wildlife policy has failed to enable greater benefit to rural communities, causing them to turn to other sources of economic benefits, therefore, seeing no reason to conserve and preserve wildlife. It is also clear that the sustainable use of wildlife resources are threatened by the relationship between government, which controls wildlife and rural communities that do not benefit from the proceeds of commercial hunting. As community numbers grow, poaching will increase.

This chapter aims to investigate the extent to which CBT is a government priority. This chapter also points out several constraints to socio-economic benefits that are associated with protected area outreach programs, which hinder the progress of community based tourism goals in Tanzania.

4.2 Background information

Intimidating strategies, where land was set aside in the form of National Parks and Game Reserves in the colonies, were used by colonial powers during the colonial era (Nilsen, 2009:xi).

However, the same author states that, owing to unfavourable social impacts caused by these National Parks and Game Reserves, and the fact that local people were seen as a threat in these areas (poaching), the 1980's brought about an alternative type of conservation, which places communities at the forefront of tourism revenues that are generated in the National Parks and Game Reserves. Community- based conservation (CBC) is based on the idea that if conservation and development could be simultaneously achieved, then the interests of both could be served (Berkes, 2004:621). The main objective of CBC is to create, through the bottom-up, participatory approach, conditions whereby a maximum number of community members stand to benefit from sustainable management and utilisation of wildlife (Songorwa, 1999:2061).

CBT and CBC share similarities that are parallel to sustainable tourism objectives and are, therefore, discussed briefly below.

4.3 Community -based tourism

Wishitemi *et al.*, (2007:106) state that community- based tourism (CBT) provides significant opportunities to broaden the spatial distribution of tourism by expanding into community lands and relieving pressure on protected areas, as well as by creating new products, which integrate cultural and nature-based tourism. CBT aims to make tourism more sustainable, focusing on host community in terms of setting up and maintaining development, while it also presents a way of providing an equitable flow of benefits to those that are affected by tourism through consensus-based decision making and local control of development (Beeton, 2006:50).

According to Akunnay *et al.*, (2003:3), CBT is important not only for rural poverty reduction efforts, but also in terms of diversifying the tourism industry itself, and consists of tourism activities that are carried out on community lands in partnership with local people. Simmons (1994:99) states that goals for tourism should be integrated into overall community objectives in order to encourage community participation in tourism planning. Wishitemi *et al.* (2007:106) state that CBT developments hold essential implications for rural development and poverty alleviation, biodiversity conservation, as well as national economic growth. The income from tourism represents a growing basis of economic diversification for rural communities and an actual or potentially important tool in poverty alleviation efforts. According to Grenna, Hilbruner, Santi, Scuppa and Vereczi (2006:7), one of the key principles of sustainable tourism is that the local population is placed at the center of tourism development interventions in terms of participation in the decision-making process and benefit sharing.

Charnley (2005:81-82) states that strategies towards the attainment of tourism benefits for local communities must ensure that social, political and economic goals are weighed equally to avoid the possibility of communities not fully realising the economic goals of tourism. The same author adds that local residences should feel involved in all aspects of management and planning when it comes to secure access to pastoral resources; secure access to land, the right to develop their land; in order to secure food; as well as greater involvement in pastoral development.

Magigi and Majani (2006:1066) add that important components, which will determine success regarding land rights include fundamental community involvement, those aspects of community, which have been connected to the idea of social capital, namely existence of committed leadership in land development matters, embracing mechanisms for participatory decision making processes, and providing an educational background for local leaders.

However, this is a long cumbersome process, which is accompanied by resultant costs and bureaucratic complexity, which not only discourage communities, but also lead to successful protected area outreach programs that are formed only in areas with significant external support. These concerns conclude that the gap between government and locals is still an issue that needs attention. Community- based conservation (CBC) is discussed below, as it has been viewed as one of the initiatives that has been formulated in order to integrate communities' development needs with the sustainable use and management of natural resources. CBC programs are one of the major social objectives for sustainable tourism initiatives in communities.

4.4 Concept of community based conservation

An approach where rural communities are given ownership rights or custodianship and management responsibilities for the resource, is what community- based conservation (CBC) involves (Songorwa, 1999:2061). Goldman (2003:833) states that community-based conservation (CBC) has been predominantly popular throughout Africa as a way to increase local support for wildlife conservation measures that have previously barred local people and their development needs.

Grenna *et al.*, (2007:7) state that it is at the community level where tourism impacts are most keenly felt, since conservation challenges must be met and culture is most affected. They add that residents who live in historic centers near archaeological sites or close to natural

protected areas, can play a key role in the conservation of those resources if they can derive benefit from them. Therefore, community-based support programmes can assist communities to spot their problems and priorities, whilst raising awareness of what can be done and help them choose from a series of components (Wishitemi *et al.*, 2007:55).

However, effectiveness of community-based support programs have been debatable in Tanzania. In 1998, in response to broader economic and political reforms in the country, the government released a new wildlife policy calling for devolution of wildlife management rights and responsibilities at local level. MNRT (1998⁴: 31, in Nelson & Agrawal, 2008:561) points out that the mechanism for carrying out this reform is described in the policy as a new entity called Wildlife Management Areas (WMAs), which set aside voluntarily community lands where local people will have full mandate of managing and benefiting from their conservation efforts.

According to Igoe and Croucher (2007:536) the idea that WMAs give communities ownership of natural resources, along with the legal authority to manage them and this, resonates with the current priorities and discourses of global governance and human rights agendas: community empowerment, participation, and civil society.

In Tanzania, however, the creation of WMAs has mainly been driven by transnational conservation agencies that have provided the essential resources, expertise and technology (Igoe & Croucher, 2007:537). The communities have therefore not had a substantial role in the creation of these WMAs. Additionally, The content of the WMA regulations also provide a complex framework of management for WMAs while benefits from wildlife uses and investments in the WMAs will be controlled by government and not village governments (Nelson & Ole Makko, 2003: 136-137).

Goldman (2003:838) further adds that communities appear in the conservation objectives of the policy only when they are geographically relevant to pre-existing PAs. Community level governance represents an important challenge, and these problems are often intensified by institutional factors at higher levels of government (Spenceley, 2008:315). The environment for CBT, as a source for developing the community and enhancing conservation measures therefore appears to be of a restrictive nature.

⁴ Ministry of Natural Resources and Tourism (MNRT). 1998. *The Wildlife Policy of Tanzania*, Dar es Salaam: Government Printer.

These are some of the issues that have intensified clashes between the locals and government who control wildlife, and rural communities who do not benefit from the proceeds. The basic problem appears to be a lack of individual land ownership, causing sustainable use of wildlife resources to be threatened. Wishitemi *et al.*, (2007:106) states that in Tanzania, local land rights often remain insecure owing to uncertain legal provisions and a history of top down decision making coupled with a desire of state agencies to allocate lands freely for foreign investments.

Communities remain peripheral to defining ways in which conservation is perceived and nature managed in spite of the fact that they are included in the politics and policies of conservation (Goldman, 2003:834). Critics of centrally controlled natural resources such as protected areas or logging concessions, argue that their corresponding lack of responsiveness and local ownership means that these management regimes are more likely to be associated with impoverishment, inequality and environmental abuses (Brockington, 2008:103). Nature is still partitioned into protected and unprotected units through the privileged knowledge of state and non-state conservation agencies (Goldman, 2003:834).

Adding to that whilst the importance of wildlife as a major source of national revenue to Tanzania has been immense, wildlife has been of questionable benefit to local communities, which have either been in rivalry with them over limited resources, or receive limited to no direct economic benefit (Jambia & Porokwa, 2008:3).

Songorwa (1999:2076) points out that majority support and full participation from communities are crucial for successful implementation of CBC, and for the approach to succeed, extra effort is required to raise genuine interest in wildlife conservation among community members. He adds that this is, however, a difficult process and that CBC may fail to raise conservation interests from the 'targeted' communities, or, if this already exists, it may quickly disappear when they realise that it restricts them from accessing wildlife. It may also fail when costs and gains are not distributed fairly among community members.

4.4.1 Constraints to successful CBC in Tanzania

As mentioned above it is clear that CBC programs are under threat and pose a string of challenges that should be addressed in order for the communities' basic needs to be met. Some of these constraints are highlighted below:

- *Failure to adopt the bottom up, participatory approach* - In principle, CBC relies on community participation, not only in wildlife utilization, but also in problem

identification, planning, implementation, monitoring and evaluation and this approach requires programs to involve their 'target' communities in all wildlife related issues (Songorwa, 1999:2062). For example, according to Nelson (2000:109) the Maasai have become powerless when it comes to contributing to decisions that may affect their lives, and this is due to the nature of the Tanzanian state being heavily centralised. This is still one of the key gaps that government should address in order to minimize the clashes that they face with the locals.

- *Inability to address (basic) community needs, and distribute benefits equitably* - Success of CBC requires that equitable amounts of wildlife revenues (whatever the type and amount) should remain in the hands of the community; however, this is not the case, as the intended communities do not receive sufficient amounts of the revenues initially promised, or do not receive them at all (Songorwa, 1999:2062).
- *Lack of understanding and trust* – Lack of trust and clear understanding of CBC's goals and objectives, tarnished reputation of its facilitators, conflicting decisions by its staff members, individual villagers' quest for development, creation of new bureaucratic layers and corruption in the created village level institutions, are some of the factors that the CBC program can create that will cause communities to become uninterested (Songorwa, 1999:2073).
- *Exploitation* - According to Ashley and Roe (1998:12), financial benefits may be lower than hoped because communities do not have the skills and capital to make use of their resources, but when outside investors come in, communities become exploited. The same authors add that although they are examples of communities that earn substantial income from partnerships with tourism investors, many communities also lack market information and negotiating power to ensure a fair deal.
- *Financial benefits for only a few* - While financial benefits may be limited, those benefits that do accumulate may be captured by a small elite within the community, and those with most power, education and language skills, are most likely to get new jobs, set up enterprises, make deals with outsiders or control collective income earned by the community (Ashley & Roe, 1998:12).
- *Challenges facing land regularisation* - According to Magigi and Majani (2006:1066), community support in Tanzania should be sought in order to create partnerships in the promotion of security of tenure in informal areas. However, there are critical challenges that Tanzania faces and some of them are listed below, according to Magigi and Majani (2006:1066):
 - weak legal recognition of informal settlement;

- lengthy and bureaucratic procedures in planning and approval of regularization plans;
- weak knowledge on land management matters;
- short term financial deeds with low financial betterments. and
- political popularity.

The above are only a few constraints that are listed and are relevant to this chapter of the research study. It appears that locals do not have a voice or infrastructure to address their needs and wants, which remains a problem for Tanzania. The locals are left to fend for themselves the only way that they see fit, while their participation in conservation and development of wildlife will depend on the nature of the activities and responsibilities that they are given. Benefits must outweigh constraints in order for there to be active participation amongst locals. The next sections of this chapter discuss the land ownership dilemma, wildlife control, as well as access to environmental information. These three serve as one of the major problem areas that continues to cause conflict between local communities and the government in Tanzania.

4.5 Land ownership dilemma in Tanzania

It is important that communities are informed of the activities that should take place within their surroundings. This way, they are likely to feel involved in the projects initiated within their communities. In Tanzania, however, there is no guarantee that private sector operators will always act in the best interests of either landholders or wildlife conservation, even though they have a strong incentive to co-operate with communities, as their activities rely on wildlife being conserved (Emerton & Mfunda, 1999:25). In Tanzania, the land belongs to the State, although most of it (except PAs) is held in a communal type of tenure - often called the deemed right of occupancy (Kideghesho, Nyahongo, Hassan, Tarimo & Mbije, 2006:24).

According to Sulle and Nelson (2009:35), securing rights to land is a central issue in the rural parts of Tanzania, with respect to livelihoods, food security, economic growth, and human rights. They add that land tenure insecurity in rural parts of Tanzania remains a widespread social problem and source of political tension.

For example, according to Tenga, Mattee, Mdoe, Mnenwa, Mvungi and Walsh (2008: 11), policies followed by the colonial government are replicated by the independence government and these have resulted in loss of the resource base on which pastoralists and hunter gatherers have relied upon for generations, The same authors add that most of the policies

were and still are based on the implicit notion that pastoralism is not the most efficient use of land; rather, other forms of land use have always been given priority over pastoralism (referring to the cases of Serengeti, Ngorongoro, and so on).

Ensuring that land and resource rights are clearly and securely allocated to local institutions, serves as a necessary element when developing CBT (Wishitemi *et al.*, 2007:107). The same authors add that clearly defined rights to make resource management decisions are a basic requirement to collective community investments in conservation, and that without such defined rights, communities have reduced incentives to safeguard the local resource base, while investments by the private sector in local partnerships cannot be secured. As a result, over the years and up to now, pastoralists have continually lost land to other users, as their lands continue to be converted to farm land by small and large scale farmers and to conservation in the form of game parks, game reserves and game controlled areas (Tenga *et al.*, 2008:11).

According to Brockington (2008:104), well-designed power structures alone cannot make for muscular decentralisation, but the performance of these structures, the way they actually operate, will determine how well decentralised local democracies work. Nelson and Agrawal (2008:562) state that the trajectory of institutional change in Tanzanian wildlife management is best explained by the interests and actions of state wildlife authorities who control and shape policy and legislative changes. Brockington (2008:103) further adds that democratic decentralization of natural resource management requires careful attention to the distribution of power, devolved accountability and institutional design. However, even if all these elements are well crafted, failures in efficiency, equity and service delivery are possible because of the way that institutions of government are lived out in the practice of day- to -day life. Like many countries in sub-Saharan Africa, Tanzania's land tenure framework is characterised by a historic centralisation of state control over rural lands, which is subject to contemporary reforms that are designed to improve local communities' land tenure security in line with broader political and macroeconomic reforms (Sulle & Nelson, 2009:36).

Therefore, the basic problem appears to be the system of communal land ownership and as long as communities do not play a part in the management of wildlife on their lands, conflict will never cease between local residents and the government. The question remains whether sustainability in all kinds of land use categories can be achieved in communal lands. Tourism cannot be community- based unless communities play a role in maintaining and controlling resources that are used in their areas, and they are able to participate in enterprises that are carried out on their lands.

4.6 Wildlife control

Throughout Eastern Africa wildlife numbers and diversity are declining in the face of decreasing government budgets, increasing competition for funding and rapidly rising human needs for land, food and income (Emerton & Mfunda, 1999:1). Tanzania has been a leading destination for European and American trophy hunters, since the late nineteenth century and a system of tourist hunting concessions, based on individual animal quotas, was established in the 1960s (Nelson & Agrawal, 2008:560).

Tourist hunting, which is the main form of legal tourism activities in northern Tanzanian village lands at present, is centrally restricted, realizes benefits chiefly at a national level, and cannot be managed according to local agreements (Wishitemi *et al.*, 2007:106). A lot of these threats to wildlife, and much of the potential to overcome them, are economic in nature (Emerton & Mfunda, 1999:1). Wildlife ownership remains entirely under the authority of the state, thus achieving prerequisite conditions for community-based conservation in Northern Tanzania requires strengthening local land tenure and devolving authority for wildlife to village level (Wishitemi *et al.*, 2007:107). For example, according to Serengeti National Park's (SNP), annual reports, tourism earned the park some US\$ 31 million from 1992 to 2003; of this amount only US\$ 0.5 million (less than 2%) trickled down to local communities in all districts that border the park indirectly through supporting social services (e.g. construction of dispensaries and classrooms) (Kideghesho *et al.*, 2006:24-25).

Community members are often unwilling and economically unable to bear economic costs which are associated with conserving wildlife on and around their lands because agricultural land has become more scarce and local sources of income and employment are hard to access (Emerton & Mfunda, 1999:8). The same authors add that this has also been a cause for the decline of wildlife in Tanzania and still remains a challenge. Nelson and Agrawal (2008:562) add that as wildlife's value has increased with the growth of the tourist hunting industry since the late 1980s, its value for patronage has also expanded. The same authors add that a critical aspect of this high patronage value is the wide discretionary powers that wildlife authorities possess over the centralised hunting industry, and the dependence of that industry on community lands. These are some of the root causes that hinder the implementation of successful wildlife policies in Tanzania to this day.

According to Wishitemi *et al.*, (2007:107), an integral part of this devolutionary, locally empowering process is resolving existing conflicts and contests for resource control in ways that support villages, and whether or not such decisions will go a long way towards

determining if CBT can realise its potential in terms of economic growth, rural development, and conservation in northern Tanzania.

Nelson and Agrawal (2008:560) add that local people do not have any formal role in administering the hunting concessions on their lands and all revenues flow to the state, with some being passed back to the districts where hunting takes place. Most CBT in northern Tanzania is currently regarded as illegal owing to conflicts with hunting blocks (Wishitemi *et al.*, 2007:116). In western Serengeti it was claimed that the wildlife-related benefits reach neither the victims nor the intended beneficiaries - the claims that were verified by then Minister for Natural Resources and Tourism during the parliamentary session on July 28 2005, criticized the district councils for using their share of revenues from tourist hunting for (paying) sitting allowances instead of directing it to local communities (Kideghesho *et al.*, 2006:25).

In Tanzania, CBT ventures grow through planning with village governments, which are not legally allowed to shares of hunting revenues, causing conflicts between these activities, established hunting blocks and central authorities (Wishitemi *et al.*, 2007:111). The same authors add that hunting outfitters have endeavored to prevent tourism enterprises from being carried out on village lands, which overlap with their concessions, and have utilized various legal and pestering strategies to remove tourism from these areas.

Brockington (2008: 103-104) adds that real decentralisation of natural resources is resisted by central governments, which either do not devolve real power or else they devolve it to inappropriate, unaccountable authorities. According to Wishitemi *et al.*, (2007:110), a significant percentage of the village lands in northern Tanzania fall within the boundaries of hunting blocks that are administered by the wildlife division, while local communities do not play any part in determining, which hunting companies operate in their areas, nor in determining quotas or other aspects of wildlife management in these concessions, and thus are excluded from the management of wildlife in their lands.

Brockington (2008: 104), further adds that decentralization is open to hijack by local elites and non-representative or unaccountable organisations, including nongovernment organisations (NGOs), because it is often either not properly enacted legally, or not properly executed. Spenceley (2008:311) gives an example of Loliondo, which was one of the areas included in original community based tourism ventures which were established in 1991. Shortly thereafter, the entire Loliondo was allocated as a hunting privilege to a member of the royal family of the United Arab Emirates in an arrangement that provoked considerable national and international debate and local resistance.

The same author adds that the pressure between village level contracts with tour operators, and centrally located hunting concessions presented a physical and jurisdictional conflict, which has conquered community- based tourism in Northern Tanzania for the past decade. He adds that, in Loliondo, the hunting concession has provided a constant source of conflict among parties, but this has not been enough to stem a considerable rise in community based tourism investments in that area.

Increasingly, it is recognized that unless wildlife populations can generate real economic benefits to governments, the business community and to people who live in wildlife areas, they are likely to decline still further in future (Emerton & Mfunda, 1999:1). Constitutional matters should be governed in a manner that ensures effective community participation in wildlife management (Gillingham & Lee, 1999:218).

4.7 Access to environmental information

Sustainable development can be achieved only when all stakeholders are involved. However, communities have always had difficulties when it came to participation and management of tourism related activities in their areas. Without effective access to environmental and other information, citizens will not be involved to the extent necessary to support and achieve sustainable development. According to Grena *et al.*, (2006:7), training; participatory workshops; community, group and individual meetings; local radio; school newsletters and local events are some effective communication tools, which are required to involve local communities in tourism development.

According to the Ringia and Porter (2001:1), a Tanzanian citizen's right to obtain and impart information is treasured in the Constitution; in practice, however, Tanzanians hardly ever enjoy this right and in spite of the constitutional mandate, the government often has not educated the public and has at times even misled people about decisions and projects that could potentially degrade the environment, intimidate livelihoods, and endanger health. The legal environment for communities in Tanzania to engage in tourism activities on their lands is puzzling and restrictive, with most existing CBT ventures illegal, according to Ministerial regulations (Wishitemi *et al.*, 2007:106).

Inquiries by the public often fall on deaf ears when they learn of possible or real environmental misconduct or degradation through unofficial channels, or at the time of implementation or impact (Ringia & Porter, 2001:1). Grena *et al.*, (2006:7) further add that there is a need to consider tourism as a business, and community members as businesspeople; community-based tourism projects should, therefore, be focused on

market demand and this implies a need for professionalism in the tasks required to start a business such as a business feasibility study, business administration, hospitality, marketing strategy, development of information technology (IT) marketing tools, market analysis, and so on.

Institutional mechanisms should be created to encourage active state and community participation in tourism planning, while appropriateness of tourism strategies should be measured according to the changing conditions and interests of each host community; and tourism-led development should always conform to the long term interests of the popular majority instead of the short term goals of an elite minority (Huybers, 2007:5).

Grena *et al.*, (2006:7) stresses that, challenges relating to community involvement include:

- Changes in local government (both policies and personnel);
- Lack of government support;
- Conflicting interests between groups (between government and religious groups, and between communities and big hotel owners or oil companies, for example);
- Inadequate funds;
- Delayed efforts to involve local communities;
- Shortage of commercial skills at the local level;
- Too many different actors (NGOs, donor agencies, government, and so on) often engaged in well-intentioned but under-funded projects that are not coordinated with other efforts;
- Failure to consider the whole tourism system of a country or region and not taking into account demand for tourism products; and
- Lack of interaction between communities and the private sector.

The importance of community involvement and active participation is one of the key objectives for successful sustainable tourism development. Grena *et al.*, (2006:7) add that residents living in historic centers near archaeological sites or close to natural protected areas can play a key role in the conservation of those resources if they can derive benefit from them, since it is at the community level where tourism impacts are most keenly felt, hence conservation challenges must be met, as culture is most affected. Community involvement and active participation is, therefore, crucial for successful tourism development.

It is clear that government authorities, donor agencies, as well as NGO's should continue to come to grips with the question of how to restructure their own institutions and agendas to

really fit communities - with their diverse needs, knowledge and complex social and ecological structures (Goldman, 2003:856). Without efficient access to environmental and other information, Tanzania's citizens are not involved in public policy-making processes to the extent necessary to accomplish sustainable development (Ringia & Porter, 2001:1). The next section describes policy recommendations that could be conducive to the expansion of the pro poor tourism approach in developing countries.

4.8 Policy recommendations to the expansion of pro poor tourism

It is important to note that sustainable tourism and community-based tourism have in certain cases benefited poor people, and they do contain key principles of pro- poor tourism (PPT). Pro- poor tourism can be one of the major steps towards enhancing tourism benefits for local communities. Listed below are some of the policy recommendations that could be conducive to the expansion of the pro-poor tourism approach in developing countries, as stated by Neto, 2003:221-222.

- *Poverty alleviation at the centre of national strategies* - First, governments must place poverty alleviation at the centre of their national tourism development strategies, as such a shift is particularly needed in developing countries with rich tourism potential, where the development of tourism tends to be driven primarily by macro-economic, environmental and/or cultural perspectives.
- *Increased access for the poor to tourism benefits* - Second, specific policies are required to increase access of poorer segments of society to the economic benefits of tourism, also in niche markets such as ecotourism. Efforts should also be made to introduce pro-poor measures in the mass-tourism sector by reducing barriers that prevent the poor from benefiting from the mass market. Major barriers to access, to both niche and mass markets range from lack of skills, lack of credit and market opportunities to excessive bureaucratic requirements.
- *Partnerships* - A third set of policies involves the promotion of partnerships among community associations, non-governmental organizations and the private sector, which are aimed at developing tourism services that can be provided by low-income segments. The involvement of the private sector is especially important to ensure that initiatives are economically viable and even integrated into mainstream tourism activities. Close attention should thus be paid to consumer taste, service quality, marketing, the development of managerial skills and maximising the use of local suppliers and the employment of local staff.

- *Role of the international community* - The expansion of the pro-poor approach in developing countries will depend to a large extent on the provision of greater financial and technical assistance by bilateral donors and multilateral institutions. This will require greater recognition of the importance of pro-poor efforts in the international agenda for sustainable tourism, as well as greater support for innovative international initiatives. As a result, international strategies for the promotion of sustainable tourism development should move beyond purely environmental objectives.

The policy recommendations listed above serve as important guidelines that could be helpful for the expansion of the pro poor tourism approach in developing countries such as Tanzania. According to Choi and Sirakaya (2006:1276), although most of the political issues that arise in the course of achieving sustainable community tourism (SCT) are associated with residents' rights, others include an absence of stakeholder collaboration or community participation, a lack of community leadership, poor regulations, the role of NGOs, and the displacement of resident and external control over the development process by private or foreign investors. A key problem area that has been highlighted throughout the chapter continues to be the fact the governments control tourism in spite of the fact that the goal of community- based tourism is to improve living standards for locals.

One of the key issues is how to support efforts to empower local communities to control these economic activities in order for tourism to reach its potential in terms of local livelihoods and biological conservation (Salazar, 2009:14). In Tanzania's case, a long way still lies ahead. Sustainable development for community tourism should aim to improve residents' quality of life by optimizing local economic benefits, by protecting the natural and built environment and by providing a high quality experience for visitors. The ensuing discussion addresses sustainable indicators for community tourism.

4.9 Sustainability indicators for community tourism

Indicators assist in the measurement of sustainable growth and, therefore, play an important role. As use of indicators has become widespread, their uses have been expanded to include broad technical indicators (indirect/direct, descriptive/analytical, and subjective/objective) and discipline-based indicators (economic indicators, social indicators, tourism indicators or psychological indicators) (Choi & Sirakaya, 2006:1276).

A meaningful way to evaluate sustainable tourism is to examine how it can meet the needs of the host population in terms of improved living standards both in the short and long term (Liu,

2003:465). According to Twining-Ward and Butler (2002: 364), a transition towards sustainable tourism development (STD) has been hampered by the fact that in spite of more than a decade of research on the subject, there is still no consensus on the precise nature, objectives, applicability or feasibility of the concept. According to Tsaur *et al.* (2006: 641), in less than two decades, since the idea of sustainable development became established in policy and academic circles, the number of indicators produced has become daunting. Neither a common management framework nor indicators exist to systematically track and monitor socio-economic and political changes in communities (Choi & Sirakaya, 2006:1275).

Twining-Ward and Butler (2002: 364) add that international, national, local, public and private organizations have all embarked on efforts to provide measures of nature's and society's long-term ability to survive and prosper together, as well as to guide planning and policy making. Global experience, however, shows that this potential of tourism has rarely been fully realised; and in less developed countries, in particular, poverty and social desperation necessitate a great need for the local community to benefit from tourism development, but the inability of the host population to fully participate in the development process results in the lion's share of tourism income being taken away or 'leaked' from the destination (Liu, 2003:465-466).

Many of these concerns are, however, not a reflection of the failure of the concept of STD itself, but the failure of those who are involved in tourism to look outside disciplinary boundaries and to integrate some of the progressive work being undertaken in the field of sustainable development (referred to later as sustainability science) into tourism studies (Twining-Ward & Butler, 2002: 364). In order to develop tourism sustainably, demand management, in terms of finding enough tourists to fill capacities, is often more critical than resource management since tourist demand usually fluctuates more frequently and abruptly than tourist resources (Liu, 2003: 463).

According to Twining Ward and Butler (2002: 364), clear objectives should be formulated before trying to identify indicators. The same authors add that there is value in establishing a multi-disciplinary advisory panel, and the necessity of designing an effective and flexible implementation framework for converting indicator results into management action.

It is critical, therefore, that communities' needs are met during tourism development, as the more local residents gain from tourism, the more they will be motivated to protect the area's natural and cultural heritage and support tourism activities. If they do not benefit from tourism development, they may become resentful, and this may drive tourists away from a destination, as tourists do not like visiting places where they are not welcomed (Liu,

2003:466). According to Choi and Sirakaya (2006:1275), if the changes wrought by tourism upon all aspects of community life are to be effectively tracked, indicators must be based on policy relevance, analytical soundness, and measurability.

In order to clarify the goals of sustainable indicators for community tourism, the following guidelines were proposed by Choi and Sirakaya (2006:1275):

- Sustainable community tourism (SCT) should provide a long-term economic linkage between destination communities and industries;
- SCT should also minimize the negative effects of tourism on the natural environment, and improve the socio cultural well-being of the destination communities;
- Decision-making and development processes require multi-stakeholder involvement at all levels of planning and policy-making, bringing together governments, NGOs, residents, industry and professionals in a partnership that determines the amount and kind of tourism that a community wants; and
- Stakeholders must develop systems that can monitor and adjust planning and destination management.

The above serve as a few guidelines towards implementing successful sustainable indicators for community tourism.

4.10 Summary

It is clear that community -based tourism is one of the most important pillars for a successful sustainable tourism climate and is of significant importance to Tanzania. Sustainable tourism development initiatives should attempt to engage in active community participation and poverty alleviation.

It is also evident that Tanzania's attempt to formulate initiatives and programs that will be beneficial to communities has proven to be a difficult task, and communities are still seen as an add on and not part of the tourism value chain. Furthermore, the community, which is at the core of sustainable tourism has not been included in planning and decision making when it comes to tourism activities in their areas, nor do they benefit from the revenues of those activities. This has led to conflicts between locals and the government.

Additionally, community gains have also been accompanied by entrenched conflicts over the use, control and management of lands and resources. Regarding WMAs, communities have no control and in spite of the discussion of transfer of WMAs to local communities, the state still has the final say on the ownership of WMAs, further stretching the gap between

government and locals. Furthermore, CBC programs and sustainable tourism indicators for community tourism in Tanzania have faced a number of difficulties, including failure to implement the intended bottom up, participatory approach, to meet basic needs of the community and to raise interest among community members. State control of wildlife seems to be the crux of the problem, and as long as communities do not own the game on their lands, nobody will care about conservation.

Communities appear in conservation policies only when they are geographically relevant to pre-existing PAs, which further separates them from actively participating in conservation. A rights-based approach, which takes into consideration the lack of power that local people have over their resources will be more successful in identifying the problem. Regarding land tenure issues, community involvement should be strengthened and sustained in order to meet the local's interest in securing tenure. Achieving goals of sustainable community development depends heavily on the society's political system and power distribution.

It is also clear that there is a lack of communication between locals and government. Sustainable tourism development in Tanzania cannot be achieved if citizens do not have effective access to environmental and other information. Wildlife cannot continue to exist without direct participation from the locals, and government should therefore, strengthen their communication channels with the locals. A list of main problems that should be investigated through structured questionnaires are listed as per below:

- Communities lack access to environmental information. How is this compatible with sustainable development?
- Conflicts over use, control and management of communal lands. To what extent are communities accountable for sustainable practices? And what is government doing about it?
- Apparent incompatibility between sustainable tourism and communal land ownership. Can land use and conservation of wild animals be sustainable in a communal land ownership environment when the locals receive no benefits? Is it possible to have sustainable policies if individuals cannot be held accountable? Is the conservation of wild animals sustainable if communities receive no benefits from it, as is the case on privately owned farms?
- Conflict between government's sustainable policies and government's motive to make money from hunting concessions. Are these policies compatible?
- Lack of communication between locals and government. Are the locals simply ignored in decision-making and, if so, why?

- Unplanned and uncontrolled hunting. Are concession holders required to act in a sustainable way? And are they monitored by government?

The next chapter describes the research settings in which the study was carried out, and examines methods that were used in the study. The study population, sampling method and data collection are all described in this chapter. Lastly, it indicates how data analysis was conducted and provided.

CHAPTER FIVE: RESEARCH METHODOLOGY

5.1 Introduction

This chapter details the research methods that were used in this study. It provides details of the research design, which is necessary in order to gain better insight of the underlying methodological theories. The targeted population, sample size and techniques that were employed to analyse data, are also discussed.

5.2 Statement of the problem

Tanzania is well placed to offer tourists a unique experience centered on wildlife, unique landforms and a rich culture centered on the island of Zanzibar (Barron and Prideaux, 2010:224). It is, therefore, crucial that resources are sustained and conserved. To achieve this goal, the Government of Tanzania has developed the National Tourism Policy, Wildlife Policy and Integrated Tourism Master Plan to guide both public and private sectors alike in further developing the tourism industry. However, the extent to which these policies have incorporated sustainable tourism frameworks remains unexplored and the extent to which these sustainable tourism practises and the way that they have also been applied and monitored, is not yet known.

The elements of sustainable tourism encompass the three pillars, namely social, economic and environmental elements. It is, therefore, important for these three elements to not outweigh each other, but to be measured equally. However, according to Kulindwa (2002:399), although benefit sharing is an explicit goal of tourism policies of Tanzania, local communities often see little change in employment and incomes; new laws have given priority to local communities for employment- in some cases, however, research has found that although new economic opportunities have been created, many hotel owners and tour operators do not engage local communities sufficiently in their activities. There is also a lack of documentation about local residents' involvement in the decision making, development and sharing of proceeds from tourism resources. The wildlife sector also continues to be at a disadvantage owing to mis- management of resources and illegal hunting. It appears that the economic element of tourism has taken precedence over the social and environmental aspects of sustainable tourism because of the economic advantage that it signifies. These factors, therefore serve as one of the leading motivations for this study.

5.3 Research questions / objectives

The study aimed to develop a knowledge base regarding the extent to which Tanzanian tourism policies have integrated sustainable frameworks and principles. It also attempts to ascertain the extent to which tour operators in Tanzania have adopted sustainable tourism practises and also tries to understand the constraints to tourism development for future efficient planning of Tanzania as a favourable tourist destination in Africa. The study investigated their involvement by answering research questions, as expressed in the following objectives:

- To explore the concept of sustainable and responsible tourism;
- To determine the extent to which Tanzanian policies have incorporated sustainable tourism frameworks which focus on communities;
- To verify the extent to which policies and strategies on sustainable tourism are in fact applied and progress monitored;
- Identify key problem areas (threats) that should be addressed in order to ensure sustainable tourism; and
- To determine the extent to which tour operators apply sustainable tourism policies.

5.4 Methodology

5.4.1 Study definition

This study was of an exploratory nature. According to Terre Blanche, Durrheim and Painter (2006:44), explorative studies are used to make preliminary investigations into relatively unknown areas of research and employ an open, flexible and inductive approach to research, as they attempt to look for new insights and phenomena.

Although Tanzania has attempted to create policies to guide the future development of tourism in Tanzania, the extent to which these policies incorporate sustainable tourism mechanisms is not yet known, and this has, therefore, motivated the researcher to conduct this study, as it is believed that the recommendations can be used as a guideline for improved communication and participation between concerned tourism authorities to engage in more sustainable tourism practices that will be beneficial to Tanzania's overall tourism development.

5.4.2 Survey design

The purpose of this study was to explore the extent of sustainable tourism practises in tourism policies of Tanzania. Research data was collected from December 2011 to January 2012.

Research techniques were grouped as per the categories below:

- Analysis of published sources (which were obtained from books, journal articles, policy documents and other relevant literature) - secondary source;
- Survey amongst tour operators - primary source; and
- Key informant interviews - which were conducted with government officials from the Ministry of Natural Resources and Tourism - primary source.

This study used a combination of survey methods and interview methods to gather information. As there is a lack of data regarding the extent of sustainable practises in Tanzanian tourism, a survey was selected to obtain information from tour operators. The aim of this survey was to investigate the extent to which Tanzanian tour operators applied sustainable tourism practices within their business. According to Sapsford (2007:4), a survey describes a population; it counts and describes 'what is out there'.

Sizya (2009:1) states that tour operators play an important role in promoting safari packages, beach packages, and other Tanzania tour packages. One of the features of tour packages in Tanzania usually involves a tour to a village to see how communities live and interact on a day to day basis. Tourists would, therefore, visit the villages and observe the villagers' lifestyles, meet them and buy some of the local crafts on display. It was, therefore, crucial to target tour operators in Tanzania, as they are responsible for organising these packaged tours, and are in a position to influence tourists' behaviour and educate them on sustainable tourism practices. Therefore, information obtained from them aimed to provide the researcher with some form of indication regarding the extent to which communities were engaged in planning and implementation of tour operators packages. The statements that tour operating managers had to respond to from the survey questionnaire shared a common theme, which represented the three elements of sustainable tourism: social, economic and environmental elements. One of the objectives for this thesis was to determine the extent to which tour operators apply sustainable tourism policies, hence the survey questionnaire was therefore designed by incorporating these three pillars that represent what sustainable tourism was all about. The social elements concentrated on local communities. The

researcher's aim was to find out the extent to which the tour operators incorporated local communities in their joint ventures, and whether they benefited from and were involved in tourism-related activities. The economic element centered on whether tour operating managers assisted local craft workers to develop new products to meet market demand. The environmental elements focused on whether tour operating managers assessed tourism developments where they may cause adverse effects such as loss of access to resources.

The survey questionnaire was divided into one main section (see Appendix A), which included twenty five questions about respondents' feelings on sustainable tourism and the extent of the level of community involvement in their businesses. All twenty five questions were closed-ended type questions. The format of these questions was multiple choice, namely Likert scale type statements in which respondents could choose from the provided alternatives (ranging from 'Strongly disagree', 'Disagree', 'Neither agree nor Disagree', 'Agree' and 'Strongly Agree'. There was only one question which required a 'Yes or No' response. The respondents chosen for the survey questionnaire were managers of tour operating companies.

In addition, the study also used a variety type of questions in structured interviews format to be able to obtain more insight into the research problem. The interviews were applied to government officials from the planning and policy division of the Ministry of Tourism and Natural Resources who could provide helpful information that may not have been obtainable from secondary data (See Appendix B). Four face-to-face interviews were conducted with four government officials from the planning and policy division at the Ministry of Tourism and Natural Resources of Tanzania.

There are a number of parastatal organisations under the general responsibility of the Ministry of Natural Resources and Tourism in Tanzania, and these organisations support the Ministry to achieve its national objectives in terms of strategic planning (Ministry of Natural Resources and Tourism, 2012). These organisations are:-

- National Museum of Tourism (NMT);
- Tanzania Tourism Board (TTB);
- Tanzania Forestry Research Institute(TAFORI);
- Tanzania National Parks (TANAPA);
- Tanzania Wildlife Research Institute (TAWIRI);
- Ngorongoro Conservation Area Authority (NCAA);
- College of African Wildlife Management – Mweka, Moshi (CAWM);

- Forestry Industries Training Institute – Olmotonyi, Arusha, (FITI);
- Pasiansi Wildlife Training Institute (PWMTI);
- Beekeeping Training Institute – Tabora (BTI);
- Community Based Conservation Training Centre (CBCTC);
- Likuyu Sekamaganga;
- National College of Tourism (NCT); and
- Tanzania Tree Seed Agency (TTSA).

Of the thirteen organisations above, three of these (TTB, TANAPA, and TAWIRI) were used for the purpose of this study. The respondents were chosen from the following offices: Tanzania Tourism Board (where the director of marketing for tourism in Tanzania was interviewed); Tanzania National Park (where a senior tourism promotion officer was interviewed) and Tanzania Wildlife Research Institute (where a senior wildlife tourism officer was interviewed and who also works closely with the department of hunting concessions). The Director of Tourism who is responsible for overall tourism policy formulation was also interviewed. These respondents were chosen as their roles included managing and implementing sustainable tourism practices within their specific departments, hence making them appropriate candidates for the study. The structured interview questionnaire is divided into six main problem areas that pose as a challenge for effective implementation of sustainable tourism policies in Tanzania. These problem areas that were also highlighted throughout the literature review, are categorised as shown below:

- Formulation of the Tourism policy in Tanzania;
- Tanzania's tourism product;
- Government bureaucratic factors;
- Access to environmental information;
- Hunting concessions; and
- Wildlife Management Areas.

5.4.3 Administration of the study

The questionnaire was designed in English and the survey was approved by the Cape Peninsula University of Technology (CPUT) by the university research supervisor, while authorisation was obtained from TATO (Tanzania Tour Operator Association), as well as TTB (Tanzania Tourism Board) to conduct the research.

5.5 Sampling

No sampling strategy was necessary, since the whole population which was made up of tour operators and key government officials was included. The key government officials from the Ministry of Tourism and Natural Resources who were in a position to provide information on the extent to which sustainable tourism practices were applied in Tanzania tourism policies were therefore targeted. In addition they were able to provide information on the overall structures of tourism policy planning and formation in Tanzania, hence making them the appropriate candidates for the study.

5.5.1 Sample size

The Arusha region was chosen as the area of study owing to a significant amount of tourism activity that occurs there. The Arusha region is situated in the northern part of Tanzania and has an extensive range of tourist attractions. This includes Serengeti National Park, which is arguably one of the best wildlife sanctuaries in the world. Other attractions include Ngorongoro Crater and Lake Manyara, which are almost equally important, and famous (Shitundu & Luvanga, 2003:5). The tour operating sector forms an important part of the tourism industry in Tanzania and can be regarded as an essential component for any tourism initiative. In Tanzania there are 657 licensed tourism operations that are listed in the Ministry of Tourism and Natural Resources website (Ministry of Natural Resources and Tourism, 2012).

The categories of tourism operations in Tanzania are listed below, according to Ministry of Natural Resources and Tourism, (2012):

- Photographic safaris;
- Hotel services;
- Travel agents;
- Curio shops;
- Hunting safaris;
- Car hire;
- Mountain climbing;
- Lodges;
- Lodge services;
- Car rental;
- Air charter service;
- Tented camp;

- Camping safaris;
- Tented lodge;
- Horse riding;
- Boat safari;
- Camp site; and
- Balloon safaris.

As mentioned above, in Tanzania there are 657 listed tourism operations that are licensed. From the list it is evident that the term tour operations means all companies or businesses, which provide services in the Tanzanian tourism industry. Examples include hotels, lodges, car rental companies, boat safari companies, balloon safari companies and campsite companies, to name a few.

From the 657 tourism operations, 210 are licensed tour operating companies. It is important to note that in Tanzania, although the number of tourism operators is impressive, a majority of the businesses is not licensed through the correct channels and are also not recognised by law, which has caused a lot of problems for other tour operators that have legitimate businesses and also pose as one of the major challenges that the licensing department from the Ministry of Tourism and Natural Resources faces. In addition, the services that are on offer are usually not available owing to a lack of resources to operate these services, which becomes a problem for tourists.

Therefore, the researcher had to ensure that the tour operators that were chosen were lawfully licensed and were recognised by the Tanzanian Tour Operators Association. The researcher visited the Tanzanian Tourism Board in order to verify licensed tour operators in Tanzania. The total number of licensed tour operators totalled 210. Of the 210 licensed tour operators that operate in Tanzania, 148 are based in the northern part of Arusha, while a majority are operated by foreign entrepreneurs; only 48 of them are operated by Tanzanians, mostly local Indians; and even fewer are owned by indigenous Africans (Salazar, 2009:8). Since this research covers the Arusha region, all of the 148 tour operators that are situated in this area were considered as the population for this study. In addition, no sampling strategy was considered since the entire population was included in this study. A total number of one hundred and forty eight (148) licensed tour operators were approached to participate in the study. Of the 148 respondents, 115 completed the questionnaire.

5.6 Data collection procedures and methods

The purpose of this study was to explore the extent of sustainable tourism practices in Tanzania's tourism policies. Research data was collected from December 2011 to January 2012. Research techniques included surveys amongst tour operators, key informant interviews, as well as additional information obtained from reports, articles and other relevant literature.

Before visiting the tour operating companies, the researcher called the respondents, explained her intentions and was granted access to visit their establishments. A total of a hundred and forty eight questionnaires were then distributed, usually at the tour operating company. The researcher would wait for the questionnaires to be completed or come back to collect them after completion. In some instances some interpretation had to be given to the respondents who could not understand the questions properly. However, thirty questionnaires were not collected as the specific tour operating companies took too long to respond, and in some instances chose to ignore the researcher completely after numerous phone calls were made. This means that the study had 115 questionnaires that were successfully completed and, therefore, the reported data is based on a response rate of 115 participants.

Regarding the structured interview, a letter was drafted to the director of wildlife, explaining the researcher's intentions. Other forms of communication included telephone calls between the researcher and Director of Tourism for Tanzania, as well as the director of marketing for tourism in Tanzania. Appointments to conduct interviews were, therefore, made telephonically. The researcher was also requested to send emails to the office of Tanzania National Parks (TANAPA) in order to set up interview dates. Qualitative methodology by key-informant interviews was, therefore, applied to provide information on the current status of sustainable practices in tourism policies of Tanzania. For example, the Director of Tourism was responsible for providing information on the overall status of tourism policies in Tanzania, while the Director of Marketing was responsible for providing insight on marketing strategies and objectives of Tanzanian tourism. Officials from the wildlife division were responsible for providing information on the current state of communities and their interaction with wildlife, and how they went about selecting a wildlife management area and the steps communities had to take in order to engage in and benefit from wildlife resources. This information was beneficial as it provided an opportunity for the researcher to ask questions that highlighted the Government's overall position about community involvement in Tanzanian tourism policies. Regarding, which government official dealt with which problem

area, the director of tourism assisted with two of the problem areas, namely tourism policy formulation and access to environmental information, while the Director of Marketing for Tourism assisted with information on the Tanzanian tourism product. Information on hunting concession and wildlife management areas was obtained from the Tanzania Wildlife Research Institute (TAWIRI) and Tanzania National Park (TANAPA) officials. All of these government officials also had input regarding government bureaucratic factors. In all instances a direct face-to-face interview was conducted with all key officials, and the researcher used semi-structured questions during the interviews. Please note that key informants were not interviewed at the same time. This was because it was impossible to organise interviews where all officials would be present at the same time owing to work commitments on their part that needed attention. Secondly, all respondents work in separate offices that are in conjunction to their job specification, and are not necessarily located in the same district. For example, the Tanzanian Tourism Board (TTB) deals with the marketing and promotion of tourism in Tanzania, while the Director of Tourism deals with tourism planning and policy formulation and implementation. Additionally, the TTB and the Ministry of Tourism and Natural Resources (MNRT) are located in Dar es Salaam, while the Tanzania National Parks (TANAPA) office is situated in Arusha.

5.7 Data analysis

Data from completed questionnaires was computerised and analysed by a CPU research statistician with the aid of the Statistical Package for the Social Sciences (SPSS) version 18.0. All interview results from key informants were treated individually. The software examined relationships among variables and performed tests of statistical significance, based on the research questions where possible.

5.8 Summary

In summary, research methodology necessitates a reflection on the planning, structuring and execution of the research in order to comply with the demands of truth, objectivity and validity. The two research methods that were used for this research comprised a combination of qualitative and quantitative methods. The chapter described methods, procedures and data that were used in the study. It was mentioned that one hundred and forty eight questionnaires were submitted in the study with a success rate of 115 completed questionnaires. Interviews were also conducted with key government officials from the Ministry of Tourism and Natural Resources who were in a position to provide information on the extent to which sustainable tourism practises were applied in Tanzania tourism policies.

Finally, the quality of research that was obtained was paramount to the researcher. Ethical issues were considered in the process of data collection. The following chapters present and discuss the findings of this study, and recommendations and conclusions are drawn.

CHAPTER SIX: PRESENTATION AND DISCUSSION OF RESULTS

6.1 Introduction

The chapter presents and discusses results of the study. It combines information from both the questionnaires and interviews. The chapter comprises two sections: Section A discusses results from the structured questionnaires (Addendum A), which were distributed to managing directors of tour operating companies, and Section B discusses and summarises results from the interviews that were conducted with government officials from the planning and policy division of the Ministry of Tourism and Natural Resources (Addendum B).

The research objective/questions that correspond with this questionnaire is the one that deals with the extent to which tour operators have applied sustainable tourism policies within their establishments. The structured questionnaire, which was distributed to the managing directors of tour operating companies stems from questions that were relevant to the study. The other objectives that are analysed in support of the structured interview questions, are listed below:

- To explore the concept of sustainable and responsible tourism;
- To determine the extent to which Tanzanian policies have incorporated sustainable tourism frameworks which focus on communities;
- To verify the extent to which policies and strategies on sustainable tourism are in fact applied and progress monitored;
- Identify key problem areas (threats) that should be addressed in order to ensure sustainable tourism; and
- To determine the extent to which tour operators apply sustainable tourism policies.

6.2 Section A: Outcomes from managing directors of tour operating companies

This section discusses the extent to which tour operators apply sustainable tourism policies. Results stem from:

- Whether respondents support and have guidelines of sustainable tourism in their establishments;
- Whether respondents promote fair business and pay fair wages;
- Whether respondents provide regular training in principles and practices of sustainable tourism;
- Whether respondents' travellers are treated with fairness and respect;

- Whether respondents support accommodation providers who follow specific eco-tourism principles;
- Whether respondents assess tourism developments where they may cause adverse effects to the environment.

6.2.1 Policy guidelines on sustainable tourism

This question attempted to find out whether tour operating companies in Tanzania had sustainable tourism policy guidelines within their establishment.

Table 6.1 Sustainable tourism policy guidelines

Do you have policy guidelines on sustainable tourism?

	Frequency	Percent	Valid Percent	Cumulative Percent
	NO	34	29.6	29.6
Valid	YES	81	70.4	100.0
	Total	115	100.0	100.0

Do you have policy guidelines on sustainable tourism?

The results from the above Table 6.1 indicate that of the 115 respondents, 70.4% confirmed that they do have guideline policies on sustainable tourism within their establishments, while 29.6% indicated that they did not have policy guidelines. The results clearly indicate that a majority of the respondents understand the need to operate in a sustainable manner within their establishments, and that tourism in Tanzania is seen as an asset by all stakeholders that are involved in the industry, including tour operators.

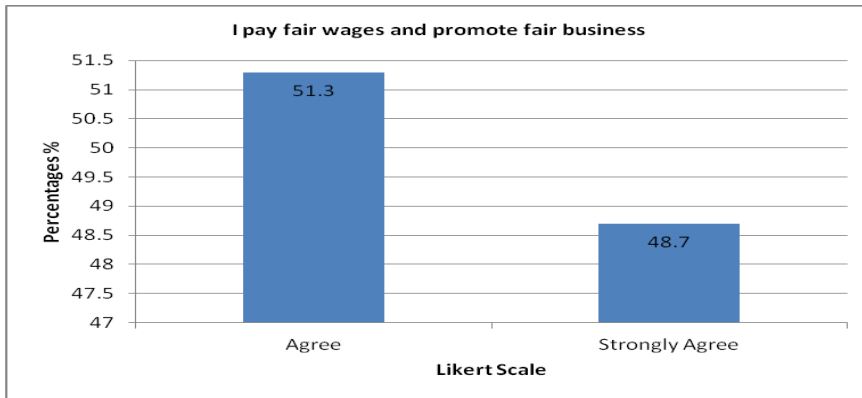


Figure 6.1 Fair wage policy

Results from Figure 6.1 indicate that 51.3% of respondents agreed to paying fair wages and promoting fair business, while 48.7% strongly agreed with this statement. Although all of the respondents agreed with this statement it is important to note that the Tanzanian tourism product itself has faced and still faces major challenges. For example, in the category of trained staff, according to the CHL Consulting Group (1996, in Wade *et al.*, 2001:96), sometimes staff is led to engage in corruption, possess poor attitudes and motivation towards their work, and thus exhibit poor levels of service and low levels of professionalism owing to the low wage rates in Tanzania.

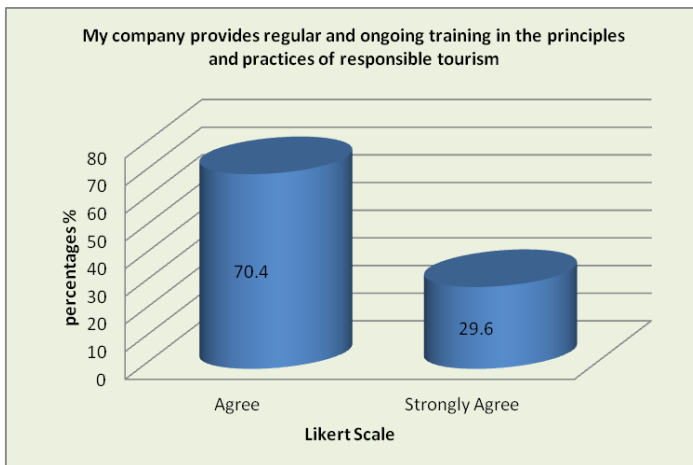


Figure 6.2 Training provision

Results from Figure 6.2 indicate that all respondents provide training, but that only 29.6% strongly agreed with the statement. The results indicate that training in the principles and practices of responsible tourism is of importance to Tanzanian tour operators. Tour operators

can contribute significantly towards responsible tourism practices as they are the first point of reference when it comes to travellers who seek information. The Tanzanian government should invest in tourism initiatives that will provide tour operators a platform to engage in and learn more on sustainable tourism practices. This statement corresponds with Wade *et al.* (2001:93) who agrees that Tanzania has tremendous potential to develop a diverse and sustainable tourism industry, provided that the industry is carefully planned and managed.

Regarding travellers being treated with fairness and respect, results from Table 6.2 below, indicate that 69.6% of respondents strongly agreed that their travellers were treated with fairness and respect, while 20% of respondents agreed, and 10.4% neither agreed nor disagreed that their travellers were treated with fairness and respect. The results indicate that a majority of tour operators are aware of the need to treat their travellers with fairness and respect. It is important to note, however, as indicated in Chapter 3 of this research, that Tanzania faces a lot of challenges when it comes to the tourism product, as the infrastructure that is needed to ensure that tourism products and services are in order, is not up to standard. For example, Wade *et al.*, (2001:98) corresponds with this by stating that Tanzania lacks the proper infrastructure that is necessary to both host the desired number of tourists, and provide a high rate of satisfaction and service quality. These challenges have not been addressed fully, which further contributes to the challenges that tour operators in Tanzania face. Therefore, although the results indicate that the respondents value their customers, it is crucial that the Tanzanian tourism product is polished in order to pave the way for effective sustainable practices.

Table 6.2 Treatment of travellers

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neither Agree nor Disagree	12	10.4	10.4	10.4
	Agree	23	20.0	20.0	30.4
	Strongly Agree	80	69.6	69.6	100.0
	Total	115	100.0	100.0	

My company is committed to ensure that my travellers are treated with fairness and respect.

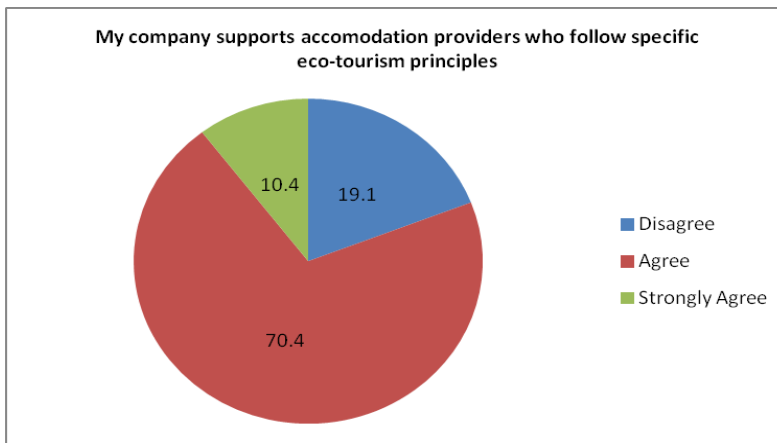


Figure 6.3 Support for accomodation providers following eco tourism principles.

Results from Figure 6.3 above show that 70.4% of respondents agreed to supporting accommodation providers who followed specific eco tourism principles, while 10.4% strongly agreed, and 19.1% disagreed with the statement. These results indicate that the role of the tour operator is critical as it plays a significant role in fostering sustainable practices. Similarly, Castellani and Sala (2009:49) support the fact that the tour operating sector holds a tactical role as far as the influence that it can have on destinations, on the supply chain and on the tourists themselves, in particular, it is aimed at fostering a greater awareness on sustainability issues.

Regarding whether respondents assessed tourism developments where they may cause adverse effects such as loss of access to resources, results from Table 6.3 below show that 48.7% of respondents strongly agreed, while 40.9% of respondents agreed and 10.4% disagreed with the statement.

Table 6.3 Assessment of negative tourism impacts

	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	12	10.4	10.4	10.4
Agree	47	40.9	40.9	51.3
Strongly Agree	56	48.7	48.7	100.0
Total	115	100.0	100.0	

I access tourism developments where they may cause adverse effects to the environment.

Results from Table 6.3 above indicate that tourism stakeholders in Tanzania, including tour operators, recognise that natural resources play an important role in the future of tourism in Tanzania, and that these resources should be preserved in a sustainable manner.

6.2.2 Questions pertaining to community support and involvement in tourism ventures

This section discusses results from questions relating to community involvement.

Community involvement in planning joint ventures

The first objective was to find out whether tour operating managers involve local communities in planning packaged tours. The rationale behind this was simply to learn tour operators' attitudes towards involvement of communities in their business.

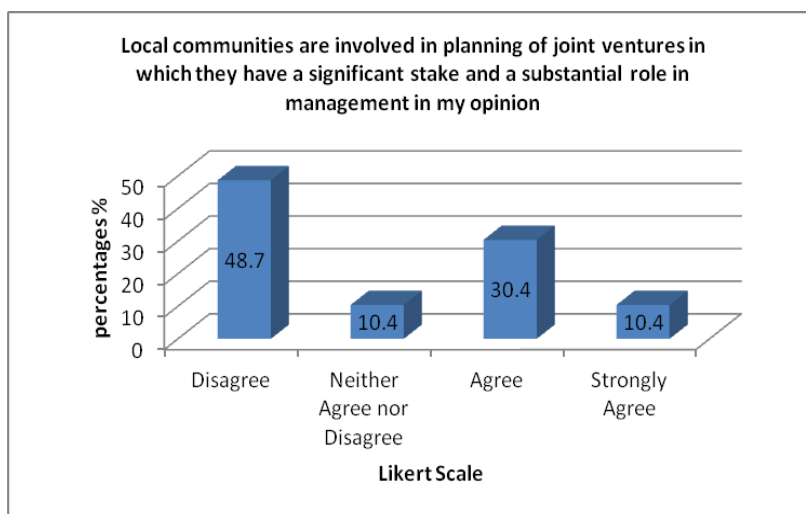


Figure 6.4: Community involvement in joint ventures

Results shown in Figure 6.4 above indicate that a majority of respondents do not involve local communities when planning joint ventures (48.7% of 115 responses). A total of 30.4% of respondents agreed that locals are involved in planning joint ventures, while 10.4% strongly agreed with this statement. A further 10.4% neither agreed nor disagreed that they involved local communities in planning joint ventures. The results indicate that effort should be made in order to actively incorporate communities in tourism related activities. The results, therefore, correspond with Chapter 4 of this thesis, where the chapter summarized that in Tanzania tourism benefits rarely reach communities, and even though tour operators have realised the importance of including communities, as they are one of the important components of a destination, in reality, they are often excluded and are not involved in decision making. Similarly, the above also corresponds with Emerton and Mfunda (1999:25) who state that in Tanzania, there is no guarantee that private sector operators will always act

in the best interests of either landholders or wildlife conservation, even though they have a strong incentive to co-operate with communities because their activities rely on wildlife being conserved.

Apart from the responses ticked on the questionnaire, respondents also stressed that they believed that it was not their sole responsibility to cater for communities, and that government had to ensure that their tourism strategies engaged communities as well. Another factor that they emphasized was that local communities lacked the knowledge of how the industry operated, as most were not educated, and it would take time and money to train and educate them, while most respondents were not willing to do so as they viewed it as a setback.

The respondents also indicated that their number one aim was to strengthen their marketing strategies in order to attract customers and establish themselves as competitors within the industry. For them, this alone was a challenge that needed priority before they could consider the communities.

Table 6.4 Local communities benefit from tourism

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neither Disagree	Agee nor	22	19.1	19.1	19.1
	Agree		35	30.4	30.4	49.6
	Strongly Agree		58	50.4	50.4	100.0
	Total		115	100.0	100.0	

Regarding whether respondents ensured that local communities benefited from tourism, results from Table 6.4 above shows that 50.4% of respondents strongly agreed, while 30.4% of respondents agreed and 19.1 % neither agree nor disagreed with the statement. However, even though a high percentage of respondents agreed that local communities benefit from tourism through their own initiatives, it is important to note that these benefits have not been fully realised by communities. The government, as well as all tourism stakeholders, should

respond to the overall barriers that limit tourism benefits to adequately reach communities. For example, Kulindwa (2002:399) corresponds with this statement by adding that although benefit sharing is an explicit goal of tourism policies of Tanzania, local communities often see little change in employment and incomes; new laws have given priority to local communities for employment. In some cases, however, research has found that although new economic opportunities have been created, many hotel owners and tour operators do not engage local communities sufficiently in their activities.

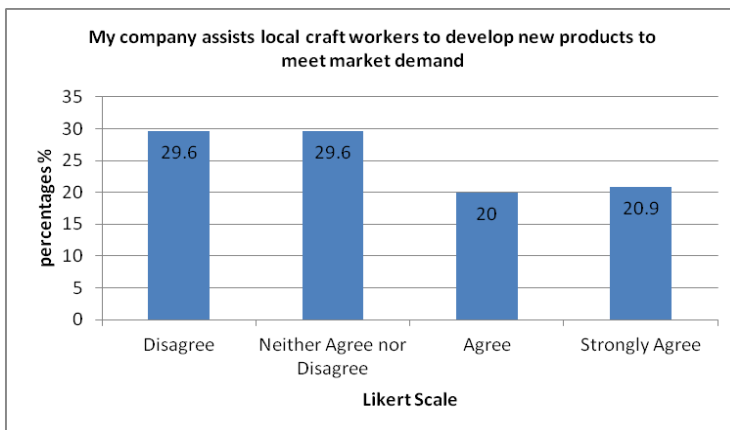


Figure 6.5 Assistance to local craft workers

Results from Figure 6.5 above show that 29.6% of respondents disagreed, and 29.6% neither agreed nor disagreed. A total of 20.9% of respondents strongly agreed and 20% agreed. The results indicate that community support is not on a satisfactory level, and effort should be made to ensure that communities are integrated into the tourism demand and supply chain. According to respondents, they mentioned that one of the ways that local craft workers were assisted to develop new products to meet market demand was being exposed to tourists who visited their villages while they were at work. It is crucial to note that although there has been some initiative to accommodate locals into tourism businesses, in Tanzania, locals are often not educated to market their products better and this is a challenge. Ashley and Roe (1998:12) concur and state that although there are examples of communities that earn a substantial income from partnerships that have tourism investors, many communities also lack market information and negotiating power to ensure a fair deal. Challenges that relate to locals not being involved in the tourism supply chain cycle should, therefore, be addressed in order to ensure their active community participation in the tourism supply chain.

6.2.3 Questions pertaining to social aspects of tourism activities

This section discusses results from questions relating to social aspects of tourism activities in terms of gender, age, ethnicity and disability. The researcher's aim was to find out whether tour operators took note of social elements in communities when setting up their tailor made packages.

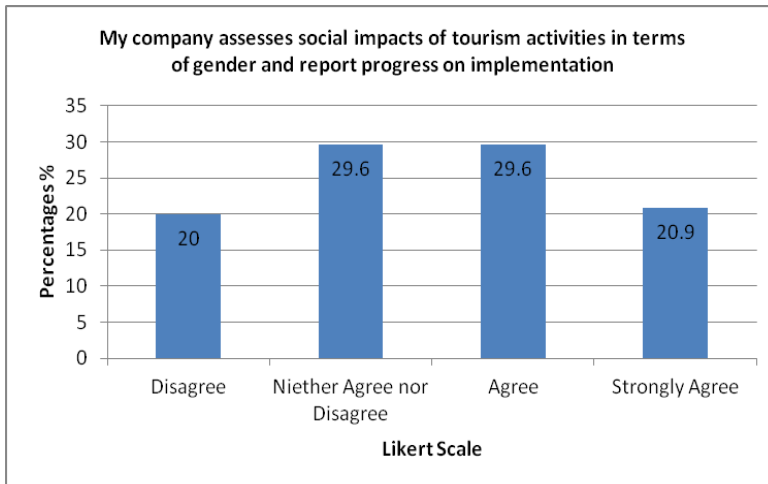


Figure 6.6 Social impacts of tourism activities in terms of gender

Results from Figure 6.6 above show that 29.6% of respondents agreed and 29.6% neither agreed nor disagreed. A total of 20% of the respondents disagreed with the above statement, while 20.9% strongly agreed. The results indicate that tour operators realise that communities play a vital role as host to tourists and must, therefore, be taken into account when designing tour packages. The respondents also mentioned that while consulting with village members, they noticed that males were involved in these meetings and not females. The respondents stated that according to the men in the villages, women were pre-occupied with the daily task of running a household, and, therefore, did not attend these meetings. Decision-making, according to the respondents, involved themselves and men from the communities.

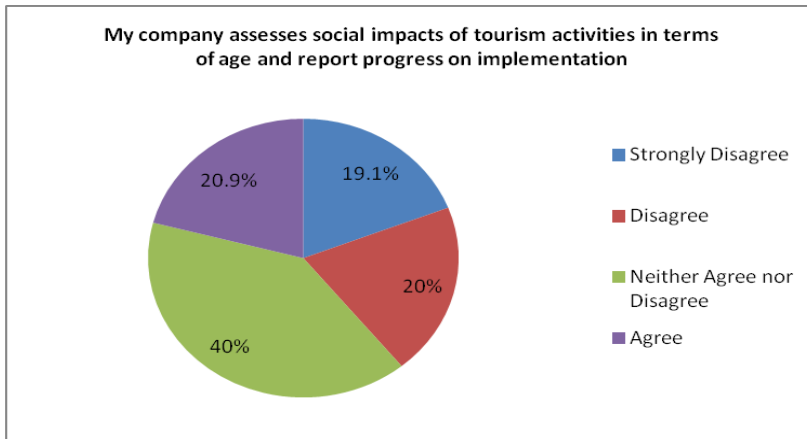


Figure 6.7: Social impacts of tourism activities in terms of age

Results from Figure 6.7 above indicate that 40% of respondents neither agreed nor disagreed, 20.9% agreed, while 20% of respondents disagreed, and 19.1% respondents strongly disagreed. The results indicate that a majority of tour operators were neutral when they assessed the social impacts of tourism activities in terms of age.

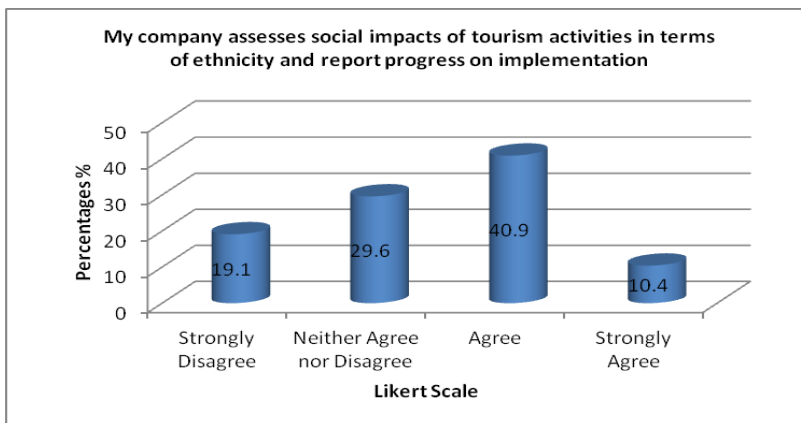


Figure 6.8 Social impacts of tourism activities in terms of ethnicity

Results from Figure 6.8 indicate that 40.9% of respondents agreed and 29.6% neither agreed nor disagreed. A total of 19.1% of respondents strongly disagreed and 10.4% strongly agreed. The results indicate that a majority of respondents view ethnicity as an important factor when they assessed the social impacts of tourism activities.

Table 6.5 Social impacts of tourism activities in terms of disability

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	22	19.1	19.1	19.1
Neither Agree nor Disagree	34	29.6	29.6	48.7
Agree	59	51.3	51.3	100.0
Total	115	100.0	100.0	

My company assesses social impacts of tourism activities in terms of disability and report progress on implementation.

Results from Table 6.5 above indicate that 51.3% of respondents agreed with this statement, while 29.6% neither agreed nor disagreed, and 19.1% strongly disagreed with this statement. The results indicate that tour operators take into consideration the disability factor when assessing tourism impacts of a community.

6.2.4 Perceptions regarding the Tanzanian government’s commitment to promoting tourism development that protects and conserves the environment

This section discusses results from other questions in Questionnaire One, relating to the Tanzanian government’s commitment to promoting tourism development that protects and conserves the environment.

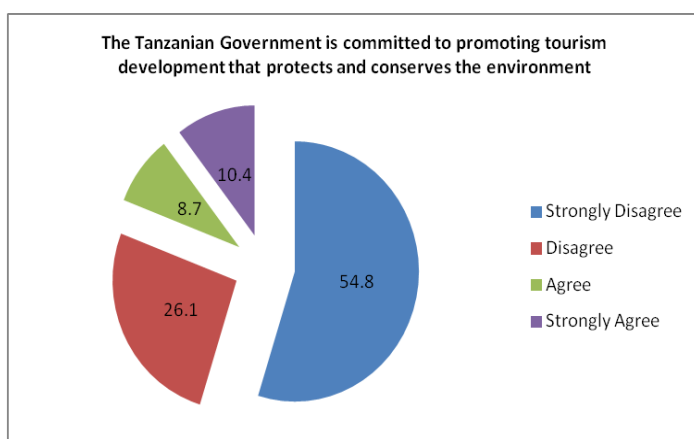


Figure 6.9 Government's commitment to tourism development that protects and conserves the environment

Results from Figure 6.9 above show that 54.8% strongly disagreed with the statement, while 26.1% disagreed. A total of 10.4% of respondents strongly agreed and 8.7% of respondents agreed. Results indicate that many tour operators believed that the government should do more in terms of strengthening and implementing conservation strategies. The respondents mentioned that one of the major issues was the intense human pressure in the utilisation of natural resources, and suggested that one of the ways that government could mitigate this issue was to ensure that communities were involved in the planning and implementation of tourism activities within their areas. The respondents believed that this move will enable communities to feel involved, and will be more willing to conserve the environment. This statement corresponds with Emerton and Mfunda (1999:8) who state that community members are often unwilling and economically unable to bear economic costs that are associated with conserving wildlife on and around their lands, because agricultural land has become more scarce, and local sources of income and employment hard to access.

6.2.5 Summary of main findings

The results confirmed that a majority of tour operators in Tanzania had sustainable tourism guidelines in their establishments. However, the extent to which those guidelines are adhered to is disputed and pose a challenge to future tourism development in Tanzania.

Additionally, the extent to which environmental, social and economic elements that act as the three pillars to sustainable tourism, appears to not have been weighed equally. For example, results indicated that tour operators' main priority has been dedicated to promoting their business in order to gain a competitive advantage within the tourism industry. It appears that communities have been seen as an add-on by tourism operators in Tanzania and have, therefore, not been at the forefront of decision making. Furthermore, benefits from tourism revenues have not filtered through to them accordingly. This, therefore, indicates that the economic element of tourism does not match the social elements of tourism, as priority seems to be concentrated on the economic advantage that tourism can offer tour operators. Communities' needs are clearly not addressed. It is, therefore, important that economic benefits are realised at lower levels.

Community support and involvement in tourism ventures is also not satisfactory. Although tour operating managers state that tourism benefits reach communities, it is important to note that documentation quoted throughout Chapter 4 of this thesis supports that communities do

not receive sufficient amounts of the revenues initially promised, or do not receive them at all. Even in instances where communities earn substantial income from partnerships with tourism investors, many communities are not educated nor do they have sufficient power to ensure that they are well equipped to handle their business. This is a key gap that needs attention. Effort should be made to ensure adequate involvement of communities. Mechanisms for participatory decision making process should be implemented. Involvement of communities in tourism should not only seek to ensure that communities have a say in decision making but they should also strive to make sure that communities can sustain themselves in future and be independent. Tour operators should cater for communities to ensure their long term survival, and one of the ways that they can do this is to provide training and workshops that engage communities and equip them with essential skills that they can utilize to expand their knowledge on how to grow their business further. In Tanzania, however, this is a major challenge, as tour operators are still trying to mould their tourism product in order to become major competitors and expand their business, hence their number one priority has been to market themselves (as mentioned in the beginning of this summary), which leaves communities at a disadvantage.

Secondly, the tourism product itself in Tanzania needs an uplift, as service delivery is still seen as weak, and a lack of trained staff is still a key problem area that has continuously persisted through the years. Results indicate that tour operators value training in principles of sustainable tourism and practices. It is, however, important to note, as mentioned in Chapter 3 of this thesis, that in less developed countries such as Tanzania, low wage rates sometimes lead staff to engage in corruption, possess poor attitudes and lack motivation regardless of them being trained to better deliver service in the workplace. Additionally, tour operators themselves also face major challenges. For example, as indicated in Chapter 5 of this thesis, some of the tourism businesses in Tanzania are not licensed through the correct channels and are not recognised by law. There have been many instances where clients will book a trip through what seems like a legitimate tour company, only to arrive in Tanzania with no one meeting them upon arrival. The government of Tanzania is still battling with this, although effort has been made regarding tourism grading and licensing of hotels.

Results also indicate that tour operators in Tanzania treated their travellers with fairness and respect, which indicates that they value their travellers. It is important to ensure that Tanzania improves its infrastructure that is necessary to provide a high rate of satisfaction and service quality in order to enhance customer satisfaction and encourage repeat business. This has been an ongoing challenge that Tanzania faces and, which continues to persist until today.

Thirdly, a lack of government support has also proven to be a challenge when it comes to commitment to promoting tourism development that protects and conserves the environment. The results indicate that tour operators believed that government should involve communities in the planning and implementation of tourism related activities, as communities will strive to ensure that natural resources are used and conserved in a sustainable manner. The main problem lies in communities not benefiting from tourism resources resulting in increased human pressure on the environment. The results indicated that a majority of the tour operators felt that the government should make more effort when it comes to protecting and conserving the environment. It is also clear that the government of Tanzania should emphasise the need for sustainable and responsible tourism practices in Tanzania. Tourism businesses such as tour operators need a platform that illustrates how best to utilise resources, and government can be an agent that provides that platform. The government of Tanzania should adopt practical ways in which active implementation of sustainable behaviour can take place. It is evident that sustainable tourism is not a key priority of tourism operators in Tanzania, even though most of them do have policy guidelines on sustainable tourism within their establishments. Government should set an example for other stakeholders to follow when it comes to sustainable practices. The government of Tanzania should be committed when it comes to promoting tourism development that protects and conserves the environment. Sustainable tourism in Tanzania can be reached once tourism stakeholders make a visible effort to operate in a sustainable manner.

Key problem areas relating to the extent of tour operators' involvement of communities within their businesses are summarized below, based on the findings:

- Lack of community involvement in planning of joint ventures;
- Local communities are not part of the tourism supply chain, as many are not educated and lack market information to negotiate a fair deal;
- Lack of community support and involvement in formation and implementation of sustainable tourism policies; and
- Tour operators lack the time and resources to assist local communities on how the tourism industry operates.

6.3 Section B: Discussion of interview results from government officials

This section focuses on policy issues and the results below stem from the six main problem areas that pose a challenge to effective implementation of sustainable tourism policies in Tanzania. These problem areas are categorised as follows:

- Formulation of the Tourism policy in Tanzania;
- Tanzania's tourism product;
- Government bureaucratic factors;
- Access to environmental information;
- Hunting concessions; and
- Wildlife Management Areas.

The Director of Tourism dealt with two of the problem areas listed above, namely tourism policy formulation and access to environmental information, while the Director of Marketing for Tourism assisted with information on the Tanzanian tourism product. Information on hunting concessions and wildlife management areas was obtained from the Tanzania National Park (TANAPA) and Tanzania Wildlife Research Institute's (TAWIRI) senior officials. All of the government officials also had input regarding government bureaucratic factors. The information obtained from the four interviewed officials was vital, and contributed significantly to the findings and conclusions of this research.

6.3.1 Interview One

The first interview was held with the Tourism Director in the Ministry of Natural Resource and Tourism regarding tourism policy formulation in Tanzania.

What tourism policies do you have in place and why those specific ones?

Below are the policies that the director of tourism highlighted.

National Tourism Policy (MNRT, 1999), Integrated Tourism Master Plan (ITMP, 2002) and the Wildlife Policy. These policies are meant to ensure that all stakeholders in the tourism industry of Tanzania benefit from tourism revenues, and also serve as a guideline on how to best maximize the abundant resources that Tanzania has to offer in an adequate manner. The specific objectives in all these policies share a common theme, which takes into consideration economic, social, environmental and cultural aspects. Although new policies have been formed that stem from the three mentioned above, some of them are not yet in force and, therefore, the three mentioned are sufficient, as they serve as an overall guideline that tourism stakeholders in Tanzania follow today.

The national policy of 1999 seeks to assist in an effort to promote the economy and livelihood of the people, essentially poverty alleviation, through encouraged - development of sustainable and quality tourism that is culturally and socially acceptable, ecologically friendly,

environmentally sustainable and economically viable. It also sought to market Tanzania as a favored tourist destination for touring and adventure (wildlife safari) in a country which is renowned for its cultural diversity and numerous beaches.

The integrated tourism master plan, which presents a marketing analysis and strategy to meet desired objectives, was formulated in 2002 and combines renewed policy goals and specific development objectives within a market analysis. The wildlife policy was created to promote the image of Tanzania and position it as a leading destination for wildlife viewing and hunting expeditions.

What are the key policy issues that are highlighted when planning tourism policies?

According to the Director of Tourism, below are the key policy issues:

- Improving infrastructure and accessibility to tourism products;
- Enhancing quality control mechanisms through legislation and regulations and ensuring that benefits reach local communities;
- Identifying target markets and influencing target market segments;
- Promoting the image of Tanzania and positioning it as a leading destination for wildlife viewing and hunting expeditions;
- Developing tourism programs that are environmentally responsive;
- Creating tourism plans for specific areas, for example, beaches;
- Ensuring a balance between interests of communities and those of the industry;
- Developing finance opportunities for small enterprises;
- Ensuring the private sector's role in tourism development is enhanced;
- Developing business ventures through private entrepreneurship;
- Creating awareness within the public of the importance of tourism in economic development;
- Encouraging tourism that is economically and environmentally sustainable; and
- Developing industries that portray culture and national heritage in order to increase economic benefits.

Who is responsible for ensuring that policies are clear for all stakeholders involved?

The Tourism Director is responsible for ensuring that policies are clear for all stakeholders involved. This is done through meetings with various heads of departments in the Ministry of Tourism and Natural Resources.

What mechanisms have been established to ensure that policies are updated and that feedback is monitored in a timely manner?

Mainly through structured meetings, which involve technicians and representatives from public Members of Parliament (MPs).

Who is responsible for the timely provision, updating, generation and dissemination of accurate information related to sustainable tourism development during the tourism formulation process?

Public institutions, the private sector and civil societies.

Additional information from the Director of Tourism

The director mentioned that there are various constraints that hinder the development and implementation of these policies, which are listed below:

- Lack of development and marketing of cultural resources to attract tourists;
- Inadequate coordination in land management for tourism development;
- Inadequacy of awareness, especially by local communities of importance of tourism. Locals are not adequately involved in planning and do not benefit from tourism;
- Limited indigenous and community participation in tourism investment activities;
- Lack of institutional coordination; and
- Insufficient mechanisms to boost infrastructure.

6.3.2 Interview Two

The second interview was held with the Marketing Director for Tourism in Tanzania regarding the Tanzanian tourism product.

What has been done to ensure that Tanzanians who work in the tourism industry are trained to better deliver services?

We have developed Occupational Standards and National Curricula. We have accreditation bodies for academic and technical institutions, namely National Association for Colleges of Teacher Education (NACTE) and Vocational Education and Training (VETA).

What educational institutions cater for the training of tourism workers in Tanzania?

The educational institutions that cater for the training of tourism workers in Tanzania include the following:

- Tourism Training Colleges;
- National College of Tourism;
- Professional Tour Guide School;
- Forodhani Utalii College;
- Green Institute of Hotel, Catering and Tourism Management;
- Ardhi Institute;
- College of African Wildlife Mweka;
- Bismark Institute of Hotel and Tourism Training;
- Hotel and Tourism Training Institute;
- Institute of Development Management;
- Pasiansi; and
- Likuyu Sekamaganga, Namtumbo.

Many of these are from both the public and private sectors and are registered by NACTE and VETA.

What human resource development policies have been established to ensure that Tanzanians who work in tourism industries are catered for in a fair manner?

There are no specific overall human resource development policies for tourism workers. The wildlife policy, national tourism policy, as well as the Integrated tourism master plan, however, do have set strategies for human resources development and capacity building, which is committed to providing appropriate training at all levels, a good working environment and adequate working facilities. These strategies focus on training of workers for improved service for the development of the Tanzanian tourism product. These strategies do not cater for the rights of workers.

6.3.3 Interview Three

The third interview was held with all the officials and their responses have been summarized below.

Why is there little/or no coordination amongst relevant ministries in tourism?

Effort has been made to implement co-ordination among sectors and departments in ministries, depending on the activities taking place. For example, Tanzania National Parks (TANAPA) works closely with the Tanzania Tourism Board (TTB) when it comes to tourism marketing for Tanzania. However, when it comes to planning and formulation of tourism policies and strategies, there are factors that affect the process in implementation and monitoring sectors. For example, stakeholders in the tourism industry do not fully understand the objectives set in the tourism policy. Implementation, therefore, becomes difficult in this regard as the stakeholders might not be aware of the new changes that are implemented or the ones that are being considered for implementation. The lack of financial resources also adds to the ongoing problem of a lack of implementation. Overlapping of functions, activities and roles within the relevant ministries also pose a challenge when it comes to coordination and policy application. This poses a threat during the evaluation process of tourism policies, and has been a common problem for many years, which has caused ongoing conflicts amongst ministries and has encouraged duplication of efforts, thus wasting resources.

What causes a lack of communication amongst relevant ministries in tourism?

Inadequate participation of all stakeholders is one of the main problems here, as not all stakeholders are able to be contacted in order for them to give their input during policy implementation. Another factor is that it becomes difficult to ensure smooth communication when there is more than one institution. This also creates confusion, which hinders effective communication. Inadequate source of funding to cater for participation of all stakeholders was also an additional factor here.

How do you ensure that policies are compatible when there are issues of conflict between government's sustainable policies and government's motive to make money from hunting concessions?

It is important to note that the Tanzanian government has made an effort to conserve wildlife and ensuring that benefits are distributed evenly among all stakeholders involved. However, although not all government officials are corrupt, there are a few that are lured into making money from hunting concessions. Money has been the main reason, but there are underlying factors that are also crucial that should be identified in order to get to the core of the problem. These factors stem from the policies during the implementation process. Examples are listed below:

- The concept of sustainable tourism has not been understood by all stakeholders, as some of them have low literacy levels;

- Lack of participatory input of stakeholders from all levels, including communities is often an issue, as some are left out during the strategy implementation phase; and
- There is a discrepancy in the sequencing of initiatives for sustainable development. For example, in the case where numerous strategies are prepared, but do not focus on the same issues or where there is a policy, but no strategy.

These factors, therefore, make implementation of sustainable development difficult, which can sometimes lead to some government officials not caring for sustainable development, as they feel that they are not part of the initiative.

6.3.4 Interview Four

The fourth interview was held with the Tourism Director in the Ministry of Natural Resources and Tourism regarding access to environmental information.

What has been done to address the issue of lack of communication between locals and government? Are the locals simply ignored in decision-making and, if so, why?

Government has created mechanisms to cater for local community involvement, for example, village meetings are held where authorized government officials meet with village wardens and community members to discuss various environmental and wildlife issues. Village wardens will then gather feedback given by the communities after their meetings, and arrange to meet with the District Council for further meetings. Conflicts among community members have, however, risen as village wardens who are responsible for giving feedback to the rest of the community after meeting with District Councils fail to do so.

What mechanisms have been established to ensure that citizens have effective access to environmental and other information?

Public seminars are conducted and dissemination is conducted via mass media, brochures, and so on.

What has government done to strengthen their communication channels with locals?

Through their civil leaders and political representatives, for example, Members of Parliament, have been at the forefront of strengthening communication channels. Meetings and seminars

are conducted and dissemination of information is conducted via mass media. Brochures and leaflets are also distributed at village councils, where they are distributed within communities.

Why do communities lack access to environmental information?

When presented with this question, the Director of Tourism insisted that communities were able to obtain and access information. When pressed further, he simply stated that he did not agree with this particular statement.

What platforms do you have for communities to voice their concerns regarding the environment?

Village meetings are held where authorized government officials meet with village wardens and community members. Here, communities are briefed on environmental issues, where they also have an opportunity to voice their views. Village wardens will then collect the information from the community after their meetings, and arrange to meet with the District Council for further meetings.

What mechanisms have been established to ensure that communities receive environmental information related to their destinations?

Through public notices and press conference meetings, as well as media. Authorized officials are stationed in various communities where they brief communities on environmental information.

6.3.5 Interview Five

The fifth interview was held with a senior wildlife tourism officer from the Tanzania Wildlife Research Institute who also works closely with the Department of Hunting Concessions.

Wildlife cannot continue to exist without direct participation from locals. What has the government done to ensure that locals have been involved in Tanzania's wildlife policies?

The Wildlife Policy of 1998 emphasizes the need for wildlife management rights and responsibilities to filter through to the local level. The strategy behind this initiative was to enable communities to have ownership of natural resources and management rights to these resources. Programs such as Wildlife Management Areas (WMAs) to ensure that local

people will have full mandate of managing and benefiting from their conservation efforts have, therefore, been highlighted in the wildlife policies.

What are the causes of unplanned and uncontrolled hunting in Tanzania?

- Poverty;
- Limited availability of resources; and
- Lack of involvement and communication between government authorities and communities.

Are concession holders required to act in a sustainable way? Are they monitored by government?

Yes, they are required to act sustainably, and mechanisms, which are used to monitor them are hunting quotas, which are controlled by government. Hunting in Tanzania works on a quota system. Through hunting quotas, government is able to monitor hunting activities which helps to mitigate issues of unplanned hunting. It is important to note, however, that hunting in Tanzania faces a lot of challenges, as sometimes hunters exceed and hunt illegally. An anti-poaching unit, as well as armed ranger forces that police the borders of national parks on a 24hr basis, have been established to monitor these illegal activities but government needs funding in order to maintain this unit. For example, there are not enough vehicles for the armed ranger forces. Corruption also plays a part, as sums of money are given to citizens in the hunting regions in order for them to agree to keep quiet when terms and conditions stipulated on the hunting license are manipulated.

What mechanisms have been established that address conflicts over use, control and management of communal lands?

Involvement of communities in decision making and in management of wildlife was identified as one of the mechanisms. An example would be the setting up of community outreach officers who are assigned to speak to communities about their needs, wants and environmental conservation matters. This is done in order to promote participation in the decision making of tourism activities, in their areas. Another initiative would be through development of community conservation activities where all villages surrounding national parks are made part of conservation activities. This is enabled by establishing conservation education programs that educate communities about wildlife matters.

Hence, it is important to note that a lack of feedback mechanisms also increases conflicts among communities, as the village wards that attend these meetings, do not give feedback to the rest of the communities, which create conflicts. The wildlife officer also mentioned that it will take time to solve these issues, as government does not have the means to address them. Financial matters were also pointed out as a form of barrier. Another important factor to note is that decision making in Tanzania depends on levels of democracy of societies at large, if government is not running in a smooth manner, then communities have little chance of being involved in decision making matters. This remains a problem, which government continues to battle.

What is government doing about the extent to which communities are accountable for sustainable practises?

The government has identified village scouts and community leaders who are there to monitor activities of communities. They are trained for nine months at one of the wildlife colleges in Tanzania and are able to assist and ensure that community members practise sustainable tourism within their environment. Fines are, therefore, administered to those community members that operate in a manner that is not sustainable. Educational programs (in the form of documentaries and presentations) are also held in village communities where locals are briefed on how to conserve the environment in which they live in.

To what extent do you address the apparent incompatibility between sustainable tourism and communal land ownership?

The government of Tanzania is still battling to solve this matter because of the conflicts that exist between government and communities. Locals feel that it is their human right to have access to land user rights. For example, they view themselves as born hunters and that animals are a God given right, and that they do not belong to the government. The major issue is that the locals feel that government is the sole beneficiary of wildlife, and they are not informed of wildlife benefits that they will get when they look after wildlife. This, therefore, causes them to hunt and fend for themselves in order to survive, as they see no benefit in conserving tourism. Even in instances where the social structure of a community is uplifted (building of schools), they feel powerless, as they do not have readily available funds to pay for the school fees. Here results indicate that their major issue is not having funds readily available for them. Educational programs that take place in their communities about wildlife matters is of no value to them, as they feel that they do not benefit from wildlife. This has created a clash between government and locals and the incompatibility between sustainable tourism and communal land ownership remains.

Can land use and conservation of wild animals be sustainable in a communal land ownership environment when locals do not receive benefits?

Government understands the needs of the locals, but cannot directly give money to each and every individual. Government's priority is to ensure that the community benefits as a whole, hence social infrastructure is implemented in terms of building schools, dispensaries, and so on in a particular village. Also, funding is a major issue, as there are not enough funds to cater for every sector of the country that needs assistance.

Why has the government failed to transfer adequate benefits to local communities from wildlife revenues?

About 80 million Tanzanian shillings of wildlife revenues goes back to communities. That money is used to develop the social infrastructure of communities in terms of building schools, dispensaries, construction of village offices in communities, as well as tap water installation. The government has viewed health and education as the number one priority for local communities and Tanzania, at large. Problems arise when the communities believe that their needs have not been met. To them, building schools does not mean much, as they want to have money in their hands in order to sustain their families and place food on the table. The locals also lack the necessary skills to manage proceeds and resources. Another point is that the funds that village councils receive do not filter through to the villages, as they use the funds for personal development. Also, apart from the funds not filtering through to communities, there is also the delay of funds issue that further causes conflicts between the government and locals.

What has the government done to implement settlements of disputes on matters such as hunting blocks, land, and environmental issues?

The government has identified that laws should be changed in order to settle matters such as hunting blocks, land and environmental issues. However, owing to unnecessary bureaucratic factors this has become a difficult task. Firstly, implementation is a major issue in Tanzania as it is weak and time consuming. In addition, there are long procedures when it comes to the administrative part, as it takes five to ten signatures from different stakeholders (ward officials, council officials, ministry officials and different boards of directors) when one wants to request for a simple thing, such as a meeting. There is also the budget issue, which is a problem. Also, nobody likes to be held responsible for bringing up issues, so employees tend to be quiet and do not want to become involved.

Is it possible to have sustainable policies if individuals cannot be held accountable?

No. The government views this as a challenge, and this challenge is heightened as government does not have sufficient mechanisms to mitigate this problem. Government needs funding, which is scarce in a country like Tanzania.

Is the conservation of wild animals sustainable if communities do not receive benefits from it, as is the case on privately owned farms?

Communities benefit, but conflicts arise when other community members believe that their job is inferior to other members amongst communities. For example, farmers will give more priority in terms of jobs to those members of the community that have the most education and are ranked higher in status.

What steps has government taken to ensure that central authorities and hunting outfitters do not utilize pestering strategies to prevent tourism enterprises from being carried out in village lands, which overlap with their concessions?

Tourism enterprises usually compensate locals when they take over their land, but the problem is that they usually do not compensate them adequately. Many rural people are not educated and do not understand the laws and regulations, which further heighten the problem. Corruption also plays a part, as some village council members will be paid for their silence and the hunting outfitters will, therefore, be free to hunt however they see fit, and not follow regulations. Government is still battling to resolve these issues.

What mechanisms have been established to ensure that local people have power over their resources?

User rights are provided to community members to use wildlife resources in their areas.

6.3.6 Interview Six

The sixth interview was held with a senior tourism promotion officer from the Tanzania National Park Office.

Do you involve communities in the implementation of Wildlife Management Areas?

Yes, locals are involved in the implementation of Wildlife Management Areas (WMAs). A WMAs Established Process Road Map is used to summarize the process of establishments of WMAs, as well as where the communities fit in during the planning and implementation stage. Please see Addendum C attached in the Appendices section.

Are communities informed about the variety of processes of application for endorsement of WMAs?

Communities receive a two page document on information regarding WMA establishment in Tanzania, as per WMA regulations. Please see Addendum D. The WMA's Established Process Road Map also has a section, which describes the steps and processes of the establishment of a WMA, which communities, as well as government officials in charge of WMAs can use as a guideline to monitor progress on implementation.

What is the level of involvement of communities during the process of deciding to establish a WMA?

A WMAs Established Process Road Map is used to summarize the process of establishments of WMAs, as well as where the communities fit in during the planning and implementation stage.

How do you implement secure local residents' land rights?

Communities must access user rights, which give rights to communities to utilize wildlife resources within their areas. Donor agencies assist communities to pay for some of the fees, which are needed in order to apply for user rights. This is a long process, and all steps need to take place in order to discourage illegal use of land by residents. The fact that most of the communities are illiterate and cannot understand the contents of user right procedures, has added to the delay of the application process of user rights.

How do you ensure that communities have a say in defining ways in which conservation is perceived and nature is managed?

Through community participation forums held in respective districts. Here communities are given a platform where they are able to bring forward issues that they might have regarding conservation.

6.3.7 Summary of main findings

The Tanzanian government has made an effort to create policies and strategies for the development of tourism in Tanzania. The three policy documents that were utilized in this study (National Tourism Policy, Integrated Tourism Master Plan and Wildlife Policy) share a common theme, which takes into consideration economic, social, environmental and cultural aspects of tourism. Additionally, one of the key policy issues highlighted when planning tourism policies was to promote tourism that is economically and environmentally sustainable.

The results, however, indicate that priority of sustainable tourism has not been outlined as one of the key policy issues when planning tourism policies. It appears that the community and the environment, (which represent two of the three pillars of sustainable tourism) have not been at the forefront of these key policy issues. The main issue that policy makers in Tanzania seemed to have focused more on has been to promote tourism in Tanzania by developing the infrastructure, identifying target markets, and creating investment opportunities. While these are important for the development of tourism in any destination, they should not outweigh the other elements that stand for sustainable tourism. In the case of Tanzania, the results indicate that the level of communities' involvement in the planning and implementation of tourism policies has been unsatisfactory. Results also indicate that the environment continues to be exhausted, as communities and government have not been able to come up with amicable solutions, while conflicts continue to exist between the two as communities believe that they have no right to land resource benefits. Additionally, in Tanzania it is important to note that although effort has been made to implement co-ordination among sectors and departments in ministries, depending on the activities taking place, there have been factors that have hindered the progress of implementation.

From the above it is clear that effort should be made by the Tanzanian government to ensure that tourism is managed in a sustainable and responsible manner. Sustainable tourism cannot be effective if government is not equipped with the mechanisms that are needed to ensure that the ministry operates accordingly as a whole. It is, therefore, crucial to ensure the government restructures its ministry in such a way that implementing sustainable tourism policies takes place in a smooth manner. Co-ordination among tourism sectors in any government should be established in order for the goals of sustainable tourism to be met.

In addition, overlapping of functions, activities and roles within the relevant ministries also pose a challenge when it comes to coordination and policy application. A lack of understanding of the tourism policy also poses a threat, as stakeholders are not familiar with

the strategies set in the tourism policies. This has been a problem for many years and has caused ongoing conflicts amongst ministries. A lack of implementation of successful sustainable policies in Tanzania is also caused by inconsistency in the sequencing of initiatives for sustainable development. For instance, in a scenario where there is a policy but no strategy to ensure that the policy is carried out successfully. A lack of communication among relevant ministries has also been a challenge that has affected policy implementation in Tanzania for many years. For example, it is difficult to ensure effective communication when there is more than one institution. Additionally, inadequate participation of all stakeholders (caused by lack of funds) also hinders effective communication.

The results also indicate that there is no feasible feedback or monitoring systems to ensure that policies are monitored in a timely manner. A lack of communication between locals and the government has also been a barrier when it comes to communities requesting access to environmental information. Although mechanisms have been set for communities to address their needs, communities rarely get the privilege to exercise their right to freedom of speech, nor do they get feedback from meetings that are held between them and the Village Councils. It is clear that communities' needs have not been addressed in tourism policies and tourism benefits have not been distributed fairly. Therefore, decision makers in Tanzania should re-evaluate their policy and management options in order to come up with practical solutions that will benefit communities and resolve ongoing conflicts that they have with them.

Wishitemi *et al.*, (2007:107) concur with the above statement by adding that an integral part of this devolutionary, locally empowering process is resolving existing conflicts and contests for resource control in ways that support villages and whether or not such decisions occur will go a long way towards determining if CBT can realize its potential in terms of economic growth, rural development, and conservation in northern Tanzania. Furthermore, benefits from wildlife rarely filter through to communities. Similarly, Jambia and Porokwa (2008:3) correspond with this view and state that whilst the importance of wildlife as a major source of national revenue to Tanzania has been immense, wildlife has been of questionable benefit to local communities who have either been in rivalry with them over limited resources, or receive limited to no direct economic benefit. It appears that communities are not integrated in planning and management matters when it comes to wildlife, nor do they benefit from wildlife revenues. Hunting is unplanned and mechanisms to mitigate the issue of unplanned hunting in Tanzania are limited, as government does not have the necessary means to address the problem of unplanned hunting. Results also indicate that corruption, in the case where money is given to citizens in the hunting regions in order for them to agree to keep

quiet when the terms and conditions stipulated on the hunting license are manipulated, also plays a part, which further heightens the problem. It is clear that communities will continue to find alternative ways, which may not necessarily be the correct ways of benefiting from wildlife, if they are not included in the benefits of wildlife revenues.

Results concluded that, regarding access to land rights, communities must access user rights within their areas. This is a long process and is further delayed by communities not understanding the contents of user right procedures. Success towards land user rights can be reached once communities believe that they are a part of the decision making process, and are actively involved in land development matters. Communities and the government should propose amicable solutions to mitigate the conflicts that continue to exist between the two parties. Results concluded that decision making in Tanzania depends on the levels of democracy of societies at large, and if government is not running in a smooth manner, then communities have little chance of being involved in decision making matters.

It is clear that Tanzania faces numerous challenges when it comes to incorporating sustainable tourism in policies, and the government of Tanzania should face these challenges and work towards a better framework, where these issues will be adequately addressed. It is evident that the government is aware of the need to act sustainably, but have battled with challenges to implement appropriate structures for adequate action. Government should take active measures and restructure the way that policy issues have been handled over the years, and come up with strategies within which these problem areas can be addressed holistically.

Key problem areas that can be identified are:

- Lack of understanding of tourism policy among tourism stakeholders;
- Locals are not adequately involved in planning, while benefits from tourism and indigenous community participation in tourism investment activities, is limited;
- Lack of communication and coordination among relevant ministries;
- Lack of feedback mechanism and Government bureaucratic factors.

CHAPTER SEVEN: FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

7.1 Introduction

This final chapter discusses the findings, conclusions, as well as recommendations of the research. The findings are discussed in conjunction with the research objectives and questions. Then a discussion of research conclusions follows, before recommendations are suggested.

7.2 Statement of the problem

Tanzania is well placed to offer tourists a unique experience which is centered on wildlife, unique landforms and a rich culture centered on the island of Zanzibar (Barron & Prideaux, 1998:224). It is, therefore, crucial that resources are sustained and conserved. To achieve this goal, the Government of Tanzania has developed the National Tourism Policy, Wildlife Policy and Integrated Tourism Master Plan to guide both the public and private sectors alike in further developing the tourism industry. However, the extent to which these policies have incorporated sustainable tourism frameworks remains unexplored and the extent to which these sustainable tourism practises and the way that they have also been applied and monitored, is not yet known.

7.3 Research objectives

The specific objectives of the study included attempts to:

- Explore the concept of sustainable and responsible tourism;
- Determine the extent to which Tanzanian policies have incorporated sustainable tourism frameworks, which focus on communities;
- Verify the extent to which policies and strategies on sustainable tourism are in fact applied and progress is monitored;
- Identify key problem areas (threats) to be addressed in order to ensure sustainable tourism; and
- Determine the extent to which tour operators apply sustainable tourism policies.

7.4 Findings

The findings were analyzed in conjunction with the research objectives that have been mentioned. The research aimed to develop an understanding of the extent to which

communities have been incorporated in Tanzania's tourism policies. By using the case of Tanzania's tour operators, as well as government officials from the Ministry of Natural Resources and Tourism of Tanzania, the researcher sought to shed light on the reasons why government and Tanzanian tourism establishments adopt or ignore sustainable tourism initiatives, regardless of an increasing global awareness of the concept.

7.4.1 Exploring the concept of sustainable and responsible tourism

This objective was addressed in detail in Chapter 2 of this thesis and aimed to highlight and evaluate other forms of tourism that assisted to provide a better understanding of the concept of sustainable and responsible tourism. Responsible development processes and strategies, as well as sustainable tourism indicators were also discussed, as they are crucial components, which ensure that the tourism industry operates in a manner that attempts to mitigate the negative impacts of tourism.

This study investigated the extent to which sustainable and responsible tourism mechanisms have been incorporated in Tanzania's tourism policies. The study also attempted to investigate the extent to which tour operators in Tanzania applied sustainable tourism policies within their establishments. Despite the fact that Tanzania boasts unique attractions and has the potential to become one of the leading destinations of Africa, this research found that most tourism in Tanzania has been unsustainable. To begin with, the results indicate that the concept of sustainable tourism was not understood by all stakeholders in Tanzania and that there is also a lack of documentation about local residents' involvement in decision making, development and sharing of proceeds from tourism resources. Although government has attempted to cater for, and is aware of community needs and wants, there are still gaps that pose a threat to the implementation of sustainable tourism in Tanzania. Additionally, the environment has also taken strain owing to communities not having enough resources to sustain them. The Wildlife sector also faces challenges, as hunting is unplanned and mechanisms to mitigate the problem are not in order. The study found out that incorporating the three pillars of sustainable tourism namely, social, environmental and economic factors is indeed a difficult one in Tanzania, and that a lot of effort should be made in order to pave the way for more sound practises.

Kernel (2005:151) concurs with this statement, adding that the quest for sustainable tourism presents a challenge to integrate economic, social and environmental issues in tourism planning and in order to implement this, to change attitudes and traditions among different stakeholders within the tourism industry, involvement of the different stakeholders in the

change processes towards sustainable tourism and the creation of new patterns of interaction and collaboration between stakeholders, should take place accordingly.

The results also indicate that the concept of responsible tourism was not understood by all tourism stakeholders in Tanzania, and there was also a lack of documentation about local residents' involvement in decision making, development and sharing of proceeds from tourism resources. The results indicate that there is inconsistency in the sequencing of initiatives of tourism policies in Tanzania, and in the case where there is a policy, a strategy to implement that policy will not exist, or where numerous strategies are prepared, but do not focus on the same issues. These factors, therefore, make implementation of tourism development difficult, in general. It is crucial for objectives surrounding sustainable development to incorporate all the relevant stakeholders that are interrelated within the tourism industry. Tourism stakeholders in Tanzania should act as a unit in order to work towards achieving the same goals.

It is important to note that in many African countries tourism is seen as a great contributor of poverty alleviation for the country as a whole, hence sustainability is not considered when tourism policies are created, as priority is placed on how tourism can be utilized for economic purposes. Although government has attempted to formulate tourism policies, Tanzania still has a long way to go realise sustainable benefits, as there are still gaps that pose a threat to effective implementation of responsible and sustainable tourism.

7.4.2 To determine the extent to which Tanzanian policies have incorporated sustainable tourism frameworks, which focus on communities

As stated by the Director of Tourism from the Ministry of Natural Resources and Tourism office key policy issues that are highlighted when planning tourism policies, including the following:

- Improving infrastructure and accessibility to tourism products;
- Enhancing quality control mechanisms through legislation and regulations and ensuring that benefits reach local communities;
- Identifying target markets and influencing target market segments;
- Promoting the image of Tanzania and positioning it as a leading destination for wildlife viewing and hunting expeditions;
- Developing tourism programs that are environmentally responsive;

- Creating tourism plans for specific areas, for example beaches;
- Ensuring a balance between interests of communities and those of the industry;
- Developing finance opportunities for small enterprises;
- Ensuring that the private sector's role in tourism development is enhanced;
- Developing business ventures through private entrepreneurship;
- Creating awareness amongst the public of the importance of tourism in economic development;
- Encouraging tourism that is economically and environmentally sustainable; and
- Developing industries that portray culture and national heritage in order to increase economic benefits.

From the above key policy issues, it is clear, that the second objective refers to ensuring that benefits reach local communities, while the seventh objective ensures a balance between interests of communities and those of the industry. The objectives above also touch on promoting tourism that is economically and environmentally sustainable, as well as designing environmentally-friendly tourism programs. The National Tourism Policy of Tanzania, the Wildlife Policy, as well as the Integrated Tourism policy all share a common theme which is to ensure that all the stakeholders in the tourism industry of Tanzania benefit from tourism revenues. The results indicate that effort has been made to ensure that communities do benefit from tourism revenues. Programs such as the Wildlife Management Areas (WMA) where local people have full mandate of managing and benefiting from their conservation efforts, were highlighted by one senior wildlife tourism officer. In addition, as was also revealed by the wildlife officer (see Chapter 6: section B), 80 million Tanzanian shillings of wildlife revenues goes back to communities and the money is used to develop social infrastructure in terms of building schools, dispensaries, tap water installation and construction of village offices in communities.

Nevertheless, although communities have been mentioned in the policies, they have rarely had the right to exercise their engagement in the development of these policies. The results indicate that communities have not been incorporated in the tourism value chain and are not seen as adequate partners in decision making processes of tourism related activities. For example, to them, building of schools does not mean, much as they want to have money in their hands in order to sustain their families and place food on the table. Also, the funds that council heads receive do not filter through to the communities, as the council heads use the funds that are allocated to communities. Kideghesho *et al.*, (2006:24-25) concur with this statement, and add that in western Serengeti it was claimed that the wildlife-related benefits

reach neither the victims nor the intended beneficiaries - the claims that were verified by then Minister for Natural Resources and Tourism during the parliamentary session on July 28 2005, who criticized the district councils for using their share of revenues from tourist hunting for (paying) sitting allowances instead of directing it to local communities.

Apart from funds not filtering through to communities, there is also the delay of the funds issue, where funds take too long to reach village council leaders who are responsible for distributing the funds fairly. Many rural people are not educated and lack understanding of the laws and regulations. Even in the case where tourism enterprises compensate locals when they take over their land, they usually do not compensate them adequately. This indicates that even when there are initiatives that the government sets for communities to benefit from tourism, the communities are still restricted and controlled by governments and are not seen as active participants in decision making.

Although results indicate that effort had been made to ensure that communities have a say in defining ways in which conservation is perceived and nature managed through community participation forums held in respective districts, results show that locals opinions on how best to manage their lands, have not been considered. These results also indicate that the government of Tanzania faces numerous challenges that should be met before they can effectively involve communities in their policies. A key problem area is that communities believe that their needs have not been catered for and that government does not involve them in decision making nor do they benefit from wildlife resources.

Additionally, Tanzania faces a lot of challenges when it comes to access to and control over land. Conflicts over land disputes could be mitigated once communities are provided with a regulated framework within which they are able to be actively involved in land regularization matters.

Strategies should to be implemented in order to mitigate the constraints mentioned above, and to achieve this, participatory input from all stakeholders, including communities should take place. The results also pointed to another factor, namely decision making, which depends on levels of democracy of societies at large, hence if government is not running in a smooth manner, then communities have little chance of being involved in decision making matters. Results conclude that strategies to ensure communities are highlighted as one of the key issues when planning tourism policies are not yet in order. It, therefore, appears that Tanzanian tourism policies have failed to adequately involve communities in decision making. Communities are not involved at all when it comes to deciding best ways to

conserve wildlife, nor are they primary beneficiaries of wildlife. Communities are not valued as partners who should be involved in the decision making process.

7.4.3 To verify the extent to which policies and strategies on sustainable tourism are in fact applied and progress monitored

Results indicate that Tanzania has made an effort in an attempt to implement co-ordination among sectors and departments in ministries, depending on activities taking place. For example, Tanzania National Parks (TANAPA) works closely with the Tanzanian Tourism Board (TTB) when it comes to tourism marketing. The study, however, indicated that, when it comes to planning and formulation of tourism policies and strategies, there are factors that affect the process in the implementation and monitoring sectors. For example, stakeholders in the tourism industry do not fully understand the objectives set in the tourism policies. Implementation, therefore, becomes difficult in this regard as the stakeholders might not be aware of the new changes that are implemented or the ones that are being considered for implementation. Problems in Tanzania are primarily interpreted as poor implementation of existing planning frameworks rather than being linked with power struggles that are embedded in the changing political and economic landscapes of development (Slocum & Backman, 2011:283).

A lack of financial resources also contribute to the ongoing problem of lack of implementation. Results also indicate that there was an overlapping of functions and roles within the relevant ministries, which pose a challenge when it comes to coordination, which has been a common problem for many ministries and has encouraged duplication of efforts and thus wasting resources. The results also indicate that there are factors that must be addressed before attempting to ensure that policies and strategies on sustainable tourism are in fact applied and that progress is monitored. Inadequate participation of all stakeholders was pointed out as one of the factors, as not all stakeholders are able to be contacted in order for them to provide their input during policy implementation. Another factor is that it becomes difficult to ensure smooth communication when there is more than one institution, which creates confusion, which hinders effective communication. Monitoring systems to assess positive and negative impacts are either inadequate or nonexistent, which is a major problem.

Inadequate sources of funding to cater for all participation of all stakeholders was an adding factor regarding the issue of lack of participation. Other factors in respect of addressing key problem areas that hinder effective sustainable tourism practises are highlighted below.

7.4.4 Identify key problem areas (threats) that should to be addressed in order to ensure sustainable tourism

The results concluded that there were various constraints that hinder the development and implementation of these policies and these including the following:

- Low priority of sustainable policies - the emphasis is still on income generation for government. Sustainable policies are absent in the Integrated Tourism Master Plan (ITMP), Wildlife Policy and Hunting concessions;
- Lack of adequate and feedback mechanisms;
- Apparent clash between sustainable policies and communities involved in subsistence farming on communal lands. Changing the system has huge socio-cultural impacts and government shy away from this;
- Low level of community involvement in tourist activities and planning matters; and
- Inadequate implementation of strategies.

Results also concluded that although the Tanzanian government has made an effort into conserving wildlife and ensuring that benefits are distributed evenly among all stakeholders that are involved, there are a few government officials who have been lured into making money from hunting concessions. Money has been the main reason, but there are underlying factors that are crucial, and that should be identified in order to get to the core of the problem. These factors stem from policies during the implementation process and are listed below:

- The concept of sustainable tourism was not understood by all stakeholders, as some had low literacy levels;
- Lack of participatory input of stakeholders from all levels, including communities is often an issue, as some are left out during the strategy implementation phase; and
- There is inconsistency in the sequencing of initiatives for sustainable development. For example, in the case where there is a policy, but no strategy, or where numerous strategies are prepared, but do not focus on the same issues.

These factors make implementation of sustainable development difficult, which can sometimes lead to some government officials not caring for sustainable development, as they feel that they are not part of the initiative. Conflicts arose between the government and communities when locals believed that government officials are beneficiaries of wildlife, and therefore, see no reason to conserve wildlife if they do not benefit from it. Even in instances

where their social structure is uplifted (building of schools in the community), they feel powerless as they do not have readily available funds to pay for the school fees. Their major issue is not having funds readily available for them. Educational programs that take place in their communities about wildlife matters is of no value to them, as they believe that they are not benefiting from wildlife. This has created a clash between the government and locals. The results indicate that government understands the needs of the locals, but cannot directly give money to each and every individual, as their priority is to ensure that the community benefits as a whole, hence social infrastructure takes preference in terms of building schools, dispensaries, and so on in a particular village. Although the government has attempted to create mechanisms where communities are able to voice their concerns and provide input, communities rarely exercise this right as they are usually not informed about tourism activities that take place in their environment. Wishitemi *et al.* (2007:106) concur and state that in Tanzania, the legal environment for communities to engage in tourism activities on their lands is puzzling and restrictive, with most existing CBT ventures illegal, according to ministerial regulations. Therefore, effective channels of communication should be implemented to ensure that locals are at the forefront of decision making and participation.

Another key problem area is that it is not possible to have sustainable policies if individuals cannot be held accountable. Results indicate that government agrees with this statement and views this issue as a challenge, which is heightened as government does not have sufficient mechanisms to mitigate the problem. Government needs funding, which is scarce as many sectors in Tanzania that have the potential to contribute to the economy, are affected by a lack of funding.

Unplanned hunting is a major problem in Tanzania, which faces a lot of challenges. Mechanisms such as hunting quotas which are controlled by government, have been created to monitor hunting activities, which helps to mitigate the issue of unplanned hunting. An anti poaching unit, as well as armed ranger forces that police the borders of the national parks on a twenty-four hour basis have been established to monitor illegal activities, but government needs funding in order to maintain this unit. For example, there are not enough vehicles for the armed ranger forces. The government has recognised that laws should change in order to settle matters of hunting blocks, land and environmental issues. However, bureaucratic factors have made this process a tedious one. Firstly, implementation is an issue, as it is weak and time consuming. In addition, there are long procedures when it comes to administration, as it can take up five to ten signatures from different stakeholders (ward officials, council officials, ministry officials and different board directors) when one

requests a meeting. Also, nobody likes to be held responsible for bringing up issues, so employees tend to be quiet and do not want to become involved.

Corruption also plays a part as sums of money are given to citizens in the hunting regions in order for them to agree to keep quiet when the terms and conditions set on hunting licenses are manipulated. The government does not have sufficient mechanisms to mitigate the issue of individuals who are held accountable for not practicing sustainable tourism, which makes it impossible to have sustainable policies.

7.4.5 To determine the extent to which tour operators apply sustainable tourism policies

Although results indicate that tour operators comprehend the need to be sustainable, it appears that they have not been able to achieve a sustainable tourism climate and sustainable tourism has not been a priority in their establishments. For example, tour operators believed that it was not their responsibilities to cater for the communities, and that it was the government that was responsible to adhere to the needs and wants of communities. Tanzania's tour operators' main aim has been to market their business. Additionally, tour operators also indicated that they did not have the resources or the time to educate locals on how the industry operates. Results also indicate that a majority of the tour operators believed that the government's commitment to promoting tourism development that protects and conserves the environment was lacking, and that more should be done to implement communities' needs in sustainable tourism practises. Tour operators stressed that the environment was under pressure from human utilisation and one of the ways of mitigating that pressure was to actively involve communities in tourism.

There should to be a platform, which allows for tour operators and government to work together in order to facilitate a sustainable tourism environment in Tanzania. Sautter and Leisen (1999:312) concur with this statement, and state that sustainable development efforts require collaboration among key players. Effective collaboration among all stakeholders within the tourism industry is, therefore necessary, to ensure that goals and strategies of sustainable tourism are met.

Regarding the extent to which communities are involved in the planning of joint ventures and whether they benefit from tourism, the results concluded that tour operators do not adequately involve communities in their joint ventures. In Tanzania, it appears that government remains at the forefront of all decisions concerning the communities well being.

It is important to note that although majority of respondents agreed to ensuring that tourism benefits reach communities, this has not necessarily been the case. Salazar (2009:13) concurs and states that in Tanzania little of the gross earnings remain in the country, since most of it is siphoned out of the economy in the form of inputs and expatriate salaries and allowances; rarely are mechanisms for the redistribution of profits to local communities formulated. This is one of the factors that hinder effective distribution of benefits to flow to communities. Results also indicate that tour operators took note of social elements in communities when setting up their tailor-made packages. Gender, age, ethnicity and disability are, therefore, assessed in this case.

Regarding whether tour operators promote fair business, the results concluded that the majority did promote fair business and pay fair wages. However, it is important to note that Tanzania is still battling with a tourism product that lacks the necessary infrastructure, which is required to support a tourist destination. In the case of Tanzania, service delivery is one such example that Tanzania is still battling at present. The results from the government questionnaire indicated that although the wildlife policy, national tourism policy, as well as the integrated tourism master plan have set strategies for human resources development and capacity building, which is committed to providing appropriate training at all levels, a good working environment and adequate working facilities, these strategies focus on training workers for improved service for the development of the Tanzanian tourism product. These strategies do not cater for the rights of workers. It is, therefore, important to implement measures that ensure that workers are not only trained to improve better facilities, but also to ensure that they are treated and paid fairly. Poor attitudes and motivation towards their work is a problem area that can be mitigated by ensuring that staff is treated and paid fairly. Tanzania still battles with this issue, as low wage rates sometimes lead staff to exhibit poor levels of service and professionalism.

Results indicate that training on the principles and practices of sustainable tourism is seen as an important feature for tour operators in Tanzania, as all of the respondents agreed with this statement. It is, therefore, important to ensure that knowledge that is acquired from these training workshops is translated into practise among tour operators in Tanzania. The government can also be of assistance by setting examples for the rest of the stakeholders within the industry to follow through. Government could be one such platform that tour operators could use as a guideline on how best to incorporate sustainable practises in their businesses. Results also indicate that a majority of tour operators supported accommodation providers who follow specific eco-tourism principles. The results conclude

that a majority of tour operators understand the need to collaborate with suppliers that also operate in a responsible and sustainable manner.

The results also indicate that a majority of tour operators treat their travellers with fairness and respect. As mentioned in Chapter 6 of this thesis, Tanzania's tourism product, particularly the service quality in this regard, should be up to standard. A lack of proper service delivery has been one of the disadvantages that characterises the tourism product of Tanzania.

Results also concluded that tour operators in Tanzania were aware of the need to access tourism developments that have the potential to cause loss of access to resources. It is crucial to note that sustainable tourism practises and policies in Tanzania have not been fully realised by stakeholders within the tourism industry. Although they seem to be aware of what sustainable tourism principles entail, implementation has been difficult and, in addition, key problem areas have been identified throughout the thesis that hinder the development of sustainable practises in Tanzania. Additionally, it appears that sustainable tourism itself is not understood by tourism stakeholders in Tanzania. Sustainable tourism in Tanzania can become effective if the principles are understood by those who are involved. The government of Tanzania should aim to develop mechanisms to ensure that sustainable tourism practises are implemented and maintained.

7.5 Research conclusions

The tourism sector has played a major role in the world's economy. Properly managed tourism has the potential to distribute wealth to all sectors of society. Although government has set tourism policies and strategies, implementation of those policies have been weak. The findings reveal that the government of Tanzania does not view sustainability as a priority, and this is reflected from sustainable initiatives being absent from the Integrated Tourism Master Plan (ITMP), Wildlife Policy, hunting concessions and a lack of feedback and monitoring system. In the case of Tanzania, it may be concluded that communities have not been incorporated into tourism policies, which has created ongoing clashes between government and communities. Additionally, hunting remains unplanned and mechanisms to mitigate this problem have proven to be a difficult task. The environment continues to take strain owing to the fact that communities will continue to utilise resources if they do not receive benefits from wildlife revenues. Tourism policies in Tanzania are formulated on the basis of income generation for government, while the social and environmental elements of

tourism continue to be ignored. Government should operate in a manner that ensures that all three pillars of sustainable tourism are met and measured equally.

This is indeed a challenging assignment and requires careful planning, which involves that significant stakeholders should work together to ensure that the goals of sustainable tourism are met. In Tanzania, this challenge is intensified, as government, which is at the forefront of tourism policies, has failed to develop structures that could provide a platform for them to develop tourism that takes into consideration the three pillars of sustainable tourism. Brockington (2008:103-104) concurs with this statement and adds that real decentralization of natural resources is resisted by central governments, which either do not devolve real power or else they devolve it to inappropriate, unaccountable authorities.

The Tanzanian government should embrace a participatory tourism development approach through, which communities have a platform to exercise their right to expressing their thoughts on how best to manage their own development. Conflicts between government and communities should be resolved holistically, and government should take the community's needs into consideration for effective change. Real community involvement and participation will only occur when decision makers have a change in attitude and behaviour.

The findings reveal that the government of Tanzania should actively ensure that all three pillars of sustainable tourism are at the forefront of tourism development. Hence, the attitudes and perceptions of tourism stakeholders towards policy implementation are important for sustainable conservation. There should not be loop holes that allow tour operators or any other tourism stakeholders to act in a manner that is not responsible. Corruption should be tackled and strict measures should be established for anyone who operates unsustainably within tourism. The findings reveal that the three elements of sustainable tourism are not parallel to one another, and it appears that the economic value of tourism takes precedence over the social and environmental elements of tourism.

7.6 Recommendations

The following recommendations are made, which are based on findings and revelations from the research study.

Recommendation 1

The Government of Tanzania should reposition and reprioritise sustainable policies. Social, economic and environmental elements should all be weighed in equally during policy formulation and implementation. An effective system of management to ensure that

objectives are successfully executed is key in order for government to be in a better position when it comes to practical ways to achieve sustainable tourism objectives.

Recommendation 2

Government should ensure proper community participation. Since tourism policies in Tanzania have not incorporated communities, government should try to apply practical steps in a well documented manner, which will see communities at the forefront of sustainable tourism issues in their areas. Additionally, government's governing techniques should be flexible enough to actively provide a platform within which communities' needs and wants are addressed.

Recommendation 3

All tour operating companies should play a significant role in enhancing and supporting sustainable tourism practices within their businesses.

Recommendation 4

All tour operating companies should actively promote and develop destination packages that emphasize on the importance of sustainable tourism practices.

Recommendation 5

Tour operators have a critical role in the distribution and sales of leisure products and should therefore ensure that these products are marketed in a sustainable manner.

Recommendation 6

Government should establish proper communication platforms amongst stakeholders within the Ministry of Tourism and Natural Resources, and ensure that the transfer of adequate information is executed in a timely manner. In particular, customers' feedback should be an integral part, which should be considered, hence an effective feedback mechanism system should be established. Sustainable tourism efforts can be improved once customers' needs are considered and incorporated into Tanzania's tourism policies.

Recommendation 7

Government should develop proper regulatory frameworks, which focus on policies, strategies, implementation monitoring and feedback. There should to be a legal and

regulatory framework towards tourism in Tanzania. Collaboration among key players is an essential key factor in order for sustainable tourism efforts to be realized. Government should ensure that involvement of all stakeholders takes place to better increase the chances for successful implementation of programs and policies.

Recommendation 8

In order to ensure that sustainable tourism goals are effectively implemented into tourism policies, the government should ensure that the Tanzanian tourism product matches international standards before sustainable tourism implementation can take place. Better facilitation of sustainability objectives will, therefore, be made easier.

Recommendation 9

Government should develop proper educational and awareness programs regarding environmental and tourism issues. Access to environmental information is important for Tanzanian communities, and the government should ensure that communities are educated and aware of projects that could potentially degrade the environment, intimidate livelihoods and endanger health.

Recommendation 10

Hunting should be managed in a sustainable manner. Government should introduce inventive techniques to ensure that unplanned and uncontrolled hunting is mitigated. It will be important for government to maximize penalties for contravention so that concession holders act in a responsible manner. The same will be applicable for government officials whose motives are to make money from hunting concessions.

Recommendation 11

Benefits should to be realised at a local level. All tour operating businesses should ensure that wildlife revenues generate real economic benefits to communities and people who live in wildlife areas.

Recommendation 12

All tour operating companies should ensure that community needs and wants are met, and should exercise adequate community involvement, which will encourage communities and raise their confidence levels.

Recommendation 13

Securing rights to land is a central issue in the rural parts of Tanzania and government policies should ensure that land tenure insecurity is adequately addressed. Communities should play a part in the management of wildlife in their lands in order to minimize conflicts between local residents and the government.

Recommendation 14

All tour operating companies should register their businesses through transparent, correct channels that are recognised by law, and the government should ensure that unlicensed businesses are penalised accordingly.

7.7 Concluding Remarks

It is evident that tourism in Tanzania is a valuable component for the development and economy of the country at large. The tourism sector in Tanzania has the potential to contribute to the gross domestic product (GDP) of the country and also help mitigate the socio-economic issues such as unemployment that the country faces.

It is also clear that there are many barriers that hinder the development of tourism in a developing tourism destination such as Tanzania, and it is also important that these problem areas are addressed in order for the tourism sector to operate in a sustainable manner. The results from the study indicate that a lot of effort has to be made in order to ensure a sustainable climate in Tanzania and mechanisms needed to achieve this, should be identified so that all the elements of sustainable tourism are parallel to each other.

The National Tourism Body in Tanzania in conjunction with governmental (appropriate) bodies should set the standards for sustainable development in the tourism industry, and enforce it. The tourism industry is too fragmented to police a system. Additionally, all companies or businesses that provide services in the Tanzanian tourism industry need to be licensed through the appropriate channels which are recognised by law.

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APPENDICES

Appendix A: Questionnaire 1 is applicable to managing directors of tour operating companies



Responsible Tourism Practices Questionnaire

My name is Joyce Feruzi, and I am an M. Tech Tourism and Hospitality Management student in the Faculty of Business at the Cape Peninsula University of Technology in Cape Town, South Africa. We are required to submit a research report as part of our course. My research topic concerns responsible tourism practices in the Tanzanian tourism industry. This was chosen in order for me to obtain a basic idea of sustainability in the tourism industry of Tanzania. I have a few questions, which are presented below.

I would appreciate it if you would assist me with my research project by completing the following voluntary questionnaire. Please mark the appropriate block with an X, where applicable, or kindly explain, should you have further information. Please return the completed questionnaire to Joyce Feruzi at e-mail: joyceypo083@yahoo.com.

QUESTIONNAIRE 1

1	Do you have policy guidelines on sustainable tourism?	Yes	No
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		Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree
2.	I agree with and support sustainable tourism.					
3.	I assess tourism developments where they may cause adverse effects such as loss of access to resources.					
4.	I pay fair wages and promote fair business.					
5.	I promote human rights within my sphere of influence.					
6.	Suppliers, as well as stakeholders that are impacted by my business are treated with fairness and respect.					
7.	My company assists local craft workers to develop new products to meet market demand.					

8.	The Tanzanian government is committed to promoting tourism development that protects and conserves the environment.					
9.	I believe that local communities are involved in the planning of joint ventures in which they have a significant stake and a substantial role in management.					
10.	I believe that local communities are involved in decision making of joint ventures in which they have a significant stake and a substantial role in management.					
11.	My company assesses social impacts of tourism activities in terms of gender and reports progress on implementation.					
12.	My company assesses social impacts of tourism activities in terms of age and reports progress on implementation.					
13.	My company assesses social impacts of tourism activities in terms of ethnicity and reports progress on implementation.					
14.	My company assesses social impacts of tourism activities in terms of disability and reports progress on implementation.					
15.	I ensure that local hiring does not create unfair conditions within the local community.					

16.	My company provides regular and ongoing training in the principles and practices of responsible tourism.					
17.	My company considers environmental impacts when developing tourism- related products.					
18.	Local communities are involved in tourism.					
19.	Local communities benefit from tourism.					
20.	My company is committed to developing a strategy for environmental management that would be implemented in my day- to-day operations.					
21.	My company is committed to ensuring that my staff is treated with fairness and respect.					
22.	My company is committed to ensuring that my travellers are treated with fairness and respect.					
23.	My company assists with local marketing and product development.					
24.	My company is committed to ensuring that local communities that are affected by my business, are treated with fairness and respect.					
25.	My company supports accommodation providers who follow specific eco-tourism principles.					

Appendix B: Questionnaire 2 is applicable to government institutions (the Ministry of Natural Resources and Tourism division of Tanzania: Planning and Policy Division).



My name is Joyce Feruzi, and I am an M. Tech Tourism and Hospitality Management student in the Faculty of Business at the Cape Peninsula University of Technology in Cape Town, South Africa. We are required to submit a research report as part of our course. My research topic concerns responsible tourism practices in the Tanzanian tourism industry. This was chosen in order for me to obtain a basic idea of sustainability in the tourism industry of Tanzania. I have a few questions, which are presented below.

I would appreciate it if you would assist me with my research project by completing the following voluntary questionnaire. Please return the completed questionnaire to Joyce Feruzi at e-mail 202057682@cput.ac.za or joycepoo83@yahoo.com .

QUESTIONNAIRE 2

This questionnaire is divided into six main problem areas that pose as a challenge to effective implementation of sustainable tourism policies in Tanzania. These problem areas are categorized by headings which are outlined below:

Tourism policy formulation in Tanzania;

Tanzania's tourism product;

Government bureaucratic Factors;

Access to environmental information;

Hunting concessions; and

Wildlife management areas.

TOURISM POLICY FORMULATION IN TANZANIA

What tourism policies have been established and why those ones specifically?

What are the key policy issues that are highlighted when planning tourism policies?

Who is responsible for ensuring that policies are clear for all stakeholders that are involved?

What mechanisms have been established to ensure that policies are updated and that feedback is monitored in a timely manner?

Who is responsible for the timely provision, updating, generation and dissemination of accurate information related to sustainable tourism development during the tourism formulation process?

TANZANIAN TOURISM PRODUCT

What has been done to ensure that Tanzanians who work in the tourism industry are trained to improve service delivery?

What educational institutions cater for the training of tourism workers in Tanzania?

What human resource development policies have been established to ensure that Tanzanians who work in tourism industries are catered for in a fair manner?

GOVERNMENT BUREAUCRATIC FACTORS

Why is there little/or no coordination amongst relevant ministries in tourism?

What causes a lack of communication amongst relevant ministries in tourism?

How do you ensure that policies are compatible when there are issues of conflict between the government's sustainable policies and the government's motive to make money out of hunting concessions?

ACCESS TO ENVIRONMENTAL INFORMATION

What has been done to address the issue of a lack of communication between locals and government? Are the locals simply ignored in decision-making, and if so, why?

What mechanisms have been established to ensure that citizens have effective access to environmental and other information?

What has government done to strengthen their communication channels with the locals?

Why do communities lack access to environmental information?

What platforms do you have for communities to voice their concerns regarding the environment?

What mechanisms have been established to ensure that communities receive environmental information related to their destinations?

HUNTING CONCESSIONS

Wildlife cannot continue to exist without direct participation from the locals. What has the government done to ensure that locals have been involved in Tanzania's wildlife policies?

What are the causes for unplanned and uncontrolled hunting in Tanzania?

Are concession holders required to act in a sustainable way? Are they monitored by government?

What mechanisms have you established that address conflicts over use, control and management of communal lands?

What is government doing about the extent to which communities are accountable for sustainable practises?

To what extent do you address the apparent incompatibility between sustainable tourism and communal land ownership?

Can land use and conservation of wild animals be sustainable in a communal land ownership environment when the locals do not receive any benefits?

Why has the government failed to transfer adequate benefits to local communities from wildlife revenues?

What has the government done to implement settlements of disputes regarding matters such as hunting blocks, land, and environmental issues?

Is it possible to have sustainable policies if individuals cannot be held accountable?

Is the conservation of wild animals sustainable if communities do not receive benefits as is the case on privately owned farms?

What steps has the government taken to ensure that central authorities and hunting outfitters do not utilize pestering strategies to prevent tourism enterprises from being carried out in village lands, which overlap with their concessions?

What mechanisms have been established to ensure that local people have power over their resources?

EFFECTIVENESS OF WMAs

Do you involve communities in the implementation of WMAs?

Are communities informed about the variety of processes of application for endorsement of WMAs?

What is the level of involvement of communities during the process of deciding to establish a WMA?

How do you implement secure local residents land rights?

How do you ensure that communities have a say in defining ways in which conservation is perceived and nature is managed?

Appendix C: WMAs Established Road Map

WMAs ESTABLISHMENT PROCESS - ROAD MAP

WMAs ESTABLISHMENT PROCESS - ROAD MAP			
	ACTIVITIES	TIME FRAME	RESPONSIBLE PERSON(S)
	Awareness raising on Wildlife Policy of Tanzania (WPT) and training on WMA Guidelines and Regulations.		
A	i) Visit to the villages to raise awareness on WPT on community participation in respective districts.	Time depends on number of villages involved and the distance between them. At least one (1) village per day.	Officers from Wildlife Division (Community Based Conservation - CBC section) and District Game Officer - DGO, Project Team,
	ii) Conduct WMA Regulations and Guidelines training to the districts, villages and ward leaders	Time depends on number of villages involved and the distance between them. At least one (1) village per day.	Officers from Wildlife Division - (CBC section) and DGO & Project Team.
B	Collection of information for proposed WMAs from the villages and districts.		
	(Once the villagers have accepted/decided to set up an area for WMA		

	establishment).		
	Baseline Study: gather primary and secondary data through literature review. Conduct a quick Resource Inventory and estimate the size of the area for a proposed WMA (PRA plus other data collection techniques).	Time depends on number of villages involved and the distance between them. At least one (1) village per day.	DGO, Facilitator/Project Team and Village Councils.
C	Formation of Village Natural Resources Committees (VNRC) and Community Based Organizations (CBO).		
	i) Facilitate the formation of CBO.	Depending on the distances between the villages forming the CBO. Normally one (1) month.	DGO, Facilitator/Project Team and Village Councils.
	ii) Conduct WMA Regulations and Guidelines training to the CBO members.	Three (3) days training sessions.	Officers from the Wildlife Division - (CBC section) and DGO & Project Team.
D	Training of VGS at Likuyu - Sekamaganga – Songea.		
	i) Training of <u>certain</u>	Two (2) months training in	DGO in collaboration with

	number of Village Game Scout (VGS) - selection is done <u>for required number</u> of VGS from each member village.	the Institute.	Facilitator/Project Team. (Village Councils selects the VGS).
	ii) Training of village, ward leaders.	Three (3) weeks training in the institute.	Project Team/Facilitator and DGO plans for this training.
E	Preparation of Village Land Use Plans (VLUP).		
	Support the District in conducting a participatory VLUP for villages in proposed WMA.	At least one (1) village LUP in ten (10) days. Time can be shorter if a team of experts is employed for several villages at a time.	District Council where DGO in collaboration with Facilitator/Project Team. Works with the Participatory Land Use Management Team – PLUM.
F	Preparation of Resource Zone Management Plan (RZMP) or General Management Plan (GMP) for respectful WMA.		
	i) Develop Resource Zone Management Plan (RZMP) or General Management Plan (GMP) of the area set aside as WMA.	This is consultancy work. Normally one (1) month and can also include other work such as boundary description and preparation of relevant	Facilitator, DGO and the CBO work with the experts to develop a Plan.
	ii) Prepare boundary		Facilitator/Project Team,

	description for the proposed WMA.	maps.	DGO and the CBO work with the experts to describe the boundary and prepare maps.
I	The gazetted WMA/AA writes the letter to Director of Wildlife for issuance of Wildlife Resources User Rights with the RZMP or GMP attached for his/her approval.	At least one (1) week.	The CBO leadership sends application with relevant attachments (two copies of RZMP or GMP).

The process of establishing WMAs can be summarized as follows:

The following are stages that are required to establish WMAs.

Stage One: Villagers are sensitized on the importance and cost benefits of conserving wildlife resources, as well as their rights and benefits. They are also informed about procedures for designating an area to be a WMA.

Stage Two: The village council recommends to the village assembly, which area is fit to be designated as a WMA.

Stage Three: Villagers, through the village assembly/ies, form a Community-Based Organization (CBO) to manage a WMA.

Stage Four: The CBO, through the respective District Council, submits an application to the Director of Wildlife.

Stage Five: The Director of Wildlife assesses and verifies the requirements for WMA information for CBO applying to become an authorized association through the WMA.

Stage Six: The Director of Wildlife forwards the application with recommendations to the Minister.

Stage Seven: The Minister declares a designated WMA, issues a certificate for authorization and (through a process involving the Ministry of Justice) and publishes the AA in the Government Gazette (Government Notice).

Stage Eight: The AA applies for user right to the Director of Wildlife by submitting the General Management Plan (GMP) or Resource Zone Management Plan (RZMP), which describes the type of utilization that should be done on the WMA. The Director of Wildlife grants users a right to the AA based on the RZMP and any information that the Director may deem fit. After the Director's acceptance of the proposal, the appointment is made on behalf of the AA.

Appendix D: WMA establishment in Tanzania, as per WMA regulations

Requirement for Authorized Association status

Each application for Authorized Association status shall be accompanied by the following:

A certified copy of the minutes of the Village Assembly meeting, approving the formation of a Wildlife Management Area;

A copy of the Constitution of the Community Based Organization;

A completed Wildlife Management Area Information Data Sheet in the format set out in the Third Schedule to these Regulations;

A duly completed information data form in the format provided for in the Second Schedule to these Regulations;

A certified copy of the certificate of registration of a Community-Based Organization;

A Land Use Plan of the village/s approved by the appropriate authorities;

Boundary description of the proposed Wildlife Management Area, its size and name: and

A Resource Management Zone Plan as an interim measure prior to the General Management Plan.

Endorsement of Authorized Association and Notification of Endorsement

(1) The Director shall, in writing, and a copy to be made to the District Council, acknowledge receipt of an application for the formation of a Wildlife Management Area within seven working days.

(2) The Director shall endorse or reject the authorization of a Community-

Based Organization as an Authorized Association within forty five working days, upon being satisfied that the Community-Based Organization has fulfilled the provisions of these Regulations and shall inform the Community Based-Organization accordingly.

Requirements for application for Wildlife Management status

Each application, for establishment of a Wildlife Management Area, shall be accompanied by the following:

A certified copy of the minutes of the Village Assembly meeting, approving the formation of a Wildlife Management Area;

A duly completed Information Data Sheet;

A certified copy of the certificate of registration of a Community Based Organization; and

A Land Use Plan of the village/s approved by the appropriate authorities;

Criteria for Establishment of Wildlife Management Areas

(1) Wildlife Management Areas may be established in the following areas –

Village land adjacent to core protected areas;

which are used by local community members;

within village land;

and they shall be managed by Authorized Associations in accordance with these Regulations.

(2) No area shall be designated as a Wildlife Management Area unless it meets all of the following criteria:

It has significant resources that can be accessed;

Its natural resources area is of significant economic value;

It is ecologically viable or forms part of an ecologically viable ecosystem;
and

It belongs to one or more villages in accordance with the relevant provisions of the law governing village land, and other legislation relating to occupation and use of village land.

(3) The Director shall identify migratory routes and wildlife corridors falling outside a Wildlife Management Area, but contiguous or adjacent to the said area and assign an Authorized Association the management responsibility, whereas those areas falling outside Authorized Associations management shall remain to be under the control of the Director.